

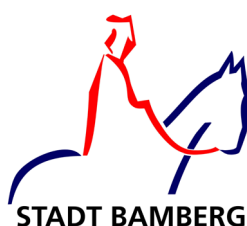
# City of Bamberg Conversion of the U.S. Military Base

ULI Germany Technical Assistance Panel

November 2015



*Photo: BAMBERG Tourismus & Kongress Service*



# About the Urban Land Institute

**The Urban Land Institute is a member-based, global research and education institute (NPO) with over 38,000 members,** dedicated to the open exchange of issues regarding sustainable development and urban land usage as well as topics spanning the real estate industry. Its mission is to continually improve the urban quality of life and economic environment as well as the innovative power of municipalities through unfiltered dialogue with the public and private sectors. For over 75 years, the ULI has been held in high regard for its progressive research into high standards of sustainability in regional planning, urban development and real estate.

Founded in 1936 in Washington, D.C., the ULI, which provides a multidisciplinary forum for real estate managers and specialists, is now present in 82 countries.

## Connect

The ULI connects executives and thought-leaders from private real estate and the public sector in order to share best practices and open up new avenues of cooperation and exchange.

## Learn

The ULI continues to further its subjects of concern through applied research, various publications (from fundamental work to hands-on case studies) and constructive dialogue. Current solutions to questions concerning urbanisation, sustainable urban development and innovative realisation concepts are drawn from the ULI's rich store of knowledge.

## Share

ULI members freely convey and share their knowledge and expertise in mentoring and advisory programmes. Within the context of our mission, 'Giving back' refers to our ULI members making a valuable contribution towards the sustainable and future-oriented development of our urban spaces and living environments.

# About Technical Assistance Panels

## Connect – Learn – Share: Give Back the ULI Advisory Services programme

The ULI Advisory Services programme relies on the volunteer work of ULI members who contribute their expertise to assist communities in complex issues surrounding urban development: The comprehensive repertoire of services includes tackling challenges concerning the transformation and revitalisation of urban districts or quarters, the implementation of conversion measures, redevelopment of brownfields or the assessment of development potentials, to name just a few examples.

Technical Assistance Panels (TAPs) are an important part of the ULI Advisory Services programme; they are flexible and independently organised by the local ULI councils. Each panel is made up of highly qualified professionals who are selected based on their knowledge and experience in the relevant field and tested for their objectivity. The interdisciplinary committees enable development issues to be viewed on a holistic level and for recommendations for action to be devised which illustrate the challenges and potentials of the underlying situation without serving vested interests. Every panel is chaired by respected ULI members who have extensive experience with ULI panels.

The structure of TAPs can be flexibly adapted to work-related issues. They are organised in one- or two-day formats, during which time panellists gather a deeper impression of the local situation through site tours, interviews and open Q&A sessions with project managers. Based upon these findings, the panel then holds a closed workshop and draws up a set of concise and results-oriented recommendations for action, which are then directly presented to the officials in each community. The results can also be summarised and processed in a report.

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[uli.org/programs/advisory-services](http://uli.org/programs/advisory-services)

# Acknowledgements

**The ULI would like to thank all those involved,** particularly the representatives of the city of Bamberg – notably Lord Mayor Andreas Starke – for their active cooperation. For their assistance in preparing and carrying out the TAPs, we thank the representatives of the Office of Strategic Development and Conversion Management Harald Lang and Alexander Schenk as well of the Economic Development Commission of the City of Bamberg, represented by Ruth Vollmar. Horst Feulner (Bamberg Congress + Event GmbH), Werner Kühorn (Property Management), Daniela Reinfelder (City Councillor of 'BUB'), Klaus Rubach (STWB Stadtwerke Bamberg GmbH) and Ursula Sowa (City Councillor of 'GAL') supplied the panel with useful, knowledgeable information: Our heartfelt thanks for everything!

