

Hannover; a German case study

August 2017

COST ACTION TU1203

Contents

Foreword	ii
What is COST?	ii
About COST TU1203	iii
Executive summary	V

Report of the German Case Study	1
Acknowledgements	2
Introduction	
Case study focus & scope	3
Case study methodology	4
1. Context: Key contextual factors relevant to case study	5
Key drivers	5
Key enablers	6
Key stakeholders in delivering crime prevention	8
2. Timeline	
Summary of key actions & events	.10
3. Outcome of Security Partnership in Urban Planning and Design	11
in Lower Saxony	
Project 1: Gilde Carré in Hannover	.11

Project 2: Herrenhäuser Forum Market in Hannover	. 22
Project 3: Eichenpark in Langenhagen	31
4. Conclusion and recommendations	40
Appendix 1: Reference materials and key contacts	43
Appendix 2: Table of figures	44

Foreword

What is COST?

COST – European Cooperation in Science and Technology - is an intergovernmental framework aimed at facilitating the collaboration and networking of scientists and researchers at European level. It was established in 1971 by 19 member countries and currently includes 35 member countries across Europe, and Israel as a cooperating state. COST funds pan-European, bottom-up networks of scientists and researchers across all science and technology fields. These networks, called 'COST Actions', promote international coordination of national-funded research. By fostering the networking of researchers at an international level, COST enables break-through scientific developments leading to new concepts and products, thereby contributing to strengthening Europe' s research and innovation capacities. COST' s mission focuses in particular on: building capacity by connecting high quality scientific communities throughout Europe and worldwide; Providing networking opportunities for early career investigators; Increasing the impact of research on policy makers, regulatory bodies and national decision makers as well as the private sector. Through its inclusiveness, COST supports the integration of research communities, leverages national research investments and addresses issues of global relevance. Every year thousands of European scientists benefit from being involved in COST Actions, allowing the pooling of national research funding to achieve common goals. As a precursor of advanced multidisciplinary research, COST anticipates and complements the activities of EU Framework Programs, constituting a "bridge" towards the scientific communities of emerging countries.

In particular, COST Actions are also open to participation by non-European scientists coming from neighbor countries (for example Albania, Algeria, Armenia, Azerbaijan, Belarus, Egypt, Georgia, Jordan, Lebanon, Libya, Moldova, Montenegro, Morocco, the Palestinian Authority, Russia, Syria, Tunisia and Ukraine) and from a number of

iv

international partner countries. COST's budget for networking activities has traditionally been provided by successive EU RTD Framework Programs. COST is currently executed by the European Science Foundation (ESF) through the COST Office on a mandate by the European Commission, and the framework is governed by a Committee of Senior Officials (CSO) representing all its 35 member countries. More information about COST is available at www.cost.eu

About COST TU1203

COST action TU1203: Crime Prevention through Urban Design and Planning (CP-UDP)

The focus of COST Action TU1203 is Crime Prevention through Urban Design and Planning (CP-UDP). The Action was chaired by Professor Clara Cardia of the Polytechnic University of Milan, Italy. Clara Cardia completely unexpectedly died April 30th 2015. From then on Dr. Umberto Nicolini of LABQUS Milan chaired the COST action.

The Action comprises country representatives from European countries and some partnership countries. The countries presently involved are: Austria, Belgium, Bulgaria, Czech Republic, Denmark, Finland, France, FYR of Macedonia, Germany, Greece, Hungary, Ireland, Israel, Italy, Lithuania, Netherlands, Poland, Portugal, Romania, Serbia, Slovenia, Spain, Sweden, Switzerland and the United Kingdom. Its objective is to make a substantial advancement towards the goal of building "safe cities". Studies have proved that there is a correlation between the structure and organization of urban space and crime: new criminological theory supports this point of view. The Justice and Home Affairs Council of the EU has underlined that crime prevention through design and planning is a successful and effective strategy for crime prevention and needs to be supported. Despite this, new projects are being implemented all over Europe without considering safety criteria, creating urban areas where crime and fear of crime make life difficult. The Action develops new knowledge and innovative approaches putting together theoretical thinking and practical experience. Thus the scientific program forecasts to work simultaneously on one

V

hand on the innovative approaches deriving from research and experts, on the other hand on the know-how acquired through best practical experience. It brings together, value and disseminate the local research and experiences of participating countries, thus contributing to building a body of European expertise in the field of CP-UDP. It also uses its wide network to promote awareness, hoping that at the end of the Action more countries and decision bodies will be aware of the importance of incorporating crime prevention principles in planning decisions and projects.

From the Chair and the Core Group

The activity of COST Action TU1203 is organized along two main courses: producing innovative thinking in CP-UDP on one hand; and consolidating and diffusing existing knowledge on the other.

• The Action achieves the first course - innovative thinking - through working groups and invited experts which will develop new issues of environmental crime prevention, such as theories, private public partnerships, new technologies, new partnerships between police and planners, new implication of local authorities etc.

• It approaches the second course mainly through case studies located in different European cities. Each of the case studies focuses on aspects that are of major importance for the Action, and were organized by the hosting city with the support of the Action Core Group.

• The dissemination goal is considered of crucial importance and it is achieved, starting from the first year, by building networks of communication at international as well as the national levels. These networks are used for diffusing step by step the knowledge acquired by the Action.

• In order to make the results of the thematic working groups and the case studies immediately available to the Cost TU 1203 community and to the larger network it has

vi

been decided to produce a series of booklets, which develop the approached subject in short and synthetic form and are conceived so s to be easily readable to persons coming from different backgrounds. This booklet in thus one in a series.

See for the most recent information on this COST-action TU 1203: <u>http://costtu1203.eu</u> and <u>http://www.cost.eu/domains_actions/tud/Actions/TU1203</u>



Clara Cardia (chair) COST meeting Jerusalem, May 2014

Executive Summary

The German case study is focused on examples of interdisciplinary planning for new developments and constructions in Lower Saxony, Germany. The methodology adopted for the Case Study comprises three elements: a field trip, analysis of documents and interviews with key actors. Lower Saxony represents best practice in crime prevention through urban design and planning among the German federal states.

The case study refers to three stages of development in Lower Saxony since 2005—all of which contribute to the creation of a new planning culture. These are: (1) Introducing CP-UDP criteria **after** the building permit had been granted, in the Quarter Gilde Carré in Hannover Linden in the years 2005 – 2008. This was an intervention *after* completion of planning documents. (2) Considering CP-UDP criteria **during** the planning phase of Herrenhäuser Forum Market in the years 2012 – 2014. (3) Taking the CP-UDP criteria as a basis for all involved stakeholders **before** and during the building permit process in the project Eichenpark Langenhagen, since 2014).

