

**THE URBAN PLANNING PROTECTION OF THE MONUMENTS IN GERMANY ON THE EXAMPLE OF THE INNERE NEUSTADT DISTRICT IN THE CITY OF DRESDEN****Malko A. V.,**D. Eng., Senior Researcher,  
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**Abstract.** The issues of preserving the historical valuable architectural and urban environment are of paramount importance in Germany, primarily due to the rapid development of modern technologies regarding the regeneration of cities. There is a certain threat posed by new methods such as energy saving technologies. Germany, like all countries, faces the challenge of bringing cities into line with the requirements of a modern developed city, while preserving the identity of historic urban areas in a process of gentle regeneration. In addition, historically, over a long period of time, Germany was divided into East and West, which made it possible, when unified in 1990, to develop several unique methods for preserving the historical environment and uniting the country into a single whole. These include the developed program «Urban Planning Protection of Monuments» (German: Städtebaulicher Denkmalschutz) within which it is possible to preserve the integrity and authenticity of historical quarters by ensuring the interaction of urban planning authorities and the preservation of monuments, the participation of citizens as initiators and engines of the process, strict, purposeful activities of the municipality, a clear task and support from side of the federal government. An analysis of the experience of this program shows the need for cohesive work at the administrative level, during which individual stages of the development of a historically valuable architectural and urban environment are controlled and at the same time the citizens actively participate, as well as an expert assessment of the implementation of the program conducted by an independent expert body. The methodology and experience of applying this program, which has been operating for more than 20 years, shows the successful preservation of the historical environment and distinguishes Germany from other countries with the highest density of protected cultural heritage and a large number of not only single monuments, but urban planning ensembles and centers of historical cities. This technique may be useful for other countries.

**Keywords:** preservation of urban environment, Innere Neustadt, urban planning preservation

**Introduction.** Historical and cultural heritage carries the memory of history, era, place, our past. The preservation of the historical and cultural heritage is one of the most important tasks of the whole society, as evidence of the past in the urban landscape, which is the reference point for the formation of the identity of citizens. The issues of preserving the architectural historical and cultural heritage should be one of the highest priorities in the planning strategy for the development of historical urban centers. Nevertheless, the rapid processes of loss of historical heritage are observed in many countries, and the search for successful models for the development of the historical environment is one of the main goals of urban planners.

Noteworthy is Germany, which currently has one of the highest densities of protected cultural heritage. So, according to the data of 2018, the number of official objects recorded in the list of monuments in Germany is more than 1 million [1]. In addition, the number of registered ensembles and historic cities with monument status in Germany stands out from other European countries. Thus, in Germany there are about 200,000 ensembles out of the total number of monuments, which is much more compared to selected European countries, such as Great Britain, where there are 10,592 ensembles out of a total of 479,054 monuments, or France, where 8,056 ensembles out of 48,513

monuments [2]. The analysis of the study of the German experience can be considered as a successful example for preserving the integrity of the historical environment.

**Analysis of the latest sources of research and publications.** In recent years, Germany has regularly carried out activities to polarize and protect the historical and cultural heritage, aimed at strengthening the importance of the historical and cultural heritage as one of the main economic potentials of the overall urban development strategy. These events include the European Fair for Historic Preservation, Restoration and Regeneration of the Historic Environment in Leipzig (Europäische Leitmesse für Denkmalpflege, Restaurierung und Altbausanierung). In addition, Germany is an active participant in the events held in the European Union. It is worth emphasizing the following events where Germany participates: Online Forum «Integrated Approaches to Europe's Dissonant Heritage – Insights, Networks, and Future Perspectives» in February 2022, where methods and strategies were considered to reduce the impact of dissonant objects in the historical environment, as well as International Meeting on Culture, Heritage & Climate Change in December 2021, where the issues of the impact of climate change on the preservation of historical heritage, as well as strategies for the sustainable development of the historical environment were considered.