A warm word of thanks also goes to our panellists, as well as the panel chairs, Professor Christiane Thalgott and Bernhard H. Hansen. You have supported us in achieving our mission through your voluntarism, providing local communities with your expertise and experience in dealing with complex challenges.

We hope you were able to draw positive impressions from the joint collaboration and thank you for your service.

The panel hopes to have expressed the development potential of the conversion sites and the city of Bamberg.

Think big! Think new!



*Fisherman's village Klein-Venedig (Little Venice)*

*Photo: BAMBERG Tourismus & Kongress Service*

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# ULI Panel and project team members

## Panel chairs

Professor Christiane Thalgott, Former Director of Urban Planning and Building Department in Munich

Bernhard H. Hansen, Chair, Advisory Board ULI Germany

## Moderation

Claudia C. Gotz, Executive Director, ULI Germany / Austria / Switzerland

## Panellists

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## Project Managers ULI Germany

Claudia C. Gotz, Executive Director, ULI Germany / Austria / Switzerland

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## Representatives of the City of Bamberg

Conversion Project Managers

Andreas Starke, Lord Mayor of the City of Bamberg

Harald Lang, Strategic Development and Conversion Management

Alexander Schenk, Strategic Development and Conversion Management

Ruth Vollmar, Economic Development Commission



Internal workshop  
Photo: ULI Germany



# 1. Introduction

**With the withdrawal of US forces in 2014**, the city of Bamberg faces the challenge of giving the vacated site, which was once used for military purposes, a new civilian use. A so-called 'Turbo conversion', which takes into account both the interests of the citizens of Bamberg and the need to meet severe housing demand (accommodation of asylum-seekers) and which offers rapid implementation opportunities, was originally planned. The conversion site measures approx. 450 hectares and accounts for approximately 8 per cent of the urban area (see Fig. 1).

## Data and facts

Total area of conversion site: 450 hectares

**Airfield:** First conversion measurement, approx. 89 hectares

- Operation currently based on a licence agreement between the City of Bamberg, BImA and Aero Club
- Operational organisation in future by StvP GmbH and Aero Club

**Barracks**, approx. 190 hectares

- Previous use: Apartments, single-family homes, troop usage, sport, administration
- Future use originally planned: Residential, non-intrusive commercial use (e.g. offices, services), sport, leisure, basic equipment, possible use by federal police
- Possible restrictions: Contaminated areas, noise emission, federal/state requirements

**Firing range**, approx. 21 hectares

- Suitable for commercial purposes in future
- Possible restrictions: Contaminated areas, nature conservation

**Ammunition depot 'Muna'**, approx. 140 hectares

- Current evaluation of commercial use, decision on arrangement of the land-use plan
- Possible restrictions: Contaminated areas, nature conservation, water protection