The structural requirement for the new planning culture was formed by the "Security Partnership in Urban Planning and Design in Lower Saxony". Founded in 2005, this is an interdisciplinary network of experts and associations whose main activity is crime prevention through environmental design. This approach of a prevention-oriented partnership and network represents the contemporary stream of New Public Governance that is characterized by inter-organizational relationships, where trust and relational capital act as the core governance mechanisms. The Partnership brought together all the main agencies of urban development on the macro level of the federal state. They work together in conjunction to make rural communities and urban areas on the meso level of the federal state safer by encouraging urban planners, architects, and the building industry for reducing the opportunities for crime, for avoiding the fear of crime, and for creating a safer and more secure environment.

viii

In the process of cooperation the members built a transdisciplinary network of the responsible stakeholders for crime prevention. The different professions of urban planning, architecture, landscape architecture, police, community work, economy, urban administration, real estate management, waste management, teaching architecture and urban planning in universities and other educational institutions integrated their knowledge and developed tools that support planning and design processes. On one hand there is a list of criteria for new construction projects and for internal assessment of existing housing stock. On the basis of these criteria, housing can be awarded with the Lower Saxony Quality Label for Secure Housing. On the other hand there is a tool for planning and designing housing secure related infrastructures and public spaces.

Case Study Report

German Case Study, the outcome of Security Partnership in Urban Planning and Design in Lower Saxony

A case study on Crime Prevention by Urban Planning and Design

COST-Action TU1203

Funded by the European Commission

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Authorship

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Contributors

Editorial support was provided by a member of COST Action TU1203 Editorial Group: Caroline Davey, Director of the Design Against Crime Solution Centre at the University of Salford

The authors would like to thank the following for their contribution to the case study:

• Susanne Wolter, Vice executive director of the Crime Prevention Council of Lower Saxony

- Dr. Anke Schröder, Scientific Project Manager of the State Office for Criminal Investigation of Lower Saxony
- Karin Kellner, ksw kellner schleich wunderling architects + urban designers
- Carsten Hettwer, Head of the Department of Urban Development, City of Langenhagen

Introduction

Case study focus & scope

The German case study is focused on examples of interdisciplinary planning for new developments and constructions in Lower Saxony. This state represents best practice for crime prevention through urban planning among the German federal states.

The scope of the German case study contains three generations of development:

- I. Quarter Gilde Carré in Linden: Introducing CP-UDP Criteria after Building Permit in the years 2005 -2008. It was an intervention after completion of planning documents.
- Image1 2: Gilde Carré project





 II. Herrenhäuser Forum Market: Considering CP UDP Criteria in the Planning Phase in the years 2012 – 2014. It represents a new kind of cooperation between the architect, developer and advisor on crime prevention (by police).

Image 3 – 4: Herrenhäuser Forum Market project



Source: KSW kellner schkeich wunderling architects + urban designers

III. Eichenpark Langenhagen: Primary Prevention Chain of Urban Planning since 2014; taking the criteria as a basis for all involved stakeholders before and during the building permit process.

Image 5 – 6: Eichenpark Langenhagen housing project



Source: Hübotter+Stürken Architectural firm

Through these 3 case studies, this report will show the new planning culture that has been implemented in Lower Saxony since 2005 in different phases of the design and planning process: after completion of planning documents, in the coordination phase between architects, developers and advisors on crime prevention and before and during the building permit process.

Case study methodology

Field trip

• Walking tour and photographic documentation: Site-visits were conducted on 19th, 21th, 22th and 24th April 2016

Interviews:

- Interview with Susanne Wolter (Vice executive director of the Crime Prevention Council of Lower Saxony), conducted on 20th April 2016
- Interview with Dr. Anke Schröder (Scientific Project Manager of the State Office for Criminal Investigation of Lower Saxony), conducted on 21st April 2016
- Interview with Karin Kellner (ksw kellner schleich Wunderling Architects + urban designers), conducted on 21st April 2016
- Interview with Carsten Hettwer (Head of the Department of Urban Development in

the City of Langenhagen), conducted on the 22th April 2016

Analysis of documents:

- Data and statistics related to the sites (internet and official documents)
- Analysis of socio-economic and demographic statistics (internet research)
- Documents related to the projects
- History of the sites (internet research and interviews)

1. Context

Key contextual factors relevant to case study

Key drivers

The development of crime prevention in Germany had to deal with the fact that in the early 1990s the fall of the so-called Iron Curtain had an important impact on different aspects of Western European countries. One of these aspects was security; crime rates increased and the particular situation of massive migration became the driver to put the issue of security at the top of the political agenda.

Osborne (2006) differentiated three steps of development in public policy of some European States: Public Administration (PA), New Public Management (NPM) and New Public Governance (NPG). The post-1945 era of the welfare state is represented by public policy mode of Public Administration. The state was confidently expected to meet all social and economic needs of the citizens and policymaking and implementation were vertically integrated within government. Because of its vertically integrated nature, hierarchy is the key governance mechanism, with a focus upon vertical line management. Before the 1990s the approach of fight against crime followed the logic of Public Administration responding as a reactive system with top-down laws and regulations in order to react to crime focusing on the offenders. In the "old days" of the Public Administration the security architecture has been determined by the state police alone. The police was reinforced and became the only responsible actor for the cities and citizens security and safety.

The spread of the New Public Management took place in Germany from the early 1990s onward. In its most extreme form, asserting the superiority of private-sector managerial techniques over those of Public Administration. New Public Management based on the assumption that the application of economic thinking and techniques to public services would automatically lead to improvements in the efficiency and effectiveness of these services. The key elements of the New Public Management can be summarized as a focus upon entrepreneurial leadership within public service organizations, upon an emphasis on

8

inputs and output control, and upon market competition within public services. The New Public Management is concerned with a disaggregated and disengaged state. Neoliberal movement became stronger in Germany limiting the state intervention not only in legal and economic affairs but also in the security and safety area. As an immediate consequence the police forces were reduced and the commercial security market started.

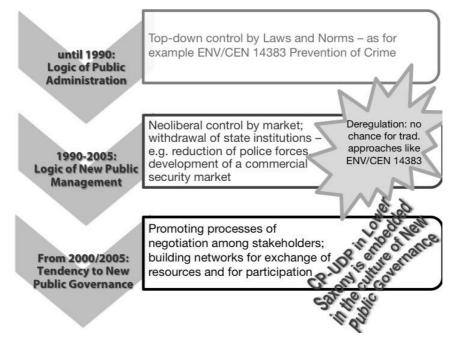
On the other hand, crime was increasingly seen in the transition to late modernity as a normal social phenomenon and control theories were developed, theories such as Rational Choice, routine activity, etc. that understood crime as an opportunity inscribed in the routine procedures of today's social and economic life. With this new theoretical development, situational crime prevention quickly became an important tool for policymakers.

Over the years the New Public Management has become perceived as limited and onedimensional in its ability to contribute to the management of public services in the municipalities. It assumes competitive relationships between the independent service units inside any public policy domain, taking place within a horizontally organized marketplace. Therefore the approach of the New Public Governance was developed in a further step in the beginning of the 21st century. It represents a contemporary stream of management theory, concerned with the relational organization and a plural state, where multiple interdependent actors contribute to the delivery of public services and a pluralist state. Its focus is very much upon inter-organizational relationships, where trust, relational capital and relational contracts act as the core governance mechanisms.

With this new way of policymaking the fight against crime included prevention as its main concern, with an integrated approach that included the extended civil society and its institutions. According to this view Germany started to develop a new infrastructure in the form of prevention-oriented partnerships and networks in order to strengthen the prevention of crime and increase community safety.