The issue of preserving the valuable historical architectural and urban environment (German: *erhaltenswerte Bausubstanz*) still needs to be clarified and its position in the German legal framework. Therefore, the conference held in 2013 in the city of Lutherstadt Wittenberg on the topic: «A particularly valuable architectural and urban environment that needs to be preserved within the framework of integrated urban planning: Learn – evaluate – develop» (Die besonders erhaltenswerte Bausubstanz in der integrierten Stadtentwicklung Erkennen – Erfassen – Entwicklung steuern) during which there was a discussion of the status of objects that are not monuments, as well as attracting private investment for the restoration and regeneration of the historical environment [3].

One of the fundamental sources of German literature on the topic of the preservation of historical and cultural heritage is the «Handbook for Urban Monument Protection» (Handbuch Städtebauliche Denkmalpflege (2013)). This is a fundamental work that was prepared by a team of authors from all federal states of Germany who are the main experts in the protection of the historical and cultural heritage of Germany, among them: Volkmar Eidloth, Gerhard Ongyerth, Heinrich Walgern, Thomas Gunzelmann, Ernst-Reiner Hoenes (Ernst-Rainer Hönes) and others. The book was developed as a result of numerous meetings, conferences and discussions within the framework of the Working Group for the Preservation of the Heritage of the City of the Association of National Monument Keepers (German: Arbeitsgruppe Städtebauliche Denkmalpflege der Vereinigung der Landesdenkmalpfleger). The publication is aimed at structuring a wide range of activities for urban conservation of historical territories within the framework of the city planning and defining a lexicon of important professional terms. Much attention is paid to the methods of studying urban planning protection of monuments (städtebaulicher Denkmalpflege), with a description of the parameters for assessing the historical and urban planning organization of urban improvement (historisch-städtebaulichen Stadtgestalt): *«The historically valuable structure of the city is made up not only of buildings and their interconnection with each other, but is expressed in relation to the constructed objects to the undeveloped space, the outlines of streets and squares, water spaces and green areas up to the structure of the parcel»* [4].

**Formulation of the task.** German cities face the challenges of modern development and careful urban renewal in historical areas. Development, planning, concepts and laws should be seen in the context of urban development history after World War II. The central parts of the city after the war often went through rebuilding, the 1960s were associated with the second «destruction» of the inner city, combined with «point features» such as poor sanitation and emergency housing were often destroyed due to the built-up area. In the 1970s, the historical structure needed to be re-evaluated. The goal was to preserve the historic buildings once again. This is especially the case in 1971, when the Law on Urban Planning, Reconstruction and Development of Activities was adopted, supported in the European Year of Heritage in 1975. In order to preserve historic buildings, facilities have been restored, i. e., solid block patios have been removed and created, such as green spaces and playgrounds. Sustaining urban renewal has become a new stated mission. In the 1980s, a whole

system of urban development activities was organized within the framework of the Law on Urban Development. Soon there was talk of a «successful model of urban development». The rescue of historic cities, as well as the social revaluation of the housing stock, the environmental idea, as well as the discussion about the importance of the quality of location in the competition of municipalities, led to the fact that the financing of urban planning was fixed in the political and social spheres. [5]. However, the situation was further complicated in the 1990s by the ongoing process of deindustrialization and the structural changes that accompanied the transformation of former state-owned companies such as the post office and the railway into private companies. As a result, numerous monuments found themselves in an uncertain position, the future of which was uncertain, and their preservation, due to the reduction of human and financial resources, was significantly complicated. However, at the same time, the practice of training specialists in the protection of monuments at universities was radically improved. New master's programs offer high-quality (additional) qualifications for future conservators, which provide not only a detailed description of the work, from field surveys, their documentation, fixing damage and restoration of monuments, but also their practical implementation [6]. Thus, in West Germany, for a long period of time before unification with East Germany, valuable experience was gained and tested in the regeneration of large urban areas.

After the reunification of Germany in 1989, the Urban Development Act applied in West Germany was extended to the territory of the former East Germany, as well as all the accumulated experience in the regeneration of historical territories [5]. In 1991, the Bund-Länder-Programm des Städtebaulichen Denkmalschutzes was developed to implement the Urban Development Act. The aim of this program was to develop a planning model for the use of historical heritage as a potential for city development. This model was based on respect for history and tradition, which shape and determine the future [7].