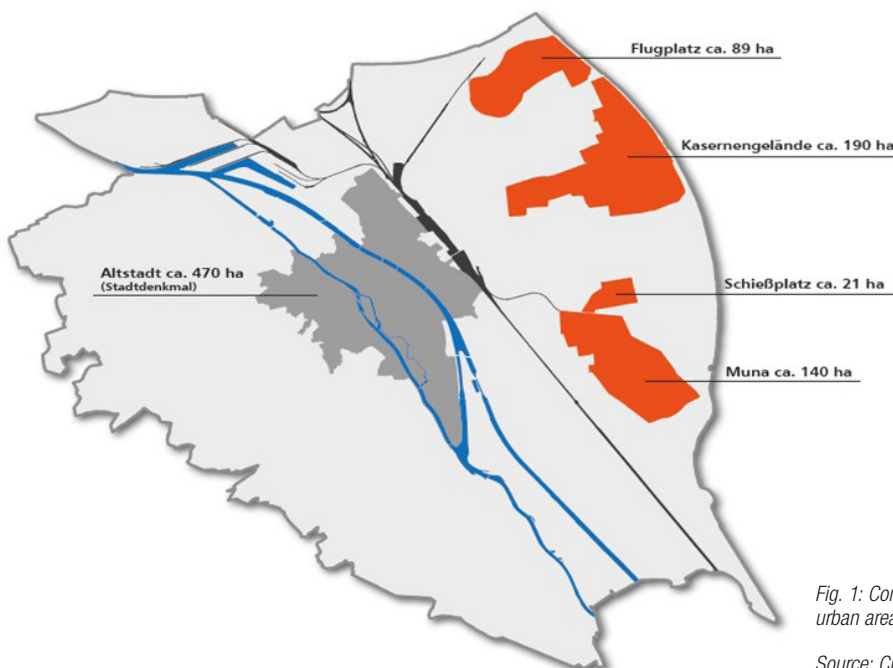


Fig. 1: Conversion spaces in the urban area of Bamberg

Source: City of Bamberg.

## 2 Goals

**The conversion project offers the opportunity to give Bamberg East a new image.** The City of Bamberg's active role is required here to counter the emotionally charged debate on how to develop the area in the future with an innovative vision.

There are two key questions for the City of Bamberg in regards to the conversion of the area, from which the ULI panel's expertise was drawn upon for answers:

1. Purchase of land:  
Is it worth it to purchase the entire barrack site, or it is better to purchase and develop it in parts?  
What is the approach taken by the City of Bamberg towards purchase negotiations?
2. Economic and social development:  
How can the conversion contribute to the economic and social development of both the new district and the entire city?



# 3 Framework conditions

## City of Bamberg

The city of Bamberg is a regional centre of Upper Franconia with around 73,000 inhabitants. It stands out thanks to the beauty of its historic old town (UNESCO World Heritage Site), its tradition of gardening, and its brewing traditions. Day-trippers dominate the tourism scene. As a college town and an automotive supply industry hub, there is potential to establish innovative industries at the site.

## Description of subdivisions

The barracks are divided into two subdivisions, separated by the *Berliner Ring* (Fig. 2).

### Lagarde Barracks

The Lagarde Barracks form a central component of the site's conversion area, whose monumental-like brick buildings dating back to the Imperial era should provide space for arts and culture, a digital start-up centre and IT centre, for example. Measuring around 21 hectares, this site offers a wide range of potential for the development of an urban mixed-use neighbourhood; the heart of the development is the cavalry's former riding school, potentially to be used by the world-renowned Bamberg Symphony. The former administration buildings can be used for a hotel and university faculties. The former stable building separates the site from radial arterial roads and frames the quarter. High costs are associated with maintaining the vacant buildings. Protecting the buildings from frost alone costs approximately €50,000 per year.

A single bridge connects the areas over the Berlin Ring. A large sports hall and extensive outdoor sports facilities are located directly behind this.

### Warner Barracks

The former buildings of the German Armed Forces, the Memorial Park with a prestigious building which has served as a church, mosque and synagogue, as well as the former high school – which accommodated 700 students and is equipped with sports facilities and a large kitchen – are all located east of the sports centre. The central area of the Warner Barracks is intended for use as a training centre for the federal police. The Pines Family Housing Area on the northern edge of the former tank and artillery barracks is being developed by the city of Bamberg (Stadtbau GmbH) for affordable housing, with first occupancy set to take place at the beginning in February 2016. The airfield as well as the golf course shall continue to be used as usual. Owners of the 150 units of the so-called NATO-Settlement have already taken possession. The costs arising from development amounted to approx. €250,000. The arrival and departure facility (ARE II) is currently located in the Flynn Housing Area.