Image 7: Basic orientations of Public Policy as context of CP-UDP in Germany

9



Source: Prof. Dr. Herbert Schubert

The presentation of the joint paper "The Third Way / Neue Mitte" by the German Chancellor Gerhard Schröder and his British counterpart Tony Blair in 1998 was a significant example of the realignment of the New Public Governance. Schröder and Blair wrote: "Too often rights were elevated above responsibilities, but the responsibility of the individual to his or her family, neighbourhood and society cannot be offloaded on to the state. If the concept of mutual obligation is forgotten, this results in a decline in community spirit, lack of responsibility towards neighbours, rising crime and vandalism, and a legal system that cannot cope. " (p. 3). So, they required a modern approach to government: The state should not row, but steer. Within the public sector bureaucracy at all levels had to be reduced (p. 4).

Key enablers

In 2003 crime prevention became a political objective. Lower Saxony' s Prime Minister asked the institutions to "...take crime prevention aspects more strengthened into account!" and instructed the police to contact the municipal crime prevention advisory board in order to start implementing police crime prevention aspects into local processes, along with other institution related and the community.

In the year 2005 the "Security Partnership in Urban Planning and Design in the federal state Lower Saxony (SIPA)" was founded as an interdisciplinary network of experts and associations whose main activity is the crime prevention through environmental design. Before the formation of the Security Partnership the various disciplines and professions as well as associations and institutions were addressed on issues of urban crime prevention and brought into the conversation in the years 2002 to 2005. The results of the location measurement, and interactions with regional stakeholders in Lower Saxony were published in brochures for information transfer.

The partnership was been initiated under the auspices of the Lower Saxony Ministry of Social Affairs and Urban Planning encouraging urban planners, architects, and the building industry to adapt criteria of crime prevention in the urban planning and design for reducing the opportunity for crime and avoid the fear of crime, creating a safer and more secure environment. The process was supported by the scientific monitoring of the research centre "Social • Area • Management" of the Technical University of Cologne. The Partnership for Crime Prevention in Urban Planning and Design brought together all the main agencies of urban development on the macro level of a German federal state working in conjunction to make rural communities and urban areas on the meso level of the federal state Lower Saxony safer.

From the beginning of the partnership key objective has been, to improve the quality of live and attractiveness of the towns, cities and local environments. So the members of the partnership have agreed an 11-point agenda¹ in order to achieve this aim.

- 1. Security of public spaces
- 2. Mixed use of the functions of living, work, transport, utilities, leisure and mix of housing types and ownership structures
- 3. Safe use of thoroughfares
- 4. Promotion of a sense of neighborhood through the social management of housing companies and the social services of the municipalities
- 5. Public participation
- 6. Cooperation and exchange of information between investors in the housing and real

¹ More information <u>http://www.sipa-niedersachsen.de/</u>

estate industry, landscape planning, urban planning, social planning, and the police

- 7. Testing of new findings and new methods to create a secure living environment through urban planning, housing and police
- 8. Maintaining a network of multipliers for the exchange of experience and knowledge
- 9. Enhancement of the public relations
- 10. Research and evaluation
- 11. Education and training

The cooperative objective is to achieve an early and networked action of all the responsible stakeholders in urban planning, urban and landscape design: the planners, the city councils, the police, the building industry, the housing companies and the community, focusing on the planning of public spaces and also the architectural design. If properly combined, urban planning, architecture and crime prevention will ensure increased public safety, thereby promoting peaceful civic interaction in a sustainable manner.

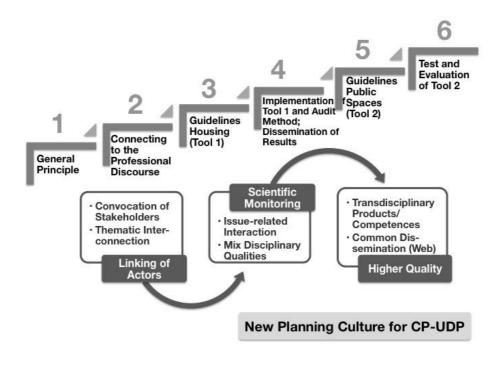
In the process of cooperation the members built a transdisciplinary network of the responsible stakeholders for crime prevention. The different professions from of urban planning, architecture, landscape architecture, police, community work, economy, urban administration, real estate management, waste management, teaching architecture and urban planning in universities and other educational institutions integrated their knowledge and developed tools that support planning and design processes on the basis of CP-UDP.

In addition, the security partnership has devised two products that local stakeholders can use to implement crime prevention aspects in urban development.

- A list of criteria for new construction projects and for internal assessment of existing housing stock. On the basis of these criteria, housing can be awarded with the Lower Saxony Quality Label for Secure Housing.
- A tool for planning and designing secure housing related infrastructures and public spaces.

The partnership disseminated these tools on the meso-level of the housing companies and in the administrations of cities and communities. The responsible institutions and organizations apply the criteria and principles on the micro level of local situations. Thus there is a chain of dissemination from the macro level of the state to the meso level of cities or companies, and further to the micro level of local situations. The outcome is a new planning culture for CP-UDP.

Image 8: Development steps of the Security Partnership in Urban Planning and Design in the federal state Lower Saxony from 2005 to 2015



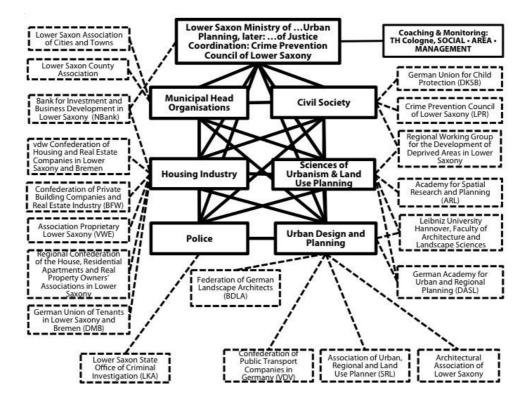
Source: Prof. Dr. Herbert Schubert

Key stakeholders in delivering crime prevention

The vision of the partnership in Lower Saxony is focused on the improvement of urban crime prevention by transdisciplinary cooperation. Twenty professional associations, interest groups associations, and confederations of organizations and institutions acting in all parts of the federal state are organized and coordinated.

In the process of cooperation they built a network of the responsible stakeholders (architects, urban planners, police, housing companies, social planning, universities) for crime prevention by urban design and planning. Working together they connect their professional knowledge and bring it into long-term projects creating secure urban environments.

Image 9: Governance Network of the Security Partnership in Urban Planning and Design in Lower Saxony



Source: Prof. Dr. Herbert Schubert

2. Timeline

Summary of key actions & events

1998: New control paradigm: prevention Gender perspective in security and safety 2001: Crime Prevention trough environmental planning and design as a tool to prevent crimes in city planning Crime prevention Project Secure and safety cities and municipalities 2002: Safe and secure residential district and good neighborly congress Meeting of all Lower Saxon stakeholders Document publication Crime Prevention in planning and design: good examples and basic criteria. 2003: Crime prevention congress in Hannover on April 28th. Gilde Carré crime prevention project started. 1st generation. 2004: Crime prevention congress in Stuttgart on February 11th. Workshop discussion on Crime prevention through models and methods Gilde Carré construction started. 2005: Security Partnership in Urban Planning and Design in the federal state Lower Saxony (SIPA) was founded 2006: Starting to work on the Gilde Carré housing project 2007: First annual meeting on October 16th in Gilde Carré housing project 2009: Pretests on Gilde Carré housing project EU – Project "Planning Urban Security "PluS" Development of a capability maturity model Gilde Carré construction finished. 2010:

Development of the Secure Housing guide for Lower Saxony

SIPA proposed for Crime Prevention European Award by German government.

Gilde Carré crime prevention trough environmental design evaluation. (PLUS) 2011:

Development of the guide for Secure Public Spaces in Lower Saxony

Improving the interfaces between residential and communal used infrastructure and public spaces

2012:

Evaluation of the tool Secure Public Spaces

2013:

BMBF – Transit Project – Transdisciplinary security strategies for Police housing association and municipality

2015:

SIPAs realignment. Strategy workshop SIPA 2.0

2016:

COST Action TU1203 meeting in Hannover April 18th to 20th

3. Projects

Project 1: Gilde Carré

Gilde Carré is an urban project located in the Linden-Limmer district in Hannover. This district has a population of 44.226 inhabitants and a density of 5.277 inhabitants /km².



Image 10: Location of the Linden-Limmer district in Hannover

Source: Wikipedia

A. Context

Linden became part of Hannover in 1920; due to its character as a working class neighborhood and its geographical separation from the city proper by two rivers (Leine and Ihme) Linden has to this day kept its character as a place with a difference.

The urban landscape is characterized by coherent perimeter block development from the Wilhelminian period to the 1940s. The combination of worker housing and industrial housing creates the original character of a working class neighborhood in which industrial production played a key role until the 1950 with several large industrial centers: metal factories, iron and steel plants, the glue factory, the textile factories and the rubber

industry. There were also medium-sized enterprises such as the Hannover' s bread factory, the sausage factory and the Brewery.

In the postwar period Linden suffered from inflation and mass unemployment, the industries started closing and reconstruction became the main job in that period. In the 1960s a cogeneration plant was built and brought back the industrial essence of the district, but it didn't last long. In the middle of the 70s the factory closed after building the huge Ihme Zentrum, it was an industrial stronghold built as a "city within a city" with apartments, offices and shops. It was one of the flagship projects for the new urbanism in Germany in those years.

The district is now divided in smaller districts: Linden-Mitte, Linden-Nord, Linden-Süd and Limmer. Our case study is located on Linden-Mitte, a part of the district with 12.184 inhabitants, an area of 2,2km2 with a mix of domestic buildings shops, restaurants and public buildings. With an unemployment rate of 9.1% (Hannover unemployment rate of 8.7%) and a mixed social and age structure².

The high percentage of students and workers on the one hand and the dyed-in-the-wool Linden residents on the other still characterizes today public and cultural life in the neighborhood.

Surroundings

The Guilder-Carré was an industrial wasteland between the kitchen garden, Ihme Zentrum, Black Bear and Lindener market.

Image11: Areas surrounding Gilde Carré

² EU Project ,Planning urban Security; Crime prevention through urban planning and development (PLUS) initial report



Source: https://www.linden-entdecken.de/

The Ihme-Zentrum is a showcase. The project was ultimately built eight times as larger as the original plan, with 285000 m², 2400 residents and 22 floors. Unfortunately the project was unsuccessful and the shops were abandoned few years after completing the construction, then the apartment owners left too and most of them decided to rent the apartments, and almost immediately it became a conflictive area.

Image 12: Ihme-Zentrum 1975: the dream.



Source: www.linden-entdecken.de/

Image 13 - 14: Ihme-Zentrum: the reality



Source: Daniela Idrovo A.

Küchengarden is an area that was renewed in order to organize the public space, like the Küchengarden square and the roads to embellish the entire space system in front of the Theatre on Küchengarden.

Image 15-16: Küchengarden



Source: Daniela Idrovo A.

The Gilde Carré area used to be the old Linden brewery, a part of the district not frequented by the neighbors because of the drunks in the area and also the robbery' s caused by junkies that frequently came to Ihme Zentrum for the drugs.

Image 17: Old Brewery



Source: www.linden-entdecken.de/

All this surroundings part of the Linden Mitte, the nucleus Lindens, with an important commercial and entertaining area with restaurants and shops visited not only by residents but also people from other districts, since the public transportation system offers a variety of options.

Linden Mitte is considered a very lively area, with a good combination and mix of uses, commercial, residential and work places. The streets are teeming with students, academics, eccentrics and people who regard life as an art form. Pubs, cafés, kiosks and restaurants are to be found on every corner

Diversity is another one of its qualities as it has always been a district that has welcomed people from different regions of Germany but also and different countries. Thus, it is one of the districts with the highest proportion of foreigners in Hannover.

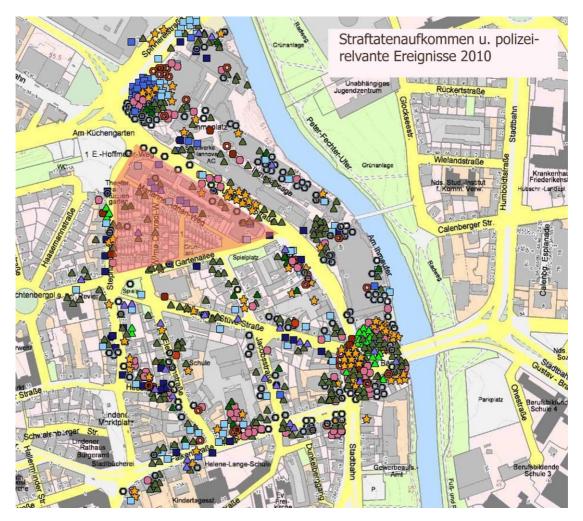
B. Conflict and Crime

Since the site was located across the Ihme Zentrum it was important to take security into account. The area was not considered a dangerous area, but it had its conflicts. It was known that in the Ihmer Zentrum apartments criminal activities took place, activities like drug dealing, prostitution, etc.

In 2003 the police, specifically the Lower Saxony State Office of Criminal Investigation (LKA NI)³ was asked to conducted a crime analyses of different space oriented offences and physical / social incivilities in the Gilde Carré area. The results based on the crime data showed that the main problems were, burglary (including house breaking), bicycle theft, vandalism, graffiti, the dealing and use of drugs and a conflicted mobility.

Image 18: Crime data map – criminal activities and police-relevant incidents around Gilde Carré in the year 2010

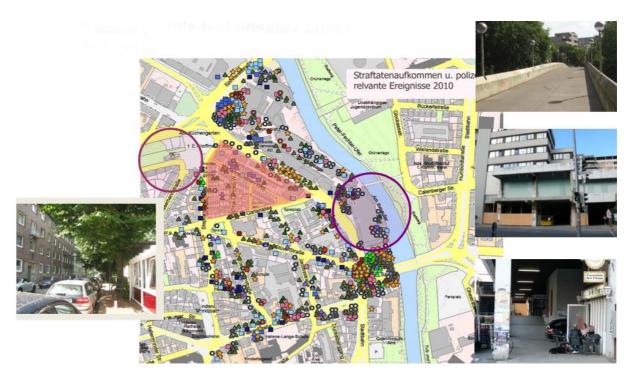
³ Crime prevention in urban development in Lower Saxony is one of the central tasks of LKA NI and has been continuously expanded over the last decade.