**The basic material and results.** The analysis of the program «Urban Monument Protection» (German: Städtebaulicher Denkmalschutz) revealed the characteristic goals of the program aimed at the preservation, modernization and sustainable development of historic quarters, as well as the preservation and reorganization of streets and squares of historical, artistic and urban planning significance in the historic urban centers of the federal states. The main goal is not the museumification of historical territories, but the development of viable neighborhoods that are attractive to residents and provide housing, work, culture, and recreation functions. In addition, the historical cities with individual characteristics and character are considered within the framework of this program, not only as a great historical and cultural significance, but as a huge economic potential that attracts tourists and commerce when choosing their location. The program contributes to the strengthening of the local economy, especially the crafts sector. Important is the clear position of the program in and its implementation in accordance with the provisions of the German Building Code, which shows the elaboration of the legislative framework for the preservation of historical objects that do not have the status of a monument, namely a valuable historical and architectural environment [8]:

- § 1 Abs. 5 BauGB: «maintain and develop the existing urban identity of the city, urban historical appearance and landscape»;
- § 1 Abs. 6 Nr. 5 und 7 BauGB: balance of interests: “observance of interests and emphasizing the importance of developing a culture of building, protecting and caring for monuments, valuable areas, streets and squares of historical, artistic or urban planning worthy of preservation and the existing urban appearance and landscape (“pictures of the place” and «landscape pictures»);
- § 5 Abs. 4 and § 9 Abs. 6 BauGB: information transfer continuity;
- § 9 Abs. 4 BauGB: federal law as a basis for the development of the «Qualified building plan» (German: Bebauungsplan);
- § 136 Abs. 4 No. 4 BauGB: urban regeneration activities;
- § 164 b Abs. 2 No. 1 BauGB: Promoting urban regeneration activities;
- § 172 BauGB: «Regulation on the Preservation of Urban Features»;
- § 176 Abs. 3 BauGB: Provisions for modernization and repair [13].

The mechanism for implementing the program itself should be emphasized, thanks to which positive conclusions can be drawn about the successful implementation and interest in using similar programs in other countries, for example, to coordinate the program, the federal government created the “Federal Broadcasting Center for Urban Monument Protection” (German: Bundestransferstelle Städtebaulicher Denkmalschutz). The center operates on behalf of the Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety (German: Bundesministeriums für Umwelt, Naturschutz, Bau und Reaktorsicherheit BMUB) and is represented by the Federal Institute for Research on Building, Urban Affairs and Spatial Development (German: Bundesinstitut für Bau-, Stadt- und Raumforschung BBSR). Their mission is to research and support the core work of the Expert Group for Urban Monument Protection (German: Expertengruppe Städtebaulicher Denkmalschutz). The «Federal Broadcasting Center for Urban Monument Protection» is also the point of contact for questions regarding the programs for representatives of the federal states and cities participating in the program, as well as for experts and the public concerned. If necessary, specialized events and program discussions are also held.

During the analysis of the program, strengths and weaknesses were identified and evaluations of the effectiveness of the program were analyzed based on the materials of the Federal Ministry of Transport, Building and Urban Development (BMBVS) (Evaluierungsbericht) [9].

*The first factor of success* is ensuring the interaction between the city planning authorities and the preservation of monuments. The scientific support of an interdisciplinary team of experts plays an important role in realizing this connection, since it provides a link between the federal government, the federal states and municipal authorities. Experts from the fields of urban planning, architecture, science and journalism, representatives of state departments of historical and cultural heritage, government ministries, municipalities and the German Monument Protection Fund (German: Deutschen Stiftung Denkmalschutz) were involved as experts. Despite the complexity of issues affecting both the implementation of new construction and the preservation of the existing historical environment, about 94% of the projects carried out under the program were successfully implemented according to the conclusion during discussions between all participants and were positively assessed by the expert group. The most important feature of this success factor is the constant coordination of communication between all levels and the willingness to compromise in order to develop an integrated concept of conservation and development.