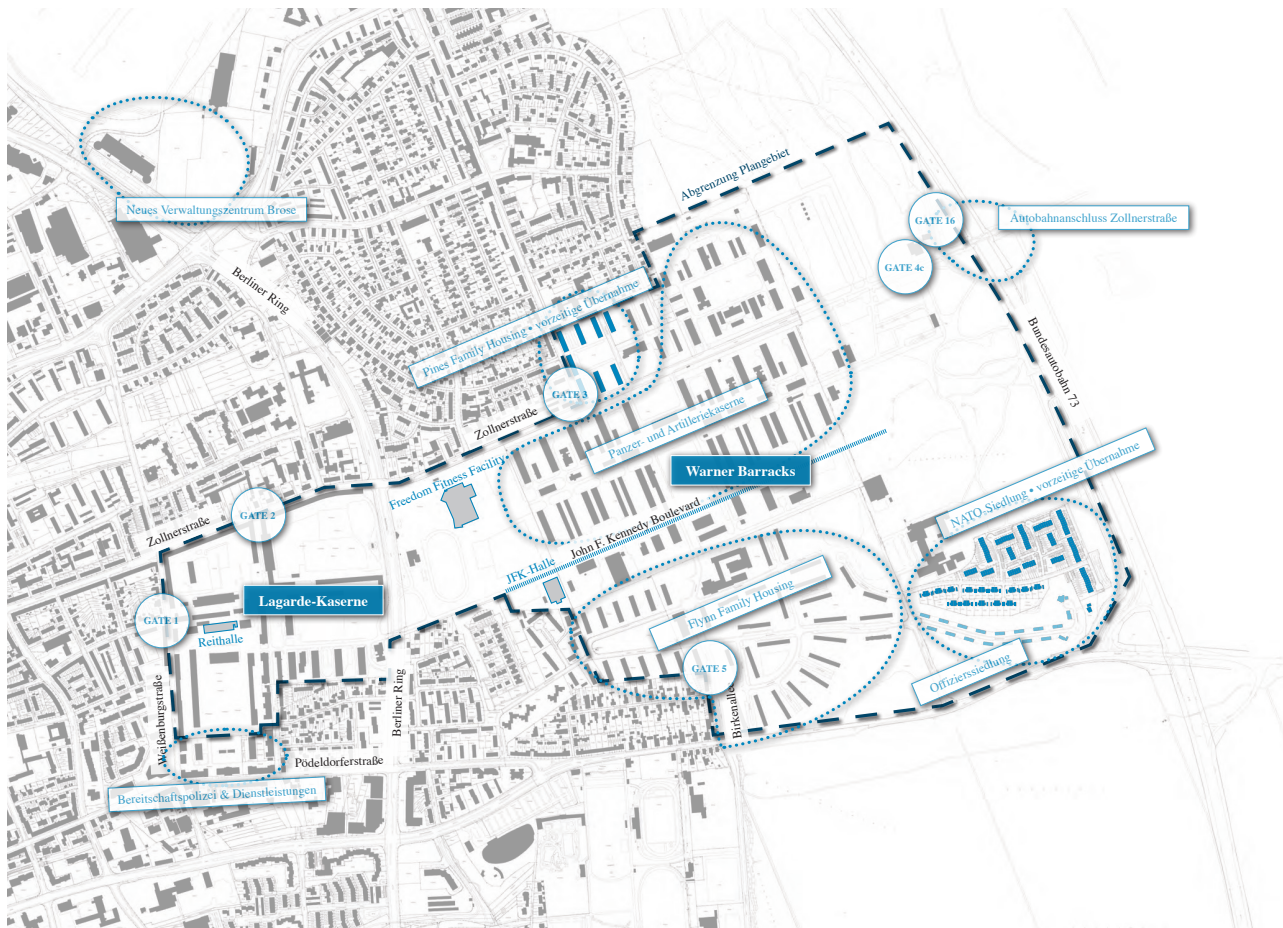


Fig. 2: General plan of conversion areas, Source: City of Bamberg.

## Ownership structure / status quo of purchase negotiations

The city of Bamberg is currently developing the eight buildings of the former 'Pines Housing Area' as residential properties through Stadtbau GmbH. Part of the former military area's buildings has been made available to refugees to stay through the ARE II.

The so-called NATO-Settlement on the eastern edge of the Warner Barracks was privately built and rented in its entirety to the US armed forces. After withdrawing in 2014, the buildings were returned to the owners.

The other barrack areas are owned by the Bundesanstalt für Immobilienaufgaben (BImA). In the context of the urgent need to house refugees as well as to construct a training and continuing education centre for the federal police, the divestment processes of the redevelopment sites were deferred. To be able to purchase and develop parts of the barracks, a release declaration based on the BImA's specifications for land-specific and building-specific

spaces is necessary. The City of Bamberg expects soon to be able to expediently resume purchase negotiations.

## Contaminated areas and development costs

The public development of the buildings is associated with high costs. The buildings were subject to American energy and utility standards. The buildings which house the refugees were developed externally; the city made up-front financial concessions (approx. 1 million euros). The Lagarde Barracks are also not developed according to German energy standards; moreover, there are water supply problems. An investigation revealed bacteriological contamination including legionella bacteria; the canals have also been penetrated densely by roots. The buildings are currently kept warm at the BImA's expense. The absence of documentation on the site's infrastructure complicates cost estimates. So far, only a preliminary investigation of contaminated sites has been carried out; potential inspection costs and restoration costs could place

significant strain on the conversion project. Suspicions of site pollution are based on the potential presence of harmful substances resulting from the existence of warfare agent deposits in the ground or caused by vehicle equipment. Significant concentrations of DDT were measured in the buildings.

## Planning and goals of the City of Bamberg

Regarding long-term use of the site, no detailed development plans exist from the City of Bamberg which specify the urban framework plan and supplement economic aspects.

The city has defined three main components for the future development of the economic centre: the further development of the university, the automotive supply industry and the health sector. The 'soft' location factors should be further developed. In this case, the city has two approaches: link the city with the university as well as fuse urban development and culture together in order to remain attractive to companies as a centre of attraction.

The city is currently growing by 300 to 400 inhabitants each year. Citizens had moved to the region's surrounding areas due to high land/property prices, but are now returning to the city. In addition, the number of students has increased significantly during recent years.

## Current development (As of 20.11.2015)

From 2011 to 2015, an urban development framework plan was developed in the context of a dialogue-oriented evaluation process and was integrated into the existing city-wide urban development concept in an updated plan. As part of this process, six planning offices worked side by side in a dialogue-oriented competition. The planning offices regularly presented their provisional results in information sessions at which citizens could express their ideas and wishes for the site.

Two winning designs arose from the competition: For the area west of the Berlin ring (Lagarde Barracks), Pesch & Partner was chosen, and for the area

east of the Berlin Ring, the Munich-based office Morpho-Logic was selected. Using the results, an urban master plan, which provides a vision for the site in 2035, was developed. The master plan should also be used to develop planning legislation. One of the master plan's key points is the development of a Lagarde Campus.

The inter-authority conversion department is structuring/organising the conversion. According to the city, initially no municipal project development company should be established.

Around 1,200 refugees currently live on site in the arrival and departure facility (ARE II) (as of December 2015). In the future, the capacity of the ARE II is to be expanded to 4,500 individuals; all the residents come from the Western Balkans and have little chance of being able to stay.

The federal police shall open an education centre on the conversion site. From September 2016, 700 police candidates shall be trained here to begin with; by 2019 during peak periods at least 2,200 recruits are expected. Approximately 500 jobs will be created in administration and education. The former high school will be made available to the federal police; initially the facility was to be used as a Montessori school. The federal decision to expand the ARE II capacities and to establish the federal police training centre were reported to the city at short notice. Specifications for the focus and structuring of the site's development are thus provided. These conditions can also be seen as positive in the case of the meaningful, sustainable structuring of the training centre; furthermore, the existing building stock can be sustained through the direct reuse or temporary use of the building. The plan is to develop the site from the Lagarde Barracks' urban quarter towards the outskirts.

## 4 Potentials and challenges

### Future perspectives and vision

The panel is missing a specific city-wide perspective for the future (Vision Bamberg 2030) and thus also a guide on which the conversion is to be oriented in terms of future development goals. Both the profit and results-based approach to the development of conversion areas must contain detail-oriented development objectives as well as assessments of their economic feasibility. No such plan (with a business plan) currently exists.

### Form of organisation

To implement a project of this size and complexity in accordance with the plan, additional skills and resources are required to enhance the capacity of the Office of Urban Development and Conversion Management. Special skills are needed in terms of implementation – for example, for the purchase negotiations, dealing with polluted sites, and the marketing and sale of the building. An independent development company can support the city in taking a clear and strong position vis-a-vis federal and state governments. No discussion on equal footing is possible, partially because of the still non-binding urban development plan as well as the vaguely defined plan objectives. External service providers may advise the Office of Urban Development and Conversion Management with well-founded expertise and effectively oppose the organisational body of BlmA. Responsibility must be transferred to a separate company. Best practice examples include the Mannheim Solution, the Mainz Model or HafenCity Hamburg GmbH.

### Education

Alternative educational institutions (such as Montessori schools) and international schools can help make the City of Bamberg more attractive, especially in terms of its residents. The nearest international school is in Erlangen. Music schools and day care centres are also of fundamental importance to the city's future.

### Site development

One of the key questions revolving around the conversion is the issue of missing development details. The existing service connections, among other items, do not meet German standards. The water supply is not up to standard, the entire pipeline network must be redeveloped, and up until now there has been no possibility of measuring the energy consumption of individual households. Developing the site will be an enormous task as long as there is no infrastructure concept. Furthermore, some of the streets must be provided with walkways. In summary, investments in the millions are required and must be incorporated into a business plan.

### Costs and profit

For the conversion, a special budget of €40 million was created in consultation with the Government of Upper Franconia. Due to the difficult development situation, constructing new buildings may make more economic sense than redeveloping existing buildings. Even in the case of gradual development, in the first phase various uncertainties in terms of costs still exist, above all because it is not possible in the first phases to go into the market with the highest prices. The panel experts did not account for a business plan here. Without an 'exit strategy', the City cannot determine a purchase price. Moreover, the cost of remediating the BlmA can only be borne for a period of three years; after this period, the land owner must pay the costs of the redevelopment measures.



### Education, university, economy

The leading sectors of the business location are not currently offered by the university. Expanding course offerings in technical areas would be extremely useful, as it also favours the creation of new economic clusters. The president of the university currently envisions a new spatial orientation or an expansion. The expert panel recommends establishing a digital start-up centre directly next to the computer science faculties, since being closely located to the university is a critical success factor for spin-offs.

The experts believe the Lagarde Campus will make a useful research location, also in terms of expanding existing services such as an education in mechatronics: Need for this is created through the existence of local automotive supply companies.

### Development of the Lagarde Barracks

The City of Bamberg proposes a medical centre, creative centre and digital start-up centre for the future development of the Lagarde Barracks.

The City of Bamberg plans on giving part of the site to the Bamberg Start Up e.V., which should further develop it. The area should provide space for artists and creatives. Little evidence exists in terms of quantification of start-up environments. The Economic Development Commission drew previous conclusions based on workshops with key individuals who cannot speak fully on behalf of the start-up scene. The quantification of potential is missing here; moreover, the focus is on companies that are already established in the city.

### Convention and trade fair industry

The further development of the convention and trade fair location Bamberg offers an interesting opportunity to develop the site. Synergies can be drawn between this option and the establishment of a training centre for the federal police (subject: security). Unfortunately, the location is far from the city centre, which is a clear disadvantage in this case. In addition, the hotel industry is an infrastructural must if a convention centre is to be expanded.

### Investor requirements

To make the site or conversion projects attractive to investors, uncertainties – such as the cost of remediation of contaminated sites and the sales prices to be achieved – must definitely be calculable. The current lack of predictability impedes investor acquisition. Other issues that need to be clarified for investments include planning of legal certainty (documentation, provision to safeguard existing standards, building permits), procurement building rights (leave open development opportunities) and the creation of certainty through a strong and reliable partner.



