



**BUDA**  **PEST**

2030

LONG-TERM URBAN DEVELOPMENT CONCEPT

Summary

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on behalf of the Urban Development Department of the Municipality of Budapest Mayor's Office

Budapest Főváros Városépítési Tervező Kft.

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*View from the top of the Parisian Department Store // Photo by Bertalan Soós*

# Introduction

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The Budapest 2030 Long-Term Urban Development Concept is a comprehensive planning document that envisages the capital city's long-term development for over ten years taking into account its urban characteristics.

The global financial crisis in the late 2000s brought major changes in the economy and society, and also affected the life and development of cities. The ever shrinking possibilities compelled us to realistically rethink our objectives and to concentrate our resources in order to realise them.

To achieve our aims, we must adopt an approach to development which lays greater emphasis on the protection and sustainable use of our existing assets. Increasing importance is attached to a healthier, greener urban environment; reducing social inequalities; developing environment-friendly, energy-efficient transport; the smart management of urban areas and resources; and bottom-up initiatives that turn community energies and human capacities into active energy.

The Urban Development Concept consists of three main parts. Firstly, it summarises the results of comprehensive reviews and studies made about the capital in recent years categorised according to particular fields, which presents a kind of status report of the City. These provide the framework for the Concept. Secondly, it defines the general principles which must be enforced in all ensuing plans and decisions. The three principles of the approach are liveability, sustainability and equal opportunities. Thirdly, it outlines the main directions of the period until 2030 through 17 goals linked to particular fields, which include complex tasks and means affecting several areas.

The Urban Development Concept is a guidance document which aims to lay the foundation for medium- and short-term detailed development programmes that will attribute specific measures and processes to the objectives to be achieved.

This document is the summary document of the Budapest 2030 Long-Term Urban Development Concept adopted by the General Assembly under Decision Number 767/2013 of 24 April 2013.

The entire material of the Urban Development Concept is accessible (in Hungarian) from:

<http://budapest.hu/Lapok/Hivatal/Varosfejlesztes.aspx>



Skateboard Park on ErzsébetSquare // Photo by Áron Süveg

# Vision

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Over the next twenty years, Budapest has the potential to become one of the world's model cities in terms of its economic performance and innovation, the state and cultural achievements of its built and natural environment, and the opportunities provided for its inhabitants.

The successful cities of the future, however, will not be closed regional and administrative units, but the centres of economic, scientific and cultural force fields which contribute to the development of entire regions. For Budapest to become a determinative European metropolis, its existing resources must be used carefully, ensuring that these resources – renewed and expanded – will be at the disposal of future generations as well.

The city must devote particular attention to the interests of its people and provide them with ever greater space and opportunities to prosper. For this reason, the Budapest 2030 Long-Term Urban Development Concept aims to enable the capital city to react to the challenges of the coming decades in a well-prepared, intelligent and decisive manner. To this end, it is essential that the municipal leaders, the stakeholders of the city's economic, cultural and social life, and the residents all regard Budapest's future as their common cause and responsibility.

To achieve these objectives, Budapest's Urban Development Concept will provide the basis for the operational mode of a city which is liveable and sustainable, and ensures equal opportunities for all its inhabitants. These values must be consistently applied in all decisions affecting the development of the city.

## Liveability

Above all, people are the focal point of a city. Thus a liveable city must offer its residents, workers and visitors an environment and services which foster the enrichment of their lives. At the same time, a liveable city is also inclusive as it must ensure opportunities for progress to social groups in different stages of their life.

## Sustainability

The operation of a successful city is sustainable. This is more than an ecological criterion – it is a way of thinking and developing. Sustainability is a development process which satisfies the needs of the present without reducing the ability of future generations to cater for their own needs.

## Equal opportunities

At the same time, a successful city must also provide equal opportunities for its inhabitants in terms of economic possibilities, social and cultural services, and urban use. The basis of the equal opportunities is to ensure the realisation and synergy of individual abilities and community objectives, and, in order to achieve this, the city must provide adequate infrastructural support.



Pop-Up Bar on Margaret Island // Photo by Tamás Bujnovszky



## How was the Concept drafted?

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The Concept is based on an environmental analysis prepared as a result of a wide-ranging collection of data. This is the first time since the changes in 1989 that the functioning of Budapest's services, the structure of its society, its economic life and the status of the city's physical environment have been reviewed in such depth.