Source: Dr. Anke Schröder

The result based on the insecurity perception showed that the problems that concerned the neighbors the most where mainly incivilities such as graffiti, alcohol and drug abuse and conflicted mobility.

Image 19: Crime perception around Gilde Carré 2010



Source: Dr. Anke Schröder

C. Development and implementation

According to experts, the housing market in Hannover is very complicated nowadays; new families and even older ones who cannot afford an apartment in the city or cannot find a suitable dwelling are leaving the city to live in the suburbs. Within this context, in 1990s Ostland housing association bought the land where the old Linden brewery was located.

The idea was to develop a housing solution inside of the city to avoid migration to the suburbs and keep families together in the same district.

In 1999 the planning started, in 2003 the police received an order to cooperate with the housing association, the planner and architects from the municipality, but also the private company. in order to implement the criteria of Crime prevention through Environmental Design (CPTED) in the project. Using the standards and requirements for crime prevention, the police was able to advise local stakeholders in planning and designs with respect to security issues and crime prevention (PLUS, 2010).

Image 20: Gilde Carré urban planning



Source: PLUS 2010

CPTED criteria included

The Gilde Carré: Early industrial wasteland - now model district

Different types of tenure: the project mixes property owned, rental properties and community living. In Community Living people live together under a common principle: support each other in a binding neighborhood.

A mix and the quality of the architecture: different designs for different needs. 66 townhouses with living space between 115-163 square meters, they are low-energy houses designed according to the needs of families. The apartment buildings have 15 apartments for community living, and there are also 64 apartments (2-3 rooms) for assisted living also included in the Quarter. A personal emergency response is part of the basic equipment.

In addition, the housing solutions save by its passive construction and intelligent climate management up to 75% of heating costs.

Surveillance and access: All houses and apartments accesses are related directly to the street, they all are wheelchair-accessible and with a clear view from the inside to the outside.

The townhouses are placed so that the front and windows of a row of houses are facing the back of the other houses, thus generating a constant informal surveillance.

The quality of the public space gives the opportunity to generate contact between residents, users and neighbors from the rest of the district. This not only strengthens social relations in the neighborhood but also increases the natural surveillance.

Regarding the graffiti problem, the solution found in cooperation with the partnership, was to use a specific type of paint that would not absorb other kinds of paint and would be easy to clean.

No transit traffic expected in residential area; moderate traffic load inside the area in total.

Responsible and concerted use of different mobility forms (pedestrians, cyclists and cars) is important for efficient neighborhoods

D. Network and stakeholders

- Prevention Councils at state and local community levels.
- Security partnerships in urban development in Lower Saxony; development of Safe Living in Lower Saxony certification scheme; cooperation agreements between police and local authorities.

E. Outcome and impact

Finally, the Gilde Carré project demonstrates that working together in cooperation allows us to achieve higher goals. On the one hand, a central, urban location with the advantages of urban life right outside the front door, with culture live, shopping, cafes and public transport by bus and train; and, on the other hand, quiet, individual and private apartments and houses with roof terraces, private allotments and atriums like in the countryside. It is considered the first attempt to make urban living again attractive for families in Hannover.

After the completion of the project, in 2010 an evaluation took placed with the support of

the PLUS (EU project), the results were very positive; 74% of the people surveyed said they like living in the neighborhood, 61% felt themselves to be part of the district, 55% had contact with neighbors and knew the neighbor by name and in addition 43% of all questioned were certain they could rely on their neighbors when it matters.

The finding of the survey in the area was that between March 2009 and 2010 criminal occurrences were not significantly different from criminal occurrences in the whole of the city of Hannover. [THIS FINDING NEEDS MORE EXPLANATION]

Image 21: Community approval



Image 22: Frontal Facades





Image 23: Semi-private spaces

Source: Daniela Idrovo A.

Image 24: Public spaces



Source: Daniela Idrovo A.

Image 25: Housing units in front of Ihme Zentrum



Source: Daniela Idrovo A.

Image 26: View of Ihme Zentrum from the housing units



Source: Daniela Idrovo A.

Project 2: Herrenhäuser Forum Market

The Herrenhäuser Forum Market Project is located in the district of Herrenhausen-Stöcken. It is an area of Hanover, which is most notable for the baroque Royal Gardens with a population of 35.920 and a density of 1.641 residents/km².



Image 27: Location of the Herrenhausen-Stöcken district in Hannover

Source: Wikipedia

A. Context

Herrenhausen is a district with tradition, emerged from a village. It is a district with tradition, marked by the famous Royal Gardens with the tourist attractions such as Great Garden, Berggarten with greenhouses and Sea-Live Aquarium.

The district is divided in smaller districts, Herrenhausen, Stöcken, Leinhausen, Ledeburg, Burg, Marienwerder and Nordhafen. It has 8.153 inhabitants, and it is known as the industrial heart of Hanover, developed from a small village. Herrenhausen along with the Stöcken district were incorporated to the city of Hanover in 1907. Until the 20th century the district was mainly agricultural. With the exception of the Brewery located here since 1868 and the brick factory, settled in 1890, there was no industry. Only after the incorporation to the city the industrial enterprises Varta and Continental settled.

In this context, a satellite camp of Neuengamme concentration camp was built here; people were forced to work under inhuman conditions for the German armaments industry. And until a few years a go, a war bunker was located in the heart of the district.



Image 30: Herrenhäuser Bunker

Source: Karin Kellner, ksw architects + urban designers

Surroundings

The meadow landscape of the river Leine borders the built-up settlement area with the residential areas to the east of the parks in the Herrenhäuser Great Garden and the Berggarten on the west. Herrenhausern is known as an important university location, many students live in the district.

Image 31: Herrenhäuser district



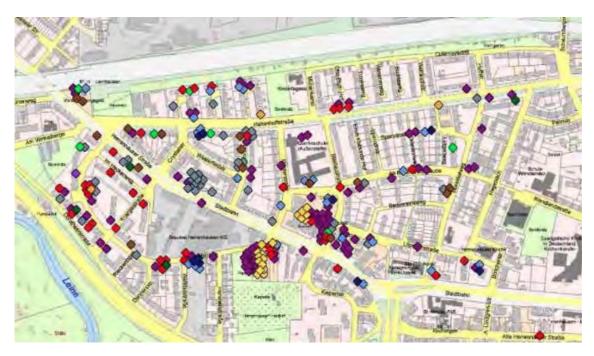
Source: New Standard of Primary Crime Prevention in New Urban Development, presentation of Karin Kellner.

B. Conflict and Crime

According to the analysis of the area made by the police, Herrenhausen is a relatively calm area, with a few problems as one can see in image 32, but the so-called violent assault, robbery, criminal damage, sexual offenses and narcotics offenses show no abnormalities. According to the residents' and the architect' s perception people don' t feel afraid in that area. [CHANGE THE LAST SENTENCE. Avoid "double negatives" not an area where people don' t..]

But there are some risks that have to be taken into account, such as migrant integration and the increasing youth and student population.

Image 32: Crime map



Source: New Standard of Primary Crime Prevention in New Urban Development, presentation of Karin Kellner.

- Yellow: shoplifting
- Magenta: theft
- Red: assault
- Gray: others

C. Development and implementation

In this project, crime prevention through environmental design was taken in to account from the urban planning point of view, and also overall from the architectural design perspective. Starting from the concept for the project up to the details of the construction, considering the human being as the center of the project

The architectural office ksw designed a multi-story building complex with a ground floor commercial area that contains a mix of shops. Above the ground floor it was intended to create spaces for offices, medical practices, and law firms mixed with housing units.

The project is divided in two phases:

Phase 1: 24 housing units and commercial area with an urban relation towards the square. Phase finished in 2012.

Image 33 - 34: Plans and results of Herrenhäuser Market



Source: Karin Kellner, ksw architects + urban designers

Phase 2: 46 housing units and commercial area with an urban relation towards the main street. Phase under construction.

Image 35- 36: Herrenhäuser Market – Model and construction of the 2nd Phase.



Source: Karin Kellner, ksw architects + urban designers

This project will show that in order to develop responsibility awareness of the residents regarding security and safety it is important to design according to basic human needs to come up with an integral solution that integrates architecture and technology.

There were several issues to deal with at the beginning of the project:

- The fact that mixed-use properties are difficult to implement
- Develop the financing framework
- Comply with the applicable rules and regulations
- Provide affordable residential and living space for all
- Perceived and actual safety, two different things to take in to account

CPTED concepts and criteria included

The CPTED strategies were implemented in this project with the aim of strengthen the social control and the perceived risk following measures that the Lower Saxony State Office of Criminal Investigation (LKA NI) recommended in the planning phase.

Protection by urban and architectural design and technical equipment

- Clear orientation concept with address formation of the individual blocks of buildings and legible even in the dark house numbers
- Establish a set of public, semi-public and private open spaces
- Clearly visible entrances and entrances into the offices and practices
- The area between the bunker and construction should be concluded, if possible, to avoid anxiety rooms. Due to the non-communicability should be provided here no bicycle parking. Controlled access through gates, lighting using motion detectors
- Good lighting the way, entrances and waste storage areas
- Access control system providing doors that are closed by nightfall
- The use of the standards DIN ENV 1627 for burglar resistant windows and doors.
- Bright and friendly surfaces easy to clean and repair damage

- Well designed seating outdoors promote "interaction density" and thus natural and social control
- The parking garage should be bright and clear with access control only.

Protection by use conscientiously

- Specify who is responsible for the care of each area
- Neat outdoor facilities, so potential perpetrators feel that the community and neighborhoods works, watching and protecting each other
- Provide more dumpsters [do you mean bins?], which can be assigned near the stairwells.

Protection by management:

- The use of a contact person (doorman or concierge), to strengthen the local sense of security was further recommended.
- Permanent cleaning and maintenance

D. Network and stakeholders

The implementation of these strategies was only possible because of the cooperative work of the stakeholders participating in network, with the aim creating a project that would have a clear urban integration plan and architectural quality.

The network was formed by the housing company WGH, the police and ksw architects + urban designers, with the support of the Safety Partnership in urban development in Lower Saxony.

E. Outcome and impact

The cooperation of the actors at all levels and the confrontation of security-related aspects has great potential in this project. CPTED was understood as an opportunity for the built environment to guarantee the safety and satisfaction of the residents, and at the same time reach the economical interests of the builders.

The residents and the neighbor's feel that this project has brought life to the area, with the shops, restaurants and also the quality of the architecture.



Image 37: Lighting garages for cars and bikes

Source: Daniela Idrovo A.

Image 38: Herrenhäuser Market – Public space and ground floor



Source: Daniela Idrovo A.



Image 39: Secure and controlled entrances of Herrenhäuser Market

Source: Daniela Idrovo A.

Image 40: Semi-public and private open spaces of Herrenhäuser Market



Source: Daniela Idrovo A.

Image 41: Semi-public and private open spaces of Herrenhäuser Market



Source: Daniela Idrovo A.

Image 42: Semi-public and private open spaces of Herrenhäuser Market



Source: Daniela Idrovo A.

Project 3: Eichenpark Langenhagen project

The Eichenpark Langenhagen project is located in Langenhagen city. Langenhagen is a municipality located 7km northern Hanover, has a population of 52,330 and a density of 727 residents/km².

Image 43: Location of Langenhagen in Hannover Region



Source: vereine.haz.de

A. Context

Since the early 20th century Langenhagen became very important transport hub in the Hannover region. The airport is located on the west part of the city and several highways and train lines cross the city, this convenient situation has brought economic and social growth. Langenhagen has become a very popular city for the Hannover' s who want to live in the suburbs but also near the city.

This particular situation was considered a challenge for the municipality; the politicians and the technical teams foresaw the need for a medium and long-term urban plan so the economic and social growth could be territorialized in a planned and organized manner over time.

A group of experts was formed and they worked on this project from 2009 until 2011. The results show all the relevant environmental factors of recent urban development, demographics, incomes, social situation and structural development and infrastructure are analyzed and extrapolated to the year 2025th.

Surroundings

Eichenpark is a centrally located area in Langenhagen, mainly residential area very quiet and surrounded by nature. In 2011 an urban development company bought the land where the properties from Regional hospital of Hannover used to be, with the requirement to provide housing in two so-called clusters (see image 44).



Image 44: Site of the project Eichenpark Langenhagen

Source: Carsten Hettwer presentation, Langenhagen Planning Department.

The plots with approximately 25000 m² are located 1km from the center of Langenhagen and border directly to Oak Park a very well known area, with hospital facilities and a nursing home.

Shops are located within a walking distance of the city center, everyday basics as well as specialized shops. Public institutions such as educational facilities or healthcare are located in the immediate vicinity.

B. Conflict and Crime⁴

Langenhagen is a city with low crime rates, according to the current police crime statistics. Compared to 2014, the number of crimes has increased slightly over the past year, although the numbers in the five-year are lower compared with 2011.

The main risks identified were burglary, theft and bodily injury (including domestic violence), but above all what concerned the planners the most was the risk of designing spaces that could increase the feeling of insecurity and fear.

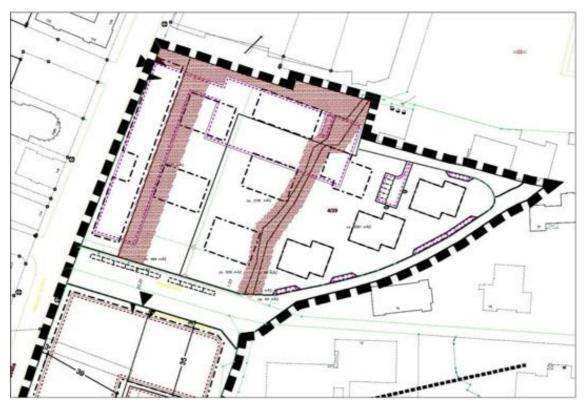
Even though the crime rates are low the municipality has decided to develop and apply crime prevention policies using urban and architectural design as a tool.