*Buildings in Bamberg  
Lagarde Barracks*

*Photos: Dr Karoline Keßler-Wirth,  
text & kontext, Bamberg*

# 5 Results and recommendations for action

**The two key issues raised by the panel** dealt with the question of purchasing land as well as the question of how the conversion shall contribute to the economic and social development of both the new district and the entire city. The panel has used these questions to prepare the following recommendations for action.

## Purchase of land

The committee proposes gradually purchasing partial areas of the barracks.

By purchasing the total area, the city of Bamberg would be taking on high economic risk, firstly because the cost factor (polluted sites and building site preparation) is not sufficiently clear and, secondly, because the earnings performance can still not guarantee predictable revenues. The price expectations of BlmA are not realistic for the aforementioned reasons.

If the city of Bamberg was to purchase only the Lagarde Barracks site first, it could significantly strengthen its bargaining position vis-a-vis BlmA. It would be the only potential buyer of further partial areas and have planning autonomy over the site. The BlmA would then have to be willing to compromise with the City of Bamberg in future sales negotiations.

## Economic and social development potential – Think big! – Think new!

### 1. Guiding principles: From great to small! **Think big!**

Detailed, city-wide future prospects for the development of the site are of crucial importance. Without a clear and overarching guiding objective, the specific potential of sub-areas cannot play out. The required housing provision calculation and the needs of future new branches should be incorporated into the concept. Joint orientation is also essential for integrating the new district into the entire city.

Furthermore, the development plan of the entire site must be developed before starting up operations.

The advantages of the city and its traditions should be incorporated in the design. For the city of Bamberg these include:

- Gardener city
- Military history
- Tradition in the art of enjoying life
- Tradition in the urban space

### 2. Create new economic clusters: **Think new!**

The panel recommends promoting the creation of new economic clusters in order, by having a range of sectors, to increase the location's level of attractiveness, create new potential, and create synergies between education and business. The panel views mechatronics, security, research, furnishing and/or procurement as possible new economic clusters. Potential methods for promoting the establishment of these technologies and industries are a School of Green City (garden city), a School of Advanced Technology (automotive) or School of Security (research for the safety and equipment of the federal police). These facilities may arise in cooperation with the new university facilities.

### 3. The new district as a university location

The panel suggests the City of Bamberg engage in intense negotiations with head university officials so that it can be a long-term fixture on the conversion site.

Many advantages are offered by relocating and newly founding faculties on the future Lagarde Campus:

- Room for spin-offs close to faculties
- Room for ideas, innovation and research
- On the city-centre location: Room for tourism, trade fairs and congresses as well as cultural events
- New form of collaboration with companies as an essential component
- Future issues and presence that extends beyond the university's current level of attractiveness

### 4. Development company

The panel unanimously advocates establishing a dedicated development company in order to successfully implement the conversion project. The company, which is to be entirely managed by the city, should support the City of Bamberg with specialist skills and additional capacities.

Another worthwhile supplement recommended is to incorporate a private company that is involved at the shareholder level.

The panel recommends a 80/20 division in implementing the measures.

80 per cent of the site are to be given to investors, and 20 per cent to be developed by the City of Bamberg using its own resources. The local authority must contribute to the implementation in a focused and process-oriented manner. Private investors can act as go-betweens. The city's task is to keep an eye on the question of market development and therefore also on the forecasts for the development of office spaces as well as forecasts for demographic population development.

## Conversion as a chance

The ULI Technical Assistance Panel views the conversion site as a great opportunity for the future development of the City of Bamberg. Final panel recommendations:

- Let the riding heritage live on!
- Let the site's character and the spirit of U.S. history live on!
- Benefit from the neighbourhood (garden city, potential for retailers, sports facilities)!
- Benefit from the preservation of cultural heritage and any associated trades!
- Build bike paths, expand bus routes, enjoy the forest and take advantage of the potential of commuters!



Aerial view of the Lagarde Barracks

Photo: Ronald Rinklef



# ULI Technical Assistance Panel Report



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