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# COVER PAGE

## WP 2 STRATEGY

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Strategy Building Methodology for Cultural-  
led Development of Small and Medium Sized  
Cities

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03 2020

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# 1. Introduction

## 1.1 Purpose

1.1.1 Purpose according to the project application framework

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1.2 Scope of the methodology for strategy building within the project framework

1.3 Relation to strategy documents of Integrated Urban Development Planning at city level

## 1.1. Purpose

### 1.1.1. Purpose according to the project application framework

The purpose of this framework for strategy building processes in the partner cities is to support the PP to achieve the project main objective: “STIMULART’S main objective is to ENHANCE CCI IN MID-SIZE CE CITIES strengthening higher added value production & services and creating new opportunities for qualified professionals, through tailored capacity building, strategy & know-how development, thus IMPROVING CAPACITIES OF ALL SHS FOR THE SUSTAINABLE USE OF CULTURAL HERITAGE/RESOURCES.”

The PP are called to develop a ‘tailored’, site-specific and smart specialisation strategy for their local CCI sector by concerted efforts of all SHS “to identify, develop and apply both UNEXPLOITED HUMAN/INSTITUTIONAL CREATIVE CAPACITIES and the obvious source of creativity: LOCAL CULTURE, as well as other assets such as vacant urban infrastructure.”

More specifically, to develop a CCI Strategy & Action Plan is an integral part of the WP 2, where the Municipality of Vittorio Veneto is the WP responsible partner. Accordingly, a CCI Strategy & Action Plan for each partner city is the output O.T2.1. The activity A.T2.2 is directly related to this output and consists of the following deliverables:

D.T2.2.1: Methodology support for the development of Strategies & APs

D.T2.2.2: Co-working Workshop in M14 in Amberg

D.T2.2.3: Strategy development peer-review visits

D.T2.2.4: Preparation of draft CCI Strategies & Actions Plans for each location

D.T2.2.5: Finalizing CCI Strategies and APs for each PP city

This paper is integral part of the deliverable “D.T2.2.1: Methodology support for the development of Strategies & Aps”. According to the original application, the methodology will be prepared by THGs under RUNI’s coordination. It is supposed to “ensure coherence of local strategies and their relevance to CCI Gap Analysis & Mapping results. THG members will provide professional coordination of local Strategies & Action Plans.”

Thus, the strategies for each partner city will be the result of a joint effort made by the WP responsible partner, the horizontal knowledge partner, as well as the THGs in each city.

### 1.1.2. Purpose of a strategic control circuit in urban development

This document suggests to use the strategic control circuit in urban development as a methodology for a sustainable project success in Stimulart. This methodology is meant to help the partner cities not only to successfully realize the Stimulart project but also to elevate this project to a strategic level for the partner cities where the project outcomes can have a lasting and sustainable impact on the cities’ future development. It tries to adapt procedures of strategic management to everyday communal policies in order to enhance the conditions for the development of the local CCI ecosystems as well as the better utilization



of the local cultural resources for a sustainable urban development. With the help of this methodology the partner cities should be able to answer the following questions consistently and in a coordinated way:

- What strategic and operational objectives do we want to achieve?
- What do we have to do?
- How do we have to do it?
- What resources do we need to do this?

This methodology can be used for pursuing any municipal political goal through coordinated and systematic control with the help of a sound and reliable procedure, it helps not to get stuck with important projects and not to lose track in the complex world of most diverse municipal political building sites. The strategic control circuit is a general way to realize strategic objectives, it is a systematic approach to how policy for a particular sector can be pursued as urban development policy.

The strategic control circuit promotes and relies on a broad participation of the citizenry in urban strategy making processes. Thus, it believes that the biggest potential of the cities are their citizens. (see also 2.8 further below)

However, in the context of the Stimulart project using the strategic control circuit for strategy making processes

- increases the likelihood that strategic development objectives for the local CCI ecosystem and the utilization of local cultural resources will be attended to by all relevant participants in urban development thus securing the cities' sustainability,
- emphasizes outcomes rather than output as the criterion for communal governance,
- mobilizes partners in the civil community for strategic management.

The methodology systematically connects strategic visioning with implementation, thus it makes sure that strategic objectives and visions don't have just a programmatic character, but rather form the basis for steering the development of the municipality through improving the conditions of CCI and the utilization of local cultural resources in an impact-oriented manner.

## **1.2. Scope of the methodology for strategy building relative to the EU project framework**

Each EU project requires that the project application contains a strategy that selects relevant objectives at both the project level and the project partner level, and that describes in much detail how those objectives can be achieved by a joint and coordinated effort which is effective and efficient. It is save to say, that each project application accepted by the EU commission is a strategic document that is related to the overarching strategic objectives of the EU and its many programmes. In strategy theory language, we can speak of a "mixed scanning" approach of political planning (Etzioni 1967) where incremental projects are oriented by an overarching strategic perspective.

Within certain boundaries, the original application sets already a project strategy, detailing objectives and consecutive steps to realize them and allocating resources. The partner cities have already specified their partner level objectives in terms of their pilot programmes, at least in part. Thus, the original application has already defined a problem space for the project as well as a solution space, and it has defined certain necessary steps to progress from the problem to the solution. Therefore, the Stimulart project is already concerned with the strategy building process since its start. For example, within the project we have already performed the GAP analysis in each partner city, we have already started with capacity building, and we are about to realize the CCI mapping, all of which are not only steps that prepare and facilitate a strategy building process but are rather well defined steps within a well defined strategy. Hence, the task is not so much to come up with a totally new strategy than to revisit, control, and recalibrate a strategy already in place.



While the main project objective and the pilot projects at city partner level have already been selected, and while even some steps have been carried through to realize those goals, it is still rather unclear in the partner cities how to achieve the rather abstract and general project objective which is to enhance the local CCI ecosystem through a site-specific, cultural-led sectoral strategy based on endogenous potentials. Therefore, the strategy building process at partner city level should be aimed at making the objectives more concrete, more tangible, and actionable. Since the strategy building process at partner city level is an iteration of an already existing strategy, the stakeholders in each city should also take the possibility into account to reconsider the pilot project in relation to the results of the GAP analysis, the CCI mapping, the capacity building, and the peer review visits. However, in most partner cities the project aims and pilot projects are rather vaguely formulated, thus giving enough leeway for recalibration, adaptation and review.

### 1.3. Relation to strategy documents of Integrated Urban Development Planning at city level

The Stimulart project is not only interwoven with strategy making processes on the EU level, but also most likely related to urban development policy and relating strategy documents of Integrated Urban Development Planning at the city level. Since Stimulart's main project objective is concerned with major aspects of urban development, the particular local project objectives and strategy planning processes have to be aligned with and integrated in the already existing urban development planning processes and strategy documents in each partner city. Indeed, in many cities across Europe, initiatives to enhance the local conditions for CCI are an integral part of a far more comprehensive urban development strategy. Sometimes city development strategies are even following the strategic vision of a Creative City.

Whatever the specific factual mission statement of urban development processes might be, it is most likely the case that in many European cities of all sizes strategy oriented urban development processes and planning documents are already existing. A recent study of the Federal Institute for Research on Building, Urban Affairs and Spatial Development (BBSR) (2017) shows that the principles of integrated urban development according to the Leipzig Charta of Urban Development from 2007 have had a lasting and enduring impact for urban development across Europe during the last decade.<sup>1</sup> As a result of the Leipzig Charta there has been a renaissance of strategy oriented urban development planning as well urban development management.

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<sup>1</sup> See: [https://www.bbsr.bund.de/BBSR/EN/Publications/SpecialPublication/2017/10-years-after-leipzig-charta-dl.pdf?\\_\\_blob=publicationFile&v=2](https://www.bbsr.bund.de/BBSR/EN/Publications/SpecialPublication/2017/10-years-after-leipzig-charta-dl.pdf?__blob=publicationFile&v=2) [last accessed 31<sup>st</sup> January 2020]

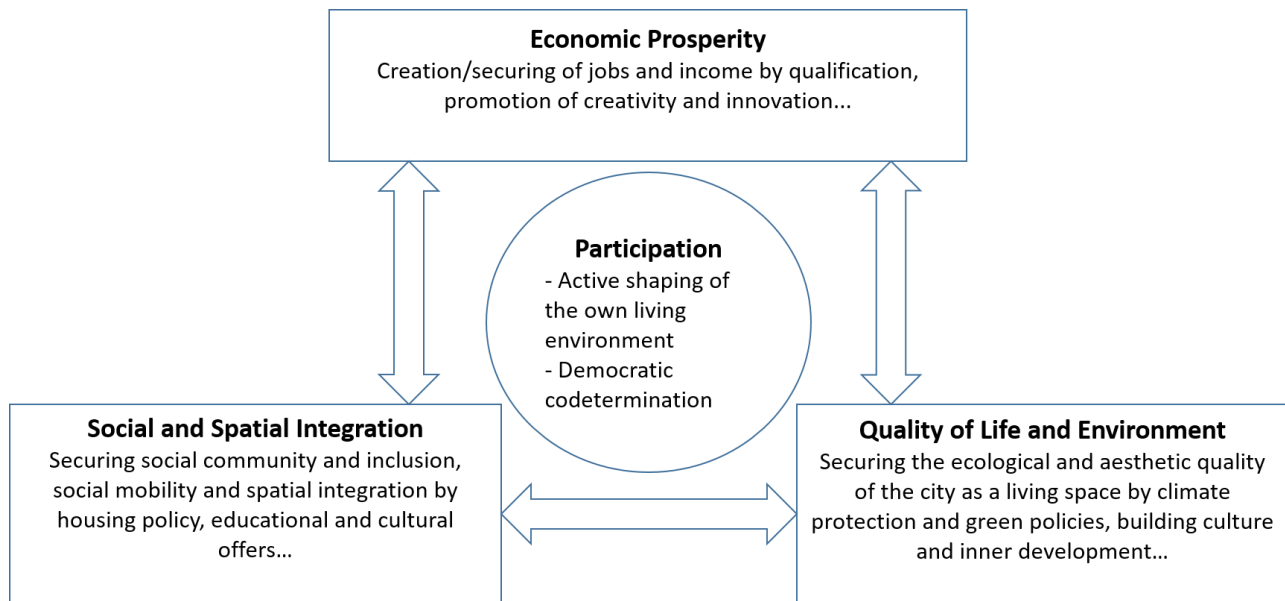


Illustration: Action framework for and dimensions of sustainable urban development<sup>2</sup>

According to the Leipzig Charta, Integrated Urban Development Planning (IUDP) has the following characteristics which distinguishes it from incremental urban development approaches progressing by single, rather unrelated projects as well as from earlier urban planning approaches with a rather governmental top-down attitude of traditional rational planning models.

- IUDP is committed to the political goal of public welfare and tries to define the public good at the local level.
- IUDP holds that the model of the spatially compact European city with zones of mixed urban functions that is socially and culturally inclusive is the best answer to the challenges cities face.
- IUDP is in search for a professionally responsible and politically accountable balance between social, cultural, economic, and ecological objectives - therefore they are called “integrated” (see illustration above).
- IUDP is oriented towards the goal of ensuring equal opportunities for all city quarters and for different groups of the urban society and to ensure a fair and equitable distribution to enable the reconciliation of interests which includes special attention to deprived neighbourhoods within the context of the city as a whole.
- IUDP search for the commitment from the government bodies at the highest level in order to up the chances of realisation.
- IUDP should draw on a wide range of expert knowledge, especially on the input of qualified specialist planning. The spectrum ranges from architecture, spatial or urban planning to landscape or environmental planning and geography to social sciences, political sciences, law, and economics.
- IUDP develops discursively, transparently and professionally mission statements, guidelines and action programmes.

<sup>2</sup> Adapted from Deutscher Städtetag (Ed.) (2013), Integrierte Stadtentwicklungsplanung und Stadtentwicklungsmanagement - Strategien und Instrumente nachhaltiger Stadtentwicklung. Positionspapier des Deutschen Städtetages, p. 10. Online publication: [http://www.staedtetag.de/imperia/md/content/dst/veroeffentlichungen/mat/mat\\_integrierte\\_stadtentwicklungsplanung\\_2\\_013\\_web.pdf](http://www.staedtetag.de/imperia/md/content/dst/veroeffentlichungen/mat/mat_integrierte_stadtentwicklungsplanung_2_013_web.pdf) [last accessed 31<sup>st</sup> January 2020]



- IUDP, as an informal strategy instrument, complements sovereign planning instruments and procedures and opens them up both for citizenry participation and for market-oriented private-public partnerships, thus coordinating and regulating the planning process by setting governance frameworks rather than by sovereign governmental decisions. (see illustration below)
- Beside specific local problems, IUDP often tackle the following cross-sectional responsibilities across departments: resilience, digitalisation, knowledge and innovation, inclusion, European and regional city networking and cooperation.
- Above those more general and cross-sectional tasks IUDP often emphasize the following functional aspects dependent on the local situation: enhancement of planning and building culture; development of the city as place of residence; support of the local economy; city center development and retail; climate protection; green infrastructure; efficient land utilization; concepts for public transport and mobility; technical infrastructure; education; care; culture, recreation, sport; health care; sustainability.
- The process of IUDP is oriented by values and guiding principles that in turn inform a strategy of small steps in flexible and open control circuits.
- IUDP emphasizes realization of strategies by a systematic connection between guidelines and concepts with resources and concise thematic action programmes. Thus, it also establishes an integrated urban development management that builds on the existing organisational resources within the municipalities and encourages inter-departmental cooperation as well as a participatory approach with open and transparent communication to the public right from the beginning backed by political support and legitimation.

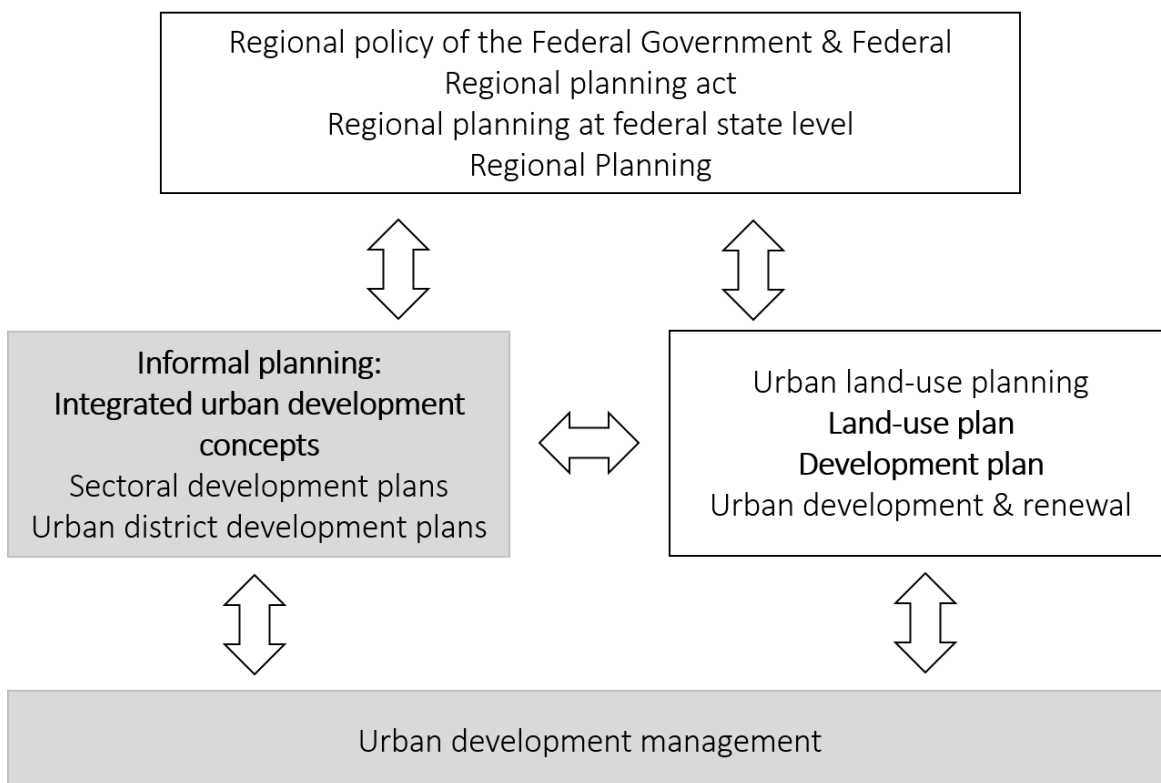


Illustration: Integrated Urban Development Planning and management in the context of the German system of sovereign spatial planning<sup>3</sup>

<sup>3</sup> Adapted from Deutscher Städtetag (Ed.) (2013), Integrierte Stadtentwicklungsplanung und Stadtentwicklungsmanagement - Strategien und Instrumente nachhaltiger Stadtentwicklung. Positionspapier des Deutschen Städtetages, p. 11. Online



The BBSR state-of-the-art study about the status quo of urban development, planning, strategy making, and management also shows how IUDP and its characteristics have been used and adapted to national urban planning frameworks across all EU member states. Furthermore, it not only proves that IUDP are widely applied and distributed across the European cities, but it also establishes the positive results of such practices. Hence the BBSR study recommends IUDP according to the Leipzig Charta as a best practice for every city in the EU.<sup>4</sup>

Against this background, the implications of the BBSR study for the partner cities in the Stimulart project are at least twofold:

First, all partner cities should investigate if there are any integrated urban development plans already existing and in effect, and if so, what the potential relation is between the existing IUDP and the Stimulart project.

Second, the stakeholder in the Stimulart project should make themselves familiar with the characteristics of the IUDP and apply them to the local strategy making process in Stimulart.

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publication:

[http://www.staedtetag.de/imperia/md/content/dst/veroeffentlichungen/mat/mat\\_integrierte\\_stadtentwicklungsplanung\\_2013\\_web.pdf](http://www.staedtetag.de/imperia/md/content/dst/veroeffentlichungen/mat/mat_integrierte_stadtentwicklungsplanung_2013_web.pdf) [last accessed 31<sup>st</sup> January 2020]

The report details how the Leipzig-Charta has been implemented in each of the EU member states. See for more details chapter 6 Integrated urban development in the national practice, pp. 20-68.

<sup>4</sup> The Leipzig Charta integrates the latest insights from the academic literature about urban development and planning practices. See for an overview Alexander Hamedinger, Oliver Frey, Jens S. Dangschat, Andrea Breitfuss (2009), *Strategieorientierte Planung im kooperativen Staat*. Springer.





## 2. Strategy building methodology for cultural-led development of small and medium sized cities in Stimulart

### 2.1 Information base

### 2.2 Strategic objectives for local CCI profile and vision

#### 2.2.1 Alignment with general city profile and vision

#### 2.2.2 Profile, vision & strategic objectives of the local CCI ecosystem

### 2.3 Operational Project Objectives: intervention fields, measures, indicators

### 2.4 Action Programmes

### 2.5 Lead Projects

### 2.6 Monitoring

### 2.7 Evaluation

### 2.8 Participation

### 2.9 Political sustainability and legitimation

In the previous chapter we could establish the two limiting contexts of the scope of strategy building within the Stimulart project. At the one hand the scope is limited by Stimulart's original project application, especially by the main project objective, the pre-defined outputs, work packages, activities, deliverables as well as the allocated budget and the pilot projects. At the other hand the scope is limited by the urban development agendas already in place in the cities with which Stimulart has to come to terms. However, the introduction has also argued for a flexible approach viewing the strategy building process as an iteration within an open and flexible control circuit that is charged with the tasks to work out a concrete strategic vision for the CCI-sector at local level and to connect this vision with concrete action plans to make the vision become reality step by step which may include a review of the pilot project described in the original application.

This chapter is dedicated to describe an entire control circuit in urban development planning that consists of the following seven distinctive steps as a template for the steps to follow in Stimulart when progressing to the deliverables D.T2.2.4: Preparation of draft CCI Strategies & Actions Plans for each location & D.T2.2.5: Finalizing CCI Strategies and APs for each PP city. The steps are as follows:

- 1.) Information base
- 2.) Profile, vision & strategic objectives for the local CCI ecosystem
- 3.) Operational project objectives: intervention fields, measures, indicators
- 4.) Action Programmes
- 5.) Lead Projects
- 6.) Monitoring
- 7.) Evaluation



Illustration: Strategic control circuit in urban development planning and management

The form of a circuit suggests that one can step into the whole process at any point. Indeed, in practice, there often exist already parts of the cycle, especially sub-goals or certain measures. Thus, the entry into the control cycle could start at different points. The decisive factor is then to progress from the entrance point consistently following the order of the next steps. However, the numeration of the steps suggests an exact starting point as well as a certain sequence of concrete procedural steps to follow in the process. The strategic steps together build a systematic approach, they are a technique that can be adhered to, it may even work as some kind of motor.

In what follows we will visit the necessary process steps in a linear order, shortly describe them, and relate them to the upcoming tasks in Stimulart

## 2.1. Information base

The information base contains quantitative and qualitative measures and indicators of the field of action an urban development strategy is trying to address, in our case the state of the art of the local CCI, the local culture, and the general local conditions for the further development of the CCI ecosystem. For the strategic control circuit the information base is both an input as well as an output. It serves as the base for the formulation of a city profile and vision that is backed by data but that can be changed and readjusted after the whole cycle has been completed. In Stimulart, this process phase is already ongoing with the GAP analysis and the CCI mapping.

When the Stimulart project will have been finished and when all processes of the strategic control circuit will have been completed, the project may conclude during the evaluation phase that different or additional measures and indicators are better suited for the next iteration in the strategic control cycle in order to readjust strategic visions and objectives and to better monitor project progress (or to provide a better basis for comparisons with different cities in order to learn and to identify best practice examples).



However, for the time being, the main decisions about which information to collect in the information base have already been made and can only be altered by additional efforts. Soon, the first run of this particular phase will be completed with the CCI mapping.

When the strategic control circuit of urban development planning will be reiterated with respect to the local CCI ecosystem at some point in the future, the Stimulart project will have been finished, and the partner cities are called to run the second iteration of the cycle independently by its own.






## 2.2. Strategic objectives for CCI city profile and vision

### 2.2.1. Alignment with general strategic objectives in the city profile and vision

It is very likely that the partner cities in the Stimulart project will already possess an Integrated Urban Development Strategy and thus a vision and city profile at city level. Since Stimulart's main project objective is concerned with major aspects of urban development, the particular local project objectives and strategy planning processes have to be aligned with and integrated in those already existing urban development planning processes and strategy documents in each partner city. Hence, the first task during this particular sub-phase is to investigate whether strategy documents exist and what their content is in terms of city profile, vision, and strategic objectives. The strategic objectives in Integrated Urban Development Plans are most likely directly connected to the vision of an "integrated" development, meaning that social, cultural, ecological, and economical objectives are emphasized equally, so that it becomes a challenge to bring potentially contradictory objectives into a balance.

All strategic objectives in IUDP are rather abstract cross-sectional tasks which have to be translated into more concrete objectives for particular fields of action and individual sectors of local government policies. In turn, more concrete objectives for different sectors find their superior reference points in the strategic framework of the city, such that their widely differing policy areas share a functional link with each other which may enhance synergy effects or make contradictory relations visible. In the same vein, the strategic objectives for the development of the local CCI ecosystem and for the development of a local system that effectively utilizes local cultural resources should be developed in close contact with and as a derivative of the IUDP at city level (see the illustration below).



Strategic Objective I in the IUDP	Strategic Objective II in the IUDP	Strategic Objective III in the IUDP	Strategic Objective IV in the IUDP	Strategic Objective ... in the IUDP
				
Derive from the Strategic Objective in the IUDP a strategic objective for Stimulart based on the potentials or relate a strategic objective from the Stimulart agenda based on the potentials to the strategic objectives in the IUDP at city level	Derive from the Strategic Objective in the IUDP a strategic objective for Stimulart based on the potentials or relate a strategic objective from the Stimulart agenda based on the potentials to the strategic objectives in the IUDP at city level	Derive from the Strategic Objective in the IUDP a strategic objective for Stimulart based on the potentials or relate a strategic objective from the Stimulart agenda based on the potentials to the strategic objectives in the IUDP at city level	Derive from the Strategic Objective in the IUDP a strategic objective for Stimulart based on the potentials or relate a strategic objective from the Stimulart agenda based on the potentials to the strategic objectives in the IUDP at city level	Derive from the Strategic Objective in the IUDP a strategic objective for Stimulart based on the potentials or relate a strategic objective from the Stimulart agenda based on the potentials to the strategic objectives in the IUDP at city level

The two main project objectives in Stimulart - to enhance the ecosystem for an endogenous development of the local CCI as well as to develop a local system that effectively utilizes local cultural resources - are rather abstract and overarching objectives spanning widely differing policy fields. To concretize and to realize those objectives requires a cross-sectional cooperative effort and involves not only different stakeholders but also many different departments within the city administration. It is of utmost importance to involve the department for economic development, the department for culture, and the department for city development in the process. When private actors have been involved in the formulation of an IUDP it is very advisable to involve those actors like an association for city marketing or similar actors, too.

When the strategic development objectives for the local CCI ecosystem are well integrated with the overall IUDP they will describe overarching objectives for the development of the CCI ecosystem in the city as common tasks for all stakeholders in the city including different departments of the municipality. They won't only concern narrow sectoral policies. Rather their implementation is an original task for all departments in the municipality involved and requires intensive cross-departmental cooperation and coordination.

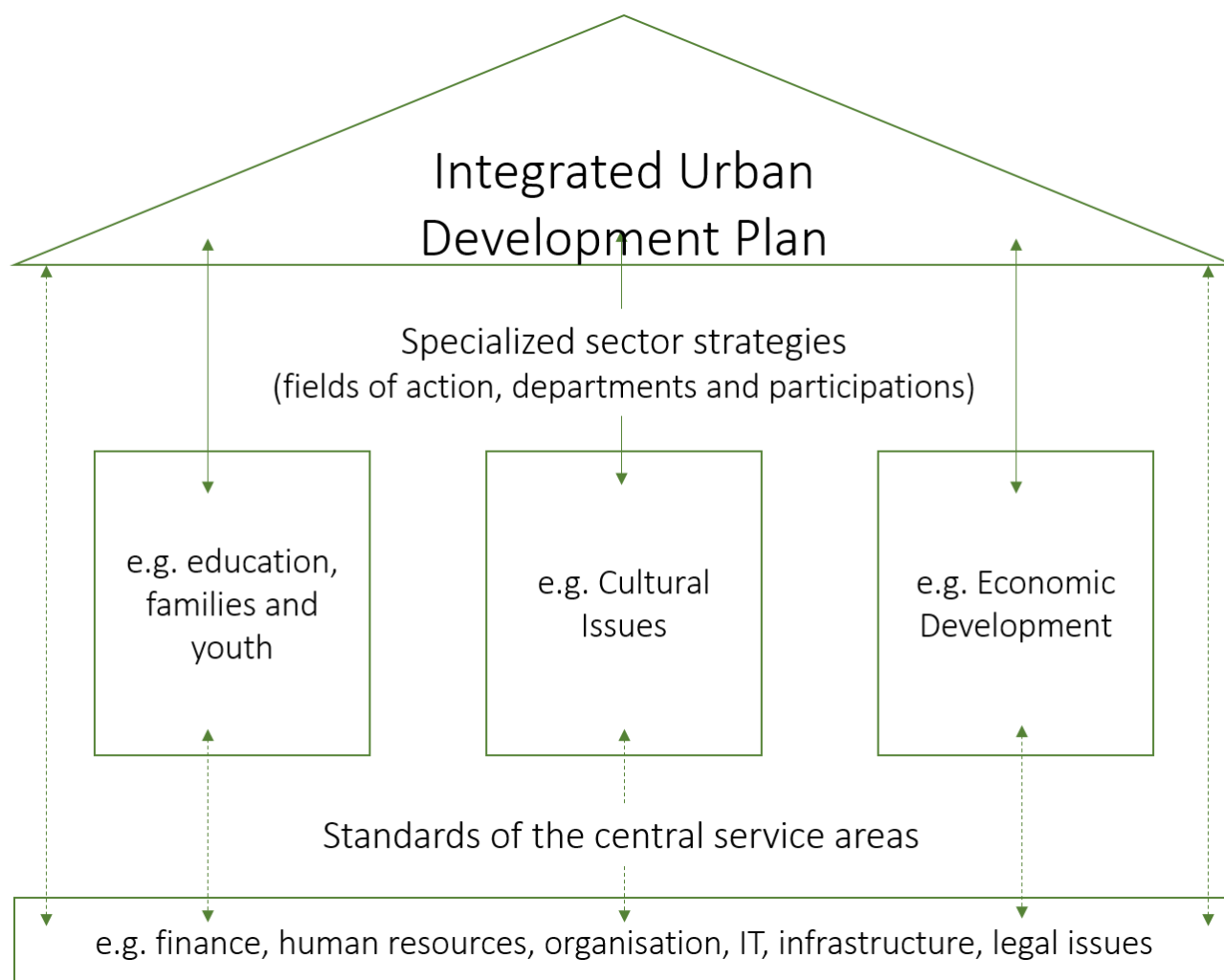


Illustration: Relationship between Integrated Urban Development Plans at city level, sectoral strategies and municipality departments in strategic management of cities

### 2.2.2. Profile, vision & strategic objectives of the local CCI ecosystem

The strategic development objectives for the local CCI ecosystem and the utilization of the local cultural resources as a whole serve to achieve a balanced diversity in the economic, cultural, and population structure as a basis of a sustainable local community. They should be derived from the general strategic development objectives of the city as described in IUDP documents. Their goal is to visualize a positive future that harmonizes, coordinates and raises collective expectation, encourages imagination, and sets free creativity, emotions and energy for collective action.

However, strategic objectives for the local CCI ecosystem and the utilization of the local cultural resources should not just resemble a phantasy but be firmly rooted in the information base thus being firmly connected to ongoing real processes, profound knowledge, and realistic potentials. While the potentials identified in the GAP analysis should serve as the informational base for the formulation of the strategic sector objectives the results of the CCI mapping should be used for both to verify the potentials from the GAP analysis and to provide data, measures, and indicators to be used in the entire strategic control circuit.

When formulating a vision, city profile, and strategic objectives, the stakeholders in this process should be aware of the available resources for local action as well as the institutional and legal limits to local action.

The Stimulart project is dealing with smart specialisation and site specific strategies for sectoral CCI development at city level tailored to the specific circumstances and national frameworks of the partner cities. The GAP analyses have revealed that the partner cities represent a very broad diversity of starting



points and conditions. Hence, this document cannot suggest strategic objectives that fit all but just lay down a general methodology for the strategy building process. However, the GAP analyses could already point to some potentials in every partner city that can be turned into and formulated as strategic objectives and that can serve as examples here. The following list contains examples of untapped potentials in the partner cities which are clustered according to the criteria in which area they occur.

#### Potentials of an urban sectoral CCI development strategy in mid-sized cities for the general economy

- Diversifying the economic structure of the city economy and becoming more independent from the industrial sector and, thus, from exports by introducing more high-value added jobs in the service industries
- Developing the economic structure of the city economy as such by encouraging the establishment of firms in the industrial sector as a basis for income, jobs, and wealth creation which in turn can serve as the basis for a local market in services of the CCI
- Stimulating cross-sectoral innovation and cooperation
- Stimulating the innovativeness of firms in the industrial and the agricultural economic sectors
- Stimulating spill over effects of CCI activities into the traditional economic sectors
- Stimulating the better utilization of cultural resources particularly by the tourism market
- Establishing a higher creativity and turnout of start-ups in the whole local economy, creating a local start-up culture especially with regard to digitalization

#### Potentials of an urban sectoral CCI development strategy in mid-sized cities for the CCI sector

- Enhancing the conditions to establish CCI firms in the city
- Creating favourable business conditions in the city that motivate external CCI firms to relocate to the city
- Enhancing the visibility of the CCI actors
- Enhancing the clustering of the CCI actors
- Stimulating the innovativeness of firms in the CCI, encouraging their specialisation, and raising aspiration level towards regional, national, and international markets
- Stimulating the better utilization of cultural resources particularly by the local CCI actors

#### Potentials of an urban sectoral CCI development strategy in mid-sized cities for the city in general

- Focus on the renovation of cultural resources in the built environment and on smart utilization concepts for publicly owned spaces as a measure of inner city development
- Enhance the conditions for the flourishing of creativity for all citizens of all generations
- Enhance the living conditions for the young generation
- Strengthen the city identity and the sense of belonging particularly in the young age group in order to motivate young adults to stay and settle or to come back after graduation
- Strengthen the city image and the visibility of the city externally

#### Potentials of an urban sectoral CCI development strategy in mid-sized cities for the enabling conditions

- Modernize administrative mindsets and procedures
- Enable the administration for cross-sectoral cooperation and coordination as well as for inter-communal cooperation in the region



- Building up capabilities in the municipality to initiate and implement participatory procedures
- ...

This list of examples is by far not exhaustive relative to the GAP analyses of the partner cities, nor is it exhaustive relative to the main project objectives in Stimulart. Also, not every potential can be found in every partner city. The list is supposed to stimulate thinking about potential strategic objectives that are realistic, sensitive to general strategic city development objectives as well as to the specific local conditions, and responsive to the specific requirements the CCI and local cultural resources pose. The potentials differ in its level of concreteness as well as in its level of directness of its impact (indirect/more direct).

As a result of this phase, the partner cities should have defined their policy priorities in the different areas of activity for the development of both the conditions of the local CCI ecosystems and the system for the utilization of the local cultural resources.

### 2.3. Operational project objectives: intervention fields, measures, indicators

Visions, city profiles and strategic objectives are too general and too abstract to guide decision making and political actions in everyday life, even on the level of a sectoral strategy for CCI. Too often they are nothing more than mere political declaration of intent the realization of which cannot be controlled properly. They have to be further translated and broken down into *concrete measures in clearly defined intervention fields* that can better be operationalized by action plans and *measured and controlled by data and indicators* and that lend themselves not easily to misunderstandings and misinterpretations.

Therefore, once, the strategic objectives for the sectoral development strategy are set in the vision, the task is to define narrower projects for each strategic objective and to prioritize them. In order to define narrower projects,

- determine intervention fields for each strategic objective
- determine concrete measures in each of the intervention fields
- determine data and/or indicators that not only try to capture just outputs of those measures but foremost its impact on the strategic objective

For example, when one of the strategic objectives in the CCI vision for the city is to enhance the clustering of the CCI actors, one can come to the conclusions accordingly:

- to define several intervention fields like a) strengthening the self-organisation capacity of the CCI stakeholder, b) strengthening the internal networking capacity of the CCI sector, c) strengthening the external networking capacity of the CCI sector, d) enhancing the conditions for clustering in the enabling environment, e) ...,
- to determine suitable measures for each intervention field, like founding an association for strengthening the self-organisation and networking among the CCI stakeholders or like establishing in the municipality a formal positions of a cluster manager officially charged with the task of enhancing the clustering of the CCI stakeholder, ...
- to not only find suitable output indicators like the establishment of an association and the instalment of a cluster manager, but to identify or create indicators that with the help of which you can assess the impact of the measures on the strategic objectives. Does the local CCI association support the quantity and quality of networking activities? Does the cluster manager's activities result in better conditions for the CCI ecosystem?

The pilot projects in the partner cities' project applications belong to this level of concrete measures in specific intervention field that operationalize rather strategic objectives. Therefore, one task during this phase is to match the pilot project with the corresponding strategic objective. Another task is to reconsider if the pilot project from the project application is a good concretization and operationalization of this





strategic objective or if there are operationalizations available that can be considered better concretization of the strategic objectives in terms of their outcome.

It is important to formulate for every strategic objective more concrete and operational measures in specific intervention fields that can serve as objects for lead/pilot projects.

The next sub-step during this phase is to prioritize the operational measures in specific intervention fields according to their urgency and the resources at hand.

The last sub-step during this phase is to decide which data, measures and indicators to use in order to be able to control the outcomes of the operational measures in specific intervention fields in an impact-oriented manner and to be able to check whether the objectives of the CCI sectoral strategy set in step 2 have been achieved in the end. The reason for this is to avoid, as far as possible, that the strategic objectives remain mere political declarations of intent, and to make the actual achievement of the operational measures controllable. The necessary data and indicators may already exist in the information base (Step 1). When they don't exist yet, they have to be developed.

## 2.4. Action programmes

During the action programme phase in the strategic control circuit for urban development planning the operational measures in specific intervention fields chosen during the previous phase will be complemented by concrete implementation strategies that lay out how to realize them. This step includes not only the planning and description of the implementing actions to be taken but also the determination of time, duration, responsibilities, participants, roles of each participant, division of tasks between public and private participants, the definition of participatory procedures to be followed, necessary resources and preconditions, expected resistance etc. This step is comparable to classical methods in project management and can use common tools for project management. Action programmes should be created for those operational measures first which have been given a high priority in the previous step.

## 2.5. Lead/pilot projects

In Urban Development there is often an abundance of operational measures in each specific intervention field but a lack of resources to pursue and to implement them all at the same time. The same will be true for the Stimulart project: after having properly followed all steps in the strategic control circuit so far, there will exist several objectives of the city's sectoral strategy for CCI and even more intervention fields and operational measures with accompanying action programmes which exceed the resources at hand by far. Therefore, each partner city in the project has to prioritize its operational measures and identify lead or pilot projects that concretize strategic objectives and symbolize the vision for the city as well as a willingness and ability to act.

On the basis of the differentiated strategic planning described below, the implementation of the lead project(s) should follow the details of best practices in project management. For each operational objective an operational control circuit comparable to project management methods should be developed that contains some of the sub-steps of the strategic control circuit but is limited in scope to just the one project at hand. The most important steps are

- actualization of the definition of the objective for the concrete project at hand,
- actualization of the action programmes,
- the project implementation
- and the monitoring and evaluation of the project according to data, measures and indicators.

For example, when the foundation of an association for the local CCI actors has been chosen to become an operational measure in the intervention field of strengthening the self-organisation capacity of the CCI stakeholder, then the establishment of such an association should follow the procedures of strategic project management. However, in the strategic control circuit for urban development at city level the phases of





monitoring and evaluation of the lead projects are reserved for latter steps to whose introduction we are turning now.

## 2.6. Monitoring

Not only operational measures in clearly defined intervention fields but also data and indicators help to translate abstract and general objectives at the level of a political programme into concrete, tangible, and actionable projects whose outcome can be measured and controlled. With the help of a monitoring system we make the actual achievement of strategies controllable and prevent that strategic objectives remain at the status of mere declarations of intent. Beside this, the monitoring system is supposed to enable transparency for all stakeholders.

The question we have to answer during this phase is twofold. At the one hand we have to ask how we can measure and monitor if the city's strategy for the CCI sector is effective in terms of strategic indicators. At the other hand we have to ask how we can measure and monitor if the lead/pilot projects could deliver the desired outcome. In the control cycle of strategic management, we should find indicators and metrics that underpin operationalized measures in specific intervention fields and show which outcome is meant exactly. The main goal of this step is to become able to check whether the strategic objectives have been achieved.

When defining measures or indicators one should keep in mind that they should help to

- make development objectives for the city's CCI sector concrete,
- check the achievement of strategic objectives over time,
- formulate target values for the CCI sector at the municipal level,
- build a basis for a qualified comparison between cities.

Strategic indicators may relate not only to the direct impact of a sectoral strategy for CCI like for example the number of firms in the field but also to the indirect impact of such a strategy like the attractiveness of the city measured in visitors.

In principle, quantifiable variables and qualitative statements can be useful indicators. Oftentimes it can make sense to develop qualitative and quantitative indicators in specific intervention fields. Qualitative statements are usually obtained by surveys. For example, when one city establishes an association for CCI stakeholders as a means to enhance the networking between CCI actors, the number of members in relation to the total numbers of CCI actors in a city could be a useful metric. But at the same time this quantitative measure could be complemented by direct questions about how satisfied members are with the networking opportunities provided by the association etc.

It may well be the case that useful measures and indicators for monitoring the outcomes of the city's CCI sector strategy are readily available in the CCI mapping database. However, it might as well be the case that you have to define new measures and indicators suitable for your strategy or specific lead/pilot projects.

## 2.7. Evaluation

Finally, the outcomes of the lead/pilot projects should be evaluated on the basis of the measured indicators in the context of the objectives of the city's sectoral CCI strategy that is aligned with the city's Integrated Urban Development Plan, i.e. the examination of the effectiveness, of the >outcome<. It is this particular point in the strategic management circuit where it will become clear whether the holistic project of the impact-oriented strategic urban development planning and management has been successful. Part of the evaluation is the reflection about the implementation of the project according to the steps of the strategic control circuit, in particular

- the readjustment of the information base with regard to missing data, more suitable data and indicators,



- the review if the vision, city profile, and strategic objectives are still up-to-date and legitimate and if the integration between the IUDP and the sectoral strategy for CCI is still valid,
- to check if the concrete measures in specific intervention fields are still up-to-date and legitimate or if new intervention fields and corresponding measures have to be derived from the strategic objectives aligned with the IUDP (because a new best practice has become known, for example),
- to rethink action programmes at the level of the implementation of lead projects if needed,
- to determine new lead projects also in terms of its prioritization,
- to review data and indicators and control procedures.

The form of a cycle of the strategic control circuit of urban development planning and management suggests not only that there is no exact starting point. More important is the implication that there is no end to the process. Indeed, strategic urban development planning and management is an indefinite task with an yet unspecified number of re-iterations of the control circuit.

Just carry on and reiterate even when the Stimulart project might have already finished.

## 2.8. Participation

Revisiting the illustration of the strategic control circuit in urban development planning we can see that we could determine all steps of the procedure. However, the circle in the middle which contains all the actor groups that should become a part of the strategy building process during every step has not been mentioned yet. The breadth of potential participants suggests a very open, participatory and cross-departmental approach. Participation of citizens and stakeholders in all phases of the strategic urban development planning and management process is an essential component for the success. Across the world, a modernized approach to city making has recognized that the challenges of future urban development can only be met by the interaction and close cooperation of politics, citizens, business, independent sponsors and administration which includes the development of new forms of cooperation.

Again, Stimulart's original project application has already provided for an approach that is rooted in a broad based participation insofar as it has emphasized the identification of local CCI actors, their mobilization in local stakeholder groups and their incorporation in the project steering by building thematic expert groups. It is essential for the project success to constantly pay attention to the participatory side of the project and to vitalize engagement by the stakeholders.

Participation has many aspects all of which have to be attended to in order to make the project a success:

- Any strategy for urban development will affect the economic, political and every-day interests of many citizens and of a wide array of private, public, political and third sector organisations which have the power and resources to either support or to object to the strategic objectives and its different measures in specific intervention fields. A well executed participatory procedure will help to involve stakeholders in the procedure and to provide the strategy for CCI sectoral development with political legitimacy in public.
- The CCI stakeholders are experts in CCI, therefore, they provide a very valuable input and endogenous resource for the project.
- To address the CCI stakeholders from all heterogeneous sub-markets as a homogenous group helps to make them aware of their shared identity.
- The participants act as an advocacy lobby group for Stimulart's strategic objectives and concrete projects and look out for alliances with actors beyond the narrow CCI definition, thus, anchoring the project objectives in a wider city making agenda making them more sustainable.
- Participatory procedures create a bond between the city and its citizens which is in itself a valuable resource for future development.



- Participation brings politicians, citizens and administration into direct interaction with each other and thus contributes to the emergence of the civic community using new forms of cooperation. The mutual appreciation and regular communication creates trust and informal network relationships between the participants.

However, to introduce participatory procedures in a field of activity that has been reserved for sovereign political action by public organization hitherto has its preconditions. It is part of broad reform process in which the mindset of municipalities and their self-understanding are changing. The municipality representing the state is not seeing itself primarily as a provider of services, but as a guarantor that the community as a whole, including the citizens, can provide the necessary services. Thus, the empowerment of its citizenry becomes an additional task. In participatory processes, the municipality as a public authority should see their role as one of control through objectives and procedures, not necessarily as a public service provider. Its role is to support the clarity of task definition, to guarantee binding procedures and a supportive framework. Since participation also means the simultaneous cooperation between politics, citizens, and administration, and since city making is a cross-sectoral task, another precondition is the ability of the administration for working across boundaries in interdisciplinary teams and to orchestrate them.

However, participation is just one side of the coin when it comes to preconditions for the success and sustainability of strategic urban development planning and management processes, the other side consists in the commitments of and the support by key politicians.

## 2.9. Political sustainability and legitimation

The Stimulart project already has the commitment and support of all of the partner cities' mayors as well as city councils. However, support and commitment of the political leadership and the heads of relevant municipal departments for the strategic project objectives have to be secured and actualized on an ongoing basis far beyond a mere one-time declaration of intent. The political and administrative leaders should also become involved in the strategy making processes in the project on a regular basis, both as participating citizens and as democratically elected incumbents, conferring political support and further democratic legitimation to the process.

The interplay between political leaders and heads of administration in supporting the Stimulart's strategic objectives and measures in intervention fields is decisive: While the support of the mayor may help to compensate for discontinuities in acting persons in administrative personnel, the support of the heads of administration may help to overcome discontinuities in political leadership figures brought about by political elections.

In every partner city, the Stimulart project takes on a certain formal position in the municipality's administrative structure, for example, it is located in the department for culture reporting to its head. It is decisive for the project's enduring and sustainable impact that the representatives of the department responsible for Stimulart and especially its head guarantee the binding nature of the results of Stimulart's participatory strategy building process. Every step in the strategic control circuit for urban development planning and management should be protected by clear decisions of the competent bodies, and every result of it should be implemented with the sound support of the responsible department. The responsible department has also a catalyst role to play: Not only that it should make sure that all formal requirements in project administrations are met, rather it should make sure that all procedures to involve other departments for cooperation and input necessary for the success of the interdisciplinary tasks in Stimulart are initiated and observed. Participation also means the participation of the municipality and its departments.



## 3. Template and guidance for strategy building process

3.1 Establish an inter-disciplinary, inter-departmental and participatory project group

3.2 Information base

3.3 Strategic objectives for CCI city profile and vision

3.4 Operational project objectives: intervention fields, measures, indicators

3.5 Action programmes

3.6 Lead/pilot projects

3.7 Monitoring

3.8 Evaluation

The following template is supposed to provide you with guidance on how to carry through the strategic control circuit of urban development planning and management in your city in order to create a strategy for a site-specific cultural-led development. This strategy concerns the development of both the local CCI ecosystem and the local conditions for the utilization of the local cultural resources. The template is based on the explanations above and tries to break them down into a more actionable and instructive format. Please, note, that the numeration of the subtitles in this chapter differs slightly from chapter 2.

### 3.1. Establish an inter-disciplinary, inter-departmental and participatory project group

It is crucial for the success if the process to cooperate with

- the Urban Development Department of your city
- the Economic Development Department
- the Cultural department.
- Establish an inter-departmental, inter-disciplinary and participatory project group for the strategy building process consisting of
  - CCI stakeholders
  - Representatives from the Urban Development Department
  - Representatives from the Economic Development Department
  - Representatives from the Culture Department
  - Possible cluster managers for CCI
  - Possible managers for city management and city marketing
  - Possible representatives of Chambers of Commerce or CCI related Chambers
  - Elected politicians from city parliament and the city government
  - Possible related partners in the wider region
- Assign an external expert for sectoral development strategies and project management for the overall coordination of the strategy building process who should have the following profile
  - Expertise and experience in moderating participatory urban development processes with inter-departmental and inter-disciplinary project groups
  - Expertise and experience in CCI sectoral development for cities and/or Creative City development
  - Strong moderating skills for interactive workshops

### 3.2. Information base

The main task and challenge for the strategy building phase and for the strategy document in every partner city is to combine the GAP analysis with the CCI mapping under a strategic perspective (see next step)








- Screen the GAP analysis for untapped potentials, order them according to intervention and policy fields, and prioritize them
- Use the data basis in the CCI mapping to verify the untapped potentials and to identify items that could serve as indicator for particular development objectives
- Be open for undetected potentials. Use the data basis in the CCI mapping to identify further potentials that may have escaped the GAP-analysis' attention

### 3.3. Strategic objectives for local CCI profile and vision

The result of this phase is the determination of policy priorities in the different areas of activity for the development of both the conditions of the local CCI ecosystems and the system for the utilization of the local cultural resources that are aligned with the general strategic objectives of the city profile and vision.

The participatory, inter-disciplinary and inter-departmental project group is taking charge of the whole strategy control circuit of urban development planning and management from this point onwards.

- Investigate whether strategy documents for Integrated Urban Development exist and what their content is in terms of city profile, vision, and strategic objectives.
- All participants in this project group should make themselves familiar with the characteristics of the IUDP and apply them to the local strategy making process in Stimulart.
- Clarify what the potential relation is between the existing IUDP and the Stimulart project.
- Derive from the strategic objectives in your city's IUDP corresponding strategic objectives for Stimulart that are based on the potentials found in the GAP analysis or that relate a strategic objective from the Stimulart agenda that is based on the potentials found in the GAP analysis to the city's strategic objectives in the IUDP

Strategic Objective I in the IUDP	Strategic Objective II in the IUDP	Strategic Objective III in the IUDP	Strategic Objective IV in the IUDP	Strategic Objective ... in the IUDP
				
Derive from the Strategic Objective in the IUDP a strategic objective for Stimulart based on the potentials or relate a strategic objective from the Stimulart agenda based on the potentials to the strategic objectives in the IUDP at city level	Derive from the Strategic Objective in the IUDP a strategic objective for Stimulart based on the potentials or relate a strategic objective from the Stimulart agenda based on the potentials to the strategic objectives in the IUDP at city level	Derive from the Strategic Objective in the IUDP a strategic objective for Stimulart based on the potentials or relate a strategic objective from the Stimulart agenda based on the potentials to the strategic objectives in the IUDP at city level	Derive from the Strategic Objective in the IUDP a strategic objective for Stimulart based on the potentials or relate a strategic objective from the Stimulart agenda based on the potentials to the strategic objectives in the IUDP at city level	Derive from the Strategic Objective in the IUDP a strategic objective for Stimulart based on the potentials or relate a strategic objective from the Stimulart agenda based on the potentials to the strategic objectives in the IUDP at city level



- Involve CCI stakeholders, the department for economic development, the department for culture, and the department for city development, and private actors like associations for city marketing in the process!
- Root strategic objectives for CCI in the information base to connect to ongoing real processes, profound knowledge, and realistic potentials (see step information base)

### 3.4. Operational project objectives: Intervention fields, measures, indicators

During this phase of the strategic control circuit in urban development planning the objectives of the sectoral CCI strategy will be made more concrete by defining and prioritizing narrower projects for each strategic objective. Operationalized project descriptions contain measures in clearly defined intervention fields, indicators, as well as action plans.

- Match the local pilot project according to the Stimulart application with the corresponding strategic objective
- Review if the pilot project from the project application is a good concretization and operationalization of this strategic objective or if there are operationalizations available that can be considered better concretization of the strategic objectives in terms of their outcome.
- Determine intervention fields for each strategic objective
- Determine concrete measures in each of the intervention fields
- Determine data and/or indicators that not only measure outputs of those measures but foremost its impact on the strategic objective

Particular Strategic Objective at the level of the City's Integrated Urban Development Plan 1 - x					
Corresponding Strategic Objective at the level of the City's Development Plan for the CCI sector 1 - x					
Intervention Field 1		Intervention Field 2	Intervention Field 3		
Measure 1.1.	Measure 1.2	Measure 2	Measure 3.1	Measure 3.2	Measure 3.x
Indicator(s) for outcome	Indicator(s) for outcome	Indicator(s) for outcome	Indicator(s) for outcome	Indicator(s) for outcome	Indicator(s) for outcome

The table above is supposed to provide guidance during the process.

- Use the table above as an auxiliary device, adapt it to your concrete case, use as many tables as you have determined strategic objectives at the level of your city's development plan for the CCI sector, adapt the number of the intervention fields and the measures in those fields you have come up with during the strategy building process, and fill out all cells.

### 3.5. Action programmes

During the action programme phase in the strategic control circuit for urban development planning and management the operational measures in specific intervention fields chosen during the previous phase will be complemented by concrete implementation strategies that lay out how to realize them.





This step is comparable to classical methods in project management, common tools for project management can be easily used.

- Plan and describe the implementing actions
- Determine duration, milestones, deadlines in the time dimension
- Determine responsibilities, participants, roles of each participant, division of tasks between public and private participants
- Define participatory procedures to be followed
- Define necessary resources and preconditions
- Reflect about expected resistance and how to overcome it as a challenge

### 3.6. Lead/pilot projects<sup>5</sup>

During this phase, the partner cities are supposed to select lead/pilot projects among the pool of operational measures in several intervention fields which are meant to be realized during the Stimulart project and beyond according to each city's sectoral strategy for CCI and its objectives. Keep in mind that lead/pilot projects should be selected according to the criteria that they can symbolize the vision for the city's CCI ecosystem as well as a willingness and ability to act.

When implementing the lead/pilot project(s), follow the details of best practices in project management and develop a control circuit for each specific operational project:

- actualize the objective for the concrete project at hand,
- actualize the action programme for each project,
- implement the project,
- monitor and evaluate the project according to data and indicators.

### 3.7. Monitoring

The main goal of this step in the strategic control circuit of urban development planning and management is to become able to check whether the strategic objectives at the level of the city's strategy for the sectoral development of CCI could be achieved by defining measurable indicators that should help to

- make development objectives for the city's CCI sector concrete,
- check the achievement of strategic objectives over time,
- formulate target values for the CCI sector at the municipal level,
- build a basis for a qualified comparison between cities.
- Develop such indicators for strategic objectives in specific intervention fields related to concrete measures and list them in the table above (see 3.4).
- Make yourself aware of the fact whether the indicators represent a direct or rather an indirect impact of a sectoral strategy for CCI.
- Use quantifiable variables or qualitative statements or both where necessary.
- If necessary, define new measures and indicators suitable for your strategy or specific lead/pilot projects.

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<sup>5</sup> Please, note that the term used in the Stimulart application is "pilot project" referring to a very first project while the term used in the strategic control circuits for urban development planning and management is "lead project" referring to projects (plural) that are prioritized and selected among a number of other potential projects.



### 3.8. Evaluation

The final step in the strategic control circuit of urban development planning and management aims at the evaluation of the outcomes of the lead/pilot projects on the basis of the measured indicators in the context of the objectives of the city's sectoral CCI strategy that is aligned with the city's Integrated Urban Development Plan. During this phase, you should not only assess the overall project success as such but also reflect about the implementation of the project according to the steps of the strategic control circuit, in particular

- the readjustment of the information base with regard to missing data, more suitable data and indicators,
- the review if the vision, city profile, and strategic objectives are still up-to-date and legitimate and if the integration between the IUDP and the sectoral strategy for CCI is still valid,
- to check if the concrete measures in specific intervention fields are still up-to-date and legitimate or if new intervention fields and corresponding measures have to be derived from the strategic objectives aligned with the IUDP (because a new best practice has become known, for example),
- to rethink action programmes at the level of the implementation of lead projects if needed, or to create action programmes for new lead projects,
- to determine new lead projects also in terms of its priority,
- to review data and indicators and control procedures.





## 4. Conclusions

In a sense, the Stimulart project sets explicitly and implicitly the vision of a Creative City on the agenda for future city development in the partner cities. While the Stimulart project is explicitly rather narrowly described as a CCI sectoral urban development strategy, its more implicit undercurrents concern the development of a “soft” city infrastructure to make creative use of local cultural resources which cannot be confined to an economic sector but must be extended to public cultural organisations, cultural associations, and finally to all citizens and even the municipality envisioned as a “creative bureaucracy”. Probably, the partner cities have themselves selected for the Stimulart project because they found the promise of creativity attractive: They realize the challenges and opportunities of the changing global economic structure with the IT driven economy, an ever increasing focus on innovation and creating wealth through ideas, and shifting sources of competitiveness beyond merely low cost and high productivity which the cities have now to learn and to acquire. They realize that creativity is not the magical solution to those new problems, but that it creates the necessary pre-conditions for coming up with new opportunities in thinking and acting that build the playground for finding solutions to those new problems.

Stimulart’s partner cities have the chance to make first direct experiences with developing better conditions for the nurturing of creativity within their community. Beside a successful project, broad based participation, the enduring support of the project’s strategic objectives and specific projects beyond Stimulart’s duration by the political leaders and the municipalities’ administration, and the integration of the project’s strategic objectives in the Integrated Urban Development Planning and Management procedures and documents make up for the necessary building stones for a sustainable impact of Stimulart.

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