For this specific project, the review of potential conflicts showed that three specific places of the cluster where more vulnerable. The question asked from an urban planning point of view was whether in the future "Fear spaces" or critical zones could occur at these three places:

- On the eastern edge underground, the 1.40 m above street level ranges
- In the area of pedestrian and cycle link in North-South direction and
- In the area south of the delivery zone of the Elisabeth Arkaden.

Image 45: Eichenpark Langenhagen – Sketch of the cluster 1 with the critical areas (color coding)

⁴ Carsten Hettwer, Head of the Department of Urban Development City of Langenhagen project presentation for COST meeting on April 19th.



Source: Carsten Hettwer presentation, Langenhagen Planning Department.

C. Development and implementation

Based on the regional and urban plan, the municipality started a multidisciplinary working group to develop an integral design in this specific area of the city, the Eichenpark, using the tools developed for crime prevention.

The idea was to gather all the actors in the planning process; using a structure they called primary prevention chain. A waterfall shaped structure that seeks to anchor the dimensions and criteria of the crime prevention tools, not only at a municipal planning level but also introduce and share this criteria with the rest of the stakeholders in the entire planning, design and management process.

Image 46: Urban primary prevention chain



Source: Prof. Dr. Herbert Schubert

The main concepts for the project were:

- Urban living in the park
- A structure of housing blocks that could become a network
- Integrate the interior and exterior spaces trough the use of glass facades
- Functional and visual permeability
- The residential area is located permeable and transparently with diverse views to the park.
- Create a network of public, semipublic and private spaces
- The spaces between the buildings create a structural network of public, semipublic and private spaces.

The project has a total of 230 housing units, 20 social housing and the rest private. 50% owned and 50% rental.

2-4 room apartments from 30-150 m².

10% of the ground floor area along the Walsroder Street will be used for commercial purposes.

90% of the stationary traffic is underground garages.



Image 47: Complete layout of Eichenpark Langenhagen

Source: Carsten Hettwer, Head of the Department of Urban Development ,City of Langenhagen project presentation for COST meeting on April 19th^{tt}



Image 48: Eichenpark Langenhagen – Layout cluster 1

Source: Carsten Hettwer, Head of the Department of Urban Development City of Langenhagen project presentation for COST meeting on April 19th

Image 49: Eichenpark Langenhagen – Proposal cluster 1



Source: http://guder-hoffend.de/?s=Eichenpark

Image 50: Eichenpark Langenhagen – Proposal cluster 2



Source: Carsten Hettwer, Head of the Department of Urban Development City of Langenhagen project presentation for COST meeting on April 19th.

Image 51: Eichenpark Langenhagen – Proposal Cluster 2



source: <u>http://www.haz.de/Hannover/Aus-der-Region/Langenhagen/Nachrichten/Grossprojekt-fuer-Wohnen-am-Eichenpark-geplant</u>

CPTED concepts and criteria included

The CPTED concepts and criteria were impulse by the City Planning Department, using the checklist criteria to prevent crime trough design and planning.

The professionals of urban crime prevention of LKA advised to center attention on risk minimization through informal social control and lighting.

Lighting in the transition to Elisabeth arcades

Zoning and access control by hedges:

From space planning perspective greening with hedges seems to make sense; insofar as an additional fence is required, this must not be too high.

Social control along north-south walk paths:

The public north-south connection to City Park Avenue, which is planned as a pedestrian and bicycle path could lead to higher use frequencies in the residential area and therefore also produce a certain potential for undesirable actions or criminal events.

Design for public, semi-public and private spaces should have a very clear definition. This particularly concerns the open space planning, which can be developed with different materials and design elements for zoning and highlight. The definition of these spaces also contributes to restrict certain access

D. Network and stakeholders

An interdisciplinary working group was formed with experts in the following areas:

Design perspective: urban planners and architects

Management Perspective: municipal and other organization units whose professionals are responsible for the management, cleaning and maintenance of public spaces and green areas (e.g. farming public space, clean and maintain), and also housing companies;

Safety or control perspective: experts for crime prevention police, public order authority and representatives of the local prevention council.

Users Perspective: engaged citizens and civil society

Composition of-multidisciplinary Langenhagener Working Group

Core participants:

- Langenhagener Planning and geoinformation professionals
- Municipal economical and promotion department
- Housing associations and their architectural offices
- The landscape designers

Supporters:

- Municipal Prevention Council
- Representative of the police
- Building Yard Langenhagen

The neighborhood

- Planners in charge of KRH Psychiatry Langenhagen
- Planners in charge of the old oak park
- Responsible investor of the shopping mall "Elisabeth Arcades".

E. Outcome and impact

- Revival of the local security partnership between the local police and the department of urban development of the City of Langenhagen
- The experience in Langenhagen has shown that the investors involved in the housing industry are interested in the primary prevention method. Even it is not mandatory they see that this criteria can help them to develop projects that will improve the social live by increasing the levels of security.
- Cooperation agreement with two main objectives; exchange information between the stakeholders and an interdisciplinary review and evaluation of the tools and guides.
- Trust as a prerequisite: the aim was to build a relationship of trust between the professionals of the different disciplines. It was a prerequisite for an open interdisciplinary exchange.
- Users and residents were very actively involved in the process. Local focus groups were developed to find out the needs of the community and their fears towards a project like this. The example of a working group in Hildesheim (in the south of Hannover) suggested paying attention to this participatory step in the process, because conflicts in public spaces and in town squares cannot be adequately solved without considering the use of residents` perspective.

4. Conclusions and recommendations

A. Main findings

- The crime preventive approach in Germany is based on a highly complex interdisciplinary network in which the society is expected to take responsibility. This approach combines not only technical and reactive approaches but also and most importantly social, creative approaches.
- Lower Saxony is a region with low crime rates, especially in the cities we have been working on (Hannover and Langenhagen). So it is very relevant that even with low crime rates the decision of applying crime prevention measures has had a strong acceptance among the institutions and also the local people.
- The Federal State of Lower Saxony has led the way in considering crime prevention measures in planning, designing and managing urban developments.
- The Lower Saxony Security Partnership in Urban Planning and Design is working, 20 institutions are aiming to promote crime prevention in their areas. The three examples we've seen in this report show a strong, cooperative and transparent structure with a common aim, crime prevention using urban and architectural planning and designing as a tool.
- The diversity of the experts working on the crime prevention network has helped the partnership to develop a comparison of knowledge in order to lower crime statistics but also fear.
- In Lower Saxony, it is recognised that small-scale crime analyses, based on georeferenced database, is useful for planning aspects. They are not only working with crime statistics, but also with fear and victimization surveys analyzing also incivilities that are causing coexistence of conflicts.
- The analysis of crime opportunities and risks is considered a joint responsibility to understand and tackle—and not only the responsibility of the police.

B. Emerging issues

There is a need of more trained professionals, and universities could be a great support for this if they get involved, and see crime prevention through environmental design as a subject of common interest for the society.

C. Lessons learned

- The development of crime prevention tools and processes (Secure Housing Guide and the Secure Public Spaces Guide) that are easy to implement and manage has allowed investors, architects and planners to use basic and common criteria to develop their projects in order to improve the quality of urban developments.
- Crime prevention tools in Lower Saxony are not regulated or either they are mandatory to apply, but their use has been increasing because of the crime prevention partnership results. In the urban developments where this criteria has been applied, crime and incivilities have not gone up, maybe have declined slightly or remained, but the feeling of insecurity among citizens has been influenced positively.
- Through the partnership, crime prevention through environmental design has become a process. Not only the design of the tools and processes have been important, the partners have also decided to evaluate and improve them.

D. Transferability

The New Public Governance represents a contemporary stream managing urban crime prevention. The multiple interdependent actors of urban design and planning strengthen their inter-organizational relationships on the basis of trust and relational capital as the core governance mechanisms. Following this new way of policymaking, the interdependent professions, disciplines, organisations, and associations cooperate in prevention-oriented partnerships and networks in order to strengthen the prevention of crime in processes of urban design and planning.

This corresponds with the so-called model of "Rhenish Capitalism" that Michel Albert et al. described in The Political Quarterly in 1996. The main features of this model are found in Austria, Germany, Switzerland and the Benelux countries; some of its features also occur in Scandinavia. The Rhenish model is a set of institutions that relies on continuous monitoring between stakeholders, who have a long-term relationship and engage permanently in important aspects of decision-making. In contrast, the Anglo-American model is typically taken to imply the market-oriented independence of the individual stakeholder. The broad representation of stakeholder interests and of joint decision-making has been transferred from German economy into a new governance structure of public policy in Germany. The social capital generated by this cooperation of stakeholders and interdependent actors is one of the central features of the Rhenish model. Social capital – particularly in the form of high levels of mutual trust – contributes significantly to efficiency by reducing transaction costs in cooperation networks. Three value orientations are responsible: The first is a sense of fairness in joint decision-making mechanisms. The second is a strong sense of trust between different stakeholders and actors that are connected in processes of public policy. The third is the high level of legitimacy of the products that have been generated by cooperative negotiations between the stakeholders.

The backbone of the Rhenish model is a form of corporate governance. It ensures that the interests of all stakeholders are simultaneously taken into account, within the framework of stable and long-term relations. . [BEING MANDATORY CAN ACTUALLY SUPPORT PARTNERSHIP WORKING IN SOME COUNTRIES]; The development of networks is a prerequisite for the involvement of the various actors of urban planning there. They can be convinced of the value of CP-UDP by an interdisciplinary cooperation on a voluntary basis. The positive effects are: The planning process provides better efficiency and the planning results in higher quality (effectiveness). Further research is required to examine whether the approach can be applied in countries or regions where CP-UDP is mandatory

E. Recommendations

56

For implementing a new planning culture that is based on CP-UDP...

- Create a Security Partnership in Urban Planning and Design.
- Generate inter-organizational relationships that are based on trust and relational capital as the core governance mechanisms.
- Find new methods for the interaction of the professions of urban planning, architecture, landscape architecture, police, community work, economy, urban administration, real estate management, waste management, teaching architecture and urban planning in universities and other educational institutions.
- Bring together all the main agencies of urban development on the macro level of the state and connect them with the departments in rural communities and urban areas on the meso level and with the actors in projects on the micro level.
- Integrate their knowledge and develop transdisciplinary tools that support planning and design processes.

Appendix 1

Reference materials and key contacts

A. Material used

- Hannovers COST action meetings PPT presentations.
- Interview recordings with Susanne Wolter, (Vice executive director of the crime prevention council of the Lower Saxony), Anke Schröder (Scientific Project Manager of the State Office for Criminal Investigation of Lower Saxony), Karin Kellner (KSW kellner schleich wunderling architects + urban designers) and Carsten Hettwer (Head of the Department of Urban Development, City of Langenhagen)
- Research report of former projects
- Herbert Schubert research document: Experiences and results A look back at the first decade of the security partnership in urban development in Lower Saxony
- Herbert Schubert research document: Testing of the instrument "Security for housing- related infrastructure in the municipality" in the practice of urban-planning prevention.
- Historical documents about the locations
- Photographs
- Ad-hoc interviews with pedestrians

B. Websites and Contact

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http://www.lpr.niedersachsen.de/nano.cms/english

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http://forum-herrenhaeuser-markt.wgh-herrenhausen.de/das-forum/

http://www.langenhagen.de/

http://www.hannover.de/

COST-Action TU1203: http://www.cost.eu/domains_actions/tud/Actions/TU1203

Appendix 2

Table of figures

Figure	Title	Page
1-2	Gilde Carré project	3
3-4	Herrenhäuser Forum Market project	3
5-6	Eichenpark Langenhagen housing project	4
7	Basic orientations of Public Policy as context of CP-UDP in Germany	6
8	Development steps of the Security Partnership in Urban Planning and Design in the federal state Lower Saxony from 2005 to 2015	8
9	Governance Network of the Security Partnership in Urban Planning and Design in Lower Saxony	9
10	Location of the Linden-Limmer district in Hannover	11
11	Areas surrounding Gilde Carré	12
12	Ihme-Zentrum 1975: the dream	13
13-14	Ihme-Zentrum: the reality	13
15-16	Küchengarden	14
17	Old Brewery	14
18	Crime data map – criminal activities and police-relevant incidents around Gilde Carré in the year 2010	15
19	Crime perception around Gilde Carré 2010	16

20	Gilde Carré urban planning	16
21	Community approval	18
22	Frontal Facades	18
23	Semi-private spaces	19
24	Public spaces	19
25	Housing units in front of Ihme-Zentrum	20
26	View of Ihme Zentrum from the housing units	20
27	Location of the Herrenhausen-Stöcken district in Hannover	22
30	Herrenhäuser Bunker	23
31	Herrenhäuser district	23
32	Crime map of Herrenhäuser Market	24
33-34	Herrenhäuser Market – Plans and results	25
35-36	Herrenhäuser Market – Model and construction of the 2 nd Phase	25
37	Herrenhäuser Market – Lighting in garage for cars and bikes	27
38	Herrenhäuser Market – Public space and ground floor	27
39	Secure and controlled entrances of Herrenhäuser Market	28
40	Semi-public and private open spaces of Herrenhäuser Market	28
41	Semi-public and private open spaces of Herrenhäuser	29

Market

42	Semi-public and private open spaces of Herrenhäuser	29
	Market	
43	Location of Langenhagen in Hannover Region	31
44	Site of the project Eichenpark Langenhagen	32
45	Eichenpark Langenhagen – Sketch of the cluster 1 with	33
	the critical areas	
46	Urban primary prevention chain	34
47	Eichenpark Langenhagen – Complete layout	35
48	Eichenpark Langenhagen – Layout cluster 1	35
49	Eichenpark Langenhagen – Proposal cluster 1	36
50	Eichenpark Langenhagen – Proposal cluster 2	36
51	Eichenpark Langenhagen – Proposal Cluster 2	37