*The second success* factor is the participation of citizens as initiators and driving force of the process. In East Germany, an active declaration on the part of the inhabitants of the city about the desire to take part in urban development issues resulted in strong protests in the autumn of 1989. Since then, the participation of citizens has been considered as one of the main elements of the program. Some members of the public monument movement went on to become mayors or heads of master planning departments, thus bringing the idea of integrated city preservation into political circles. Various associations and citizen initiatives have been formed that support the goal of preserving urban centers. According to the Program Effectiveness Analysis Report, 77% of the cities participating in the program have civic initiatives, and in 90% of cases they conduct individual consultations with residents within the framework of the program. Information events, exhibitions, publications, and websites have also contributed to this in many cities.

The participation of residents is seen as an important part of the program and is not only supported but constantly developed by the municipalities. This allows an active dialogue between residents and the city administration, thereby increasing the acceptance of future urban development projects among citizens.

*The third factor of success* is strict, purposeful, municipal activity. For this, the main goal of the program was used - the preservation of a valuable architectural and urban environment and the historical urban structure, while other problems were classified as subordinate goals, for example, housing improvement and reorganization, renovation of abandoned areas and vacant buildings. For most cities participating in the program, standardized urban planning measures are not suitable and individually developed concepts are required. During a survey of citizens of cities participating in the

program, it was revealed that 85% have developed Integrated Urban Development Concepts. In 91% of cities, funding was used to prepare events and develop concepts for renewal. These concepts form the basis for the purposeful implementation of the urban regeneration process and help to set the necessary priorities.

*The fourth success factor* is the clear and adequate targets, set by the federal government for the federal states. They include:

- determination of the boundaries of the territory where the «Regulation on the preservation of urban features» is in force;
- long-term goal and constant coordination of the work process between all participants;
- cost reduction for the municipality;
- targeted pooling of subsidies in the field of urban heritage conservation.

In all federal states of Germany, the «*Regulation for the Preservation of Urban Features*» (German: *Erhaltungssatzung*) has been evaluated as an effective legal instrument that prevents the loss of a valuable historical architectural and urban environment and reveals its values. However, the amount of actual funding was not specifically named at the very beginning of the program, which was considered by the municipalities as one of the obstacles to the implementation of the planned activities.

*The fifth success factor* is the federal government support. At the beginning of the program, efforts were made to make the most efficient use of the allocated funding. To this end, a group of experts from all over Germany was organized and 0.2% of the federal funding was used for the scientific support of the program. Thanks to the support of the expert group, it was possible to identify the necessary changes in the conditions for conducting program activities in a timely manner, which increased efficiency.

After a positive evaluation of the program, the following inhibitory factors were also identified that affected the slowdown in the implementation of the program:

- - persistent regional shortcomings regarding the structure of personnel
- - intensive development of retail trade, requiring special control over the historical and architectural environment
- - privatization and restructuring of public institutions
- - real estate priorities.

From 1991 to 2019 inclusive, urban regeneration of 257 cities was carried out and 361 events were held. For financing, an “Administrative Agreement” (German: *Verwaltungsvereinbarung*) is provided, under which the shareholding between the federal government, the federal states and the municipality is divided, which is specified in the relevant guidelines for financing the federal states. [7].

#### ***Application of the «Urban monument protection» program for the Innere Neustadt district in the city of Dresden.***

Within the framework of the «Urban monument protection» program in the city of Dresden, a part of the Innere Neustadt district - the Altendresden quarter was chosen. This district is an urban ensemble built in the Baroque style, located within the boundaries of the Königstraße, including one of the city's main boulevards, the Hauptstraße. In this quarter, the authentic architectural and urban planning environment, the historical planning structure were preserved and a number of urban planning activities were carried out, which made it possible to harmonize with the four adjacent quarters different in their architectural typology, which was possible thanks to the Urban Planning Protection of Monuments Program. Part of the Innere Neustadt Altendresden, practically undamaged during the war and of particular historical and cultural significance for the architectural heritage of Germany. This program was chosen for the Innere Neustadt area for several reasons:

- the city of Dresden's own share of the investment of the funds of the city of Dresden within the framework of the «Urban monument protection» program was 20%, which is significantly lower than in the «Regeneration areas» (33%);

- in the course of fulfilling the tasks of the program, they provide an opportunity to establish a dialogue with landowners for the needs of the population;
- according to the Urban Planning Law in the German Building Regulations (German: Städtebaurecht im Baugesetzbuch), the provision of measures for the renewal of quarters is of paramount importance in the process of city administration;
- in 1991, in the district of Innere Neustadt, the area of vacant apartments increased by 50%. This social aspect provides for the adoption of additional measures that justify the insufficiency of the actions previously carried out in accordance with the German Building Regulations [10].

The basis for the implementation of the Program and the development of additional tools were: «Regeneration concepts» and «Regulations for the conservation of urban features» is the General Plan 715.1 for the Innere Neustadt district (German: Rahmenplan 715.1 für die Innere Neustadt), which was developed in the early 1990s. During its development, detailed studies of the historic quarter were carried out, possible strategies for the restoration and regeneration of the area were proposed, and an analysis of the current needs for the use of the area was carried out. [11] The amount of funding for the period 1993-2013 was estimated at about 12.6 million Euros [12].

At the same time, the program provided funds for the preservation of historically valuable buildings. Particular importance in the process of careful restoration (German: behutsame Sanierung) was given to buildings in the Baroque and Gründer period. Thus, the owners of privately owned monuments had high requirements for the restoration of buildings that were monuments. [13] The percentage of funds funded by the program is as follows: [14].

- 71% funding for the transformation of roads, pedestrian paths, squares;
- 28% financing for the renovation of residential and commercial buildings;
- 6% funding for the restoration of municipal facilities;
- 2% preparation, implementation and subsequent monitoring of the condition.

#### ***Evaluation of the effectiveness of the program Urban planning protection of the monuments.***

The analysis of the program shows its effectiveness in terms of preserving the historical architectural and urban environment, since the key task of the program is to preserve integral urban planning fragments, and not single objects. During the program, restoration of buildings, improvement of public spaces, a significant improvement in the urban environment, in particular street spaces, and a decrease in the number of empty buildings were carried out. However, there is still the issue of resolving the conflict between the Baroque buildings and the mass housing developments of the 1960s, which the staff of the Dresden City Master Planning Department has been working on. Nevertheless, the program can be assessed as a tool with a high achievement of the goal, since as a result of the activities, the historically established planning structure of the quarter was not only preserved, but also developed in a new way (pic. 1–4).



Pic. 1. District, Innere Neustadt, Walgaschen lane / Wallgäßchen, 1953 SLUB/  
Deutsche Fotothek, 2014, Malko A.





Pic. 2. District, Innere Neustadt, historical buildings on the palace square / Palaisplatz, view from the southwest, 1953 SLUB/ Deutsche Fotothek, 2014, Malko A.



Pic. 3. District, Innere Neustadt, 1980s, Archive of the General Planning Department of the City of Dresden / 2011, Malko A.

Table 1. District, Innere Neustadt, assessment of the effectiveness of tools, 2015, Malko A.

Assessment Criteria	Achieved results	Notes
The ratio of the restoration of buildings and areas (based on the results of cartographic analysis, see above)	52 buildings restored at the expense of the program  13 buildings partially restored and financed from other sources	10 buildings have not been restored
Demographic growth in % [15] (2010)	2001-2010: District Alten Dresden (Hauptstrasse) change from -20% to 0% Remaining area from 20% to 40%	Positive development
Public spaces (based on mapping analysis, see above)	7 restored and transformed public spaces	The transformation of the public space in the Augustusbrücke district of the Neustädter Markt has not yet been completed





**Conclusions.** The program of urban protection of monuments is an effective tool for the preservation of the historical architectural and urban environment, including objects that do not have the status of a monument. Since it is not an isolated financing program for solving problems related to monuments but is a leading program for securing historical and cultural identity in the process of city development, maintaining the integrity, authenticity of the existing historical and urban planning context.

To carry out the activities of the program, cohesive work is required at the administrative level, during which individual stages of the process of developing a historically valuable architectural and urban environment are controlled and, at the same time, citizens actively participate. In addition, an important role is played by the expert broadcasting center, which evaluates the activities of the program during the entire process, as well as consultations with the administration on the implementation of events, which improves the quality of the process.

It is worth emphasizing that the special attention of the program is aimed at the preservation and development of the historical urban space. The open urban space is considered as an object of architectural historical and cultural heritage subject to protection. At the same time, the characteristics of historical urban spaces that determine their historical appearance are regulated by regulatory documents and taken into account in the course of urban planning. It is this aspect that makes it possible to preserve the characteristic (unique) appearance of the city. In the course of the «Urban Planning Protection of Monuments» program, all components that form the historical appearance of the city are preserved and developed: its planning, taken in its historical aspect, the ordinary building of the city, created over the centuries, the terrain, the connection with the surrounding nature, communication routes, the surrounding area, as a result of which the “visual image” is preserved, in which one of the main aspects are traditional viewpoints, as well as water spaces. The historical appearance is largely determined by the architectural and historical environment (ordinary buildings), which, with the intensification of urban planning, in most cases is destroyed, not falling under protection in legislative instruments. This program opposes this process [16].

On the example of the city of Dresden, we can see a deep historical analysis and drawing up the plan for the development of the historical environment with a special focus on the preservation and development of urban space, due to which a positive development of the area and the integrated preservation of the historical and architectural environment were achieved, where an important aspect was the preservation of authenticity during the urban planning process of regeneration.

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## МІСТОБУДІВНА ОХОРОНА ПАМ'ЯТОК У НІМЕЧЧИНІ НА ПРИКЛАДІ РАЙОНУ ІННЕРЕ НОЙШТАДТ У МІСТІ ДРЕЗДЕНІ

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**Анотація.** Питання збереження історичного цінного архітектурно-містобудівного середовища мають першочергове значення в Німеччині, перш за все, через стрімкий розвиток сучасних технологій, що стосовно регенерації міст, існує певна загроза, яка створюється новими методами, такими як енергозберігаючі технології. Німеччина, як і всі країни стоїть перед викликом, привести міста у відповідність до вимог сучасного розвиненого міста, водночас зберігши ідентичність історичних міських кварталів у процесі дбайливої регенерації. Крім цього, історично протягом довгого періоду часу Німеччина була розділена на Східну та Західну, що дозволило, однак, під час об'єднання 1990 року виробити низку унікальних методик зі збереження історичного середовища та об'єднання країни в єдине ціле. До таких належить розроблена програма «Містобудівної охорони пам'яток», у рамках якої вдається зберегти цілісність та автентичність історичних кварталів завдяки забезпеченню взаємодії органів міського планування та збереження пам'яток, участі містян як ініціаторів та рушіїв процесу, суворой, цілеспрямованой діяльності муніципалітету, чіткого завдання та підтримки з боку федерального уряду. Аналіз досвіду цієї програми свідчить про необхідність згуртованої роботи на адміністративному рівні, під час якої контролюються окремі етапи процесу розвитку історично цінного архітектурно-містобудівного середовища і водночас беруть активну участь городяни, а також експертної оцінки проведення програми, що проводиться незалежним експертним органом. Методика і досвід застосування цієї програми, що діє протягом понад 20 років, показує успішне збереження історичного середовища і виділяє Німеччину на тлі інших країн із найвищою щільністю культурної спадщини, що охороняється, та великою кількістю не лише поодиноких пам'яток, а й містобудівних ансамблів і центрів історичних міст. Ця методика може бути корисною для інших країн.

**Ключові слова:** збереження міського середовища, Іннер Нойштадт, містобудівна консервація.