The findings and problems revealed in the situation analysis have laid the foundation for the goals of the Concept, then a strategic working group of municipal leaders established the development goals to guide the enhancement of Budapest in the coming period. The action plans for achieving these goals were also defined. The final concept was adopted by a decision of the General Assembly of the Municipality of Budapest.

## Who is it for? Who is affected by it?

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The Urban Development Concept was drawn up mainly for experts, decision-makers, and business and NGO representatives whose activities are related to urban development in some way. At the same time, this document determining Budapest's long-term development may be equally useful to anyone intending to set up a business, undertake research or start a family here. The action plans for achieving the 17 goals identified in the plan give a detailed picture of the priorities of the capital city in the coming decades, opening the way to initiatives that contribute to this.

In the most successful period in its history at the turn of the 19th and 20th centuries, Budapest was a place where the municipal leaders, the entrepreneurs working here and almost every citizen cared about both the city's present and future. These few decades were an outstanding era in the development of architecture, culture and science in Budapest. Currently our city faces other types of challenges to those a century ago, yet the key to the city's success still lies in the people living and working here being able to actively collaborate in its development.

Accordingly, the aim of the Urban Development Concept is to call on every person in the city to think and act together about all the goals that, given the opportunities available and the historic characteristics, may contribute to the renewal of the capital in the forthcoming decades.



*Academy Park // Photo by Tamás Bujnovszky*

# Goals of the Urban Development Concept

In the coming decades Budapest must create opportunities for the diverse lifestyles and activities coexisting here to find their place in the city and prosper side by side.

As the service provider and creator of opportunities for the people of Budapest, the Municipality requires partners ranging from market participants to individual citizens. The combined strength of all stakeholders can multiply the development resources and options for bringing projects to fruition many times.

**Budapest as a home (I)** is appealing if a healthy and attractive environment where personal ambitions are widely achievable can be created for the people living here. To this end, accessible services that operate properly and the targeted development of the built environment are required.

Creating such a built environment is a cornerstone of **community life (II)** as well because public spaces provide the venue for meeting and common experiences. Rankings of the liveability of cities usually also measure this, viewing cities as centres of creativity, entertainment, sustainable economy and environmental development.

The role of the location of any undertaking is vital to its success because of the available skills of the labour force, the regulation of the economy or the infrastructure and services present. **Budapest as a place to work (III)** will develop in the right direction if the city allows companies to thrive and exploits the values they create and their expertise.

**The city as a system (IV)** will be based on the cooperation of an increasing number of participants in the future. For this, in addition to the effective operation of the local authorities and transforming their participation in developments, there is a need for stakeholders outside the local authorities to understand and see the functioning of the city in a transparent way as well as the global consequences of certain decisions.

Just as the realisation of the Urban Development Concept requires a broad partnership, the development of the city cannot stop at its administrative boundaries either. Thus Budapest needs to develop **regional, national and international cooperation (V)** which strengthens its position and promotes the optimal regional division of resources and tasks.

The development goals contemplated for the city for the period until 2030 are presented in the following based on these aspects.

# I. The city as home

The infrastructure and institutions of the city not only provide the frameworks for housing and different services, but also indirectly structure the achievement of personal and communal aims, the satisfaction of lifestyle needs, the pursuit of the desired career, and the social, educational and cultural services on offer.

Quality of life is a key to the development of Budapest and plays an important role in forming opinions about the city, retaining its population and maintaining its competitiveness.

To enable as many people as possible to regard the capital as their home, Budapest must provide healthy environmental conditions, balanced human services and a flexible housing structure for its residents.



*LigetCenter office building, City Park // Photo by Tamás Bujnovszky*

## Healthy environmental conditions

Improving the quality of life in the city by developing green and biologically active cover, supporting sport and recreation, reducing pollution, reorganising the management of natural resources and waste, and balancing water management.

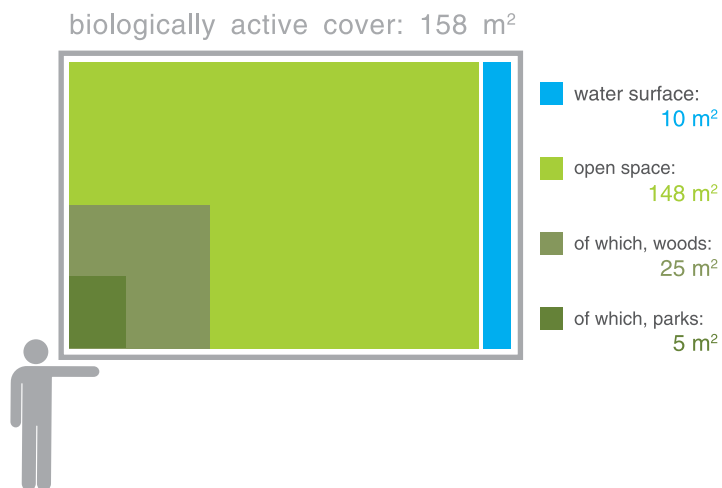
One of the most important parts of the quality of urban life is healthy environment, which has a pivotal influence on our health, and psychological and mental state as well as our performance. A good quality urban environment is vital to a city's attractiveness and competitiveness.

To ensure a healthy environment, it is essential to have an adequate amount of open space in our surroundings. At present 47% of the area of Budapest is considered to be open space. These biologically active areas and urban rivers significantly reduce the city's heat island effect, improve the humidity and movement of the air and bind air pollutants. In order to promote this beneficial environmental effect, it is therefore important to increase the proportion of Budapest's green belt and ensure its more balanced territorial division by the creation of new green spaces and the rehabilitation of the existing ones.

At the same time, an essential condition for maintaining good health is regular physical activity, and intellectual and physical relaxation. Thus areas suitable for pursuing sporting and recreational activities are crucial, whether they are for competitive sport, developing abilities or pleasure.

The cleanliness of the environment likewise has a major impact on the state of health of the city's population. In order to enhance the standard of living in Budapest not only are reducing sound emissions and improving air quality essential targets but so are cutting back the production of waste, curtailing polluting activities as well as rehabilitating polluted areas and improving their soil condition.

As part of the economical management of natural resources, the improvement of the condition of groundwater, the protection of surface water, the conscious use of water resources and the highest degree of wastewater treatment are among the urban development goals.



*Size of biologically active cover per capita in Budapest*

## Balanced human services

Developing transparent infrastructure for organisations and institutions appearing as partners that is accessible for all inhabitants in the areas of education, healthcare, social services and public security | Improving the standard of services, adjusting the links and overlaps between them.

The retentive power and prestige of the capital will also grow if the services offered by it satisfy the needs of as many of the users of the city as possible. The identity of the people of Budapest and their bond with their place of residence will be strengthened if their needs are fulfilled locally within a reasonable time.

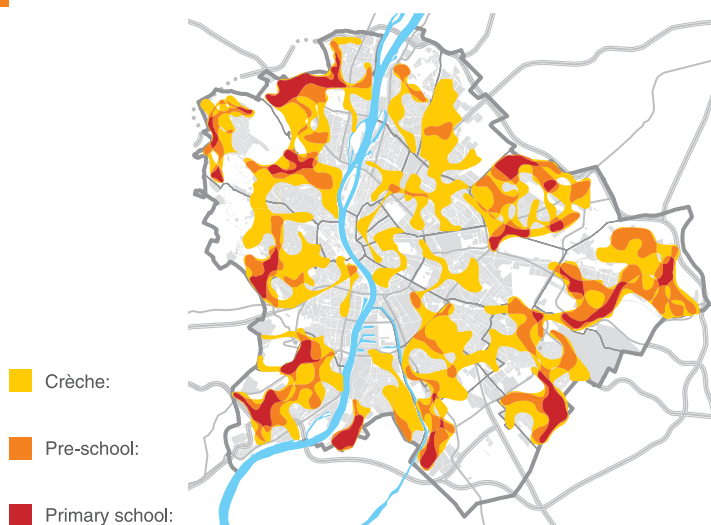
Urban development can promote this through a deliberate policy that supports the different generations and situations in life, ensuring that efficient and good quality services are available to everyone.

The aim in education is to support a high standard training scheme that serves the economy and can have a significant impact on the employment of the young generation. Another important task is laying the foundations for societal engagement and managing social problems.

Demographic and economic trends must be considered in developing the system, while preserving the current regional balance of the network of educational institutions and promoting the principle of equal opportunities as a top priority.

The focus of upgrading social and healthcare provision must be placed on prevention. In this framework, in order to improve the quality and efficiency of service, the Municipality needs to cooperate with ecclesiastical, NGO and market actors, broadening cofinanced services and the range of services provided on a market basis to satisfy additional needs.

Both as an expression of social responsibility and solidarity, and in the interest of mainstream society, it is important that the Municipality cares for groups requiring special attention or disadvantaged groups by operating a service scheme that provides aid and a network of care facilities.



*Areas requiring intervention in children's elementary education by institution type*

## Flexible housing structure

Updating the state and rules of use of the existing housing structure through the priority development of rental housing market | The realisation of housing projects adapting to the changing composition of society and working habits | Managing deprived areas

Housing conditions have a direct impact on the quality of life and health as well as on individual and inter-generational social mobility. The housing available in the city and region also affects the capital's ability to retain its population, social integration, and its attractiveness, competitiveness and economic performance.

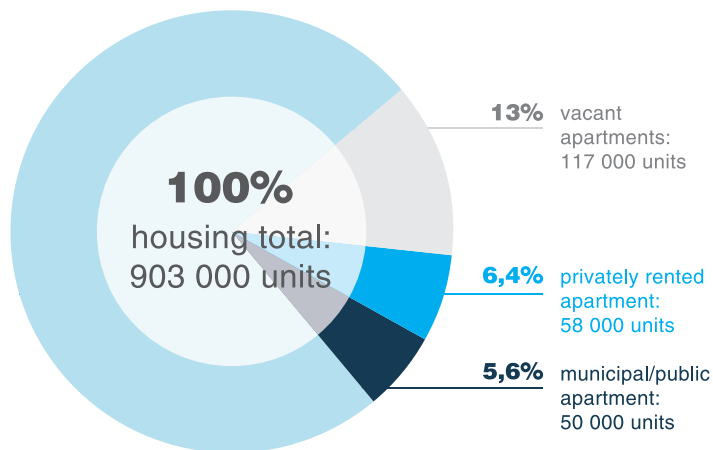
Although there is no shortage of housing in Budapest, the changing social and demographic composition of the population – ageing, changes in the economic situation and the household structure as well as international migration – poses challenges for the housing system in the capital city. Due to this, the available housing options are crucial for both the city's residents and people moving here.

Budapest needs to respond to the increased mobility by creating a far more flexible housing structure.

The rental sector in the capital is also in need of development and demand for dwellings with an affordable rent is likely to grow in the coming years. In response to this, the existing housing stock needs to be included in the stock of rental dwellings. Housing currently in local authority ownership requires renewal and new construction works, and a support scheme aimed at improving the affordability of home maintenance costs needs to be devised.

The physical and technical problems accumulated in Budapest's housing stock due to the lack of renovation impose serious burdens on owners, and resource-efficient refurbishments are imperative to resolve this situation. This would enable vacant dwellings to re-enter the market.

From the aspect of equal opportunities and balanced access to services, the renewal of inner city areas, building on vacant plots, and combining physical rehabilitation with social schemes to resolve the spatial concentration of social problems are urgently needed. The energy efficient refurbishments that are under way on housing estates must be continued and expanded by social and public space projects focusing on the area.



*Proportions of the rental housing sector and vacant apartments*

# II. The city as a public space

A city is more than the sum of its buildings and residents. The city is a public space that stimulates the meeting of people with different lifestyles, the development of common denominators, and the exchange of ideas and thoughts. The cultural life that has evolved in Budapest over the past centuries, which permeates and is engrained in the city's streets, squares and buildings, communicates and influences the most important values of Hungarian society.

For Budapest to become a socially sustainable metropolis, the Municipality must encourage its residents and visitors to act in the spirit of these common values and in the knowledge of these joint goals.

These values are an inclusive society, the conserved natural, built and cultural heritage, and cultural diversity.





## Preserving the city's individual character

An integrated approach to the management, rehabilitation and development of the natural and built urban environment | Extending the means of development, linking resources offered by the environmental heritage with the implementation of economic and social goals

A city's individual character and preserved history are qualities that are becoming ever more highly valued in Europe. A distinctive cityscape makes a place more attractive to both visitors and investors, thus strengthening its economic position as well. An environment that preserves bygone eras yet integrates the present inspires its inhabitants and bolsters local identity.

Budapest has a layered natural and built heritage that originates from successive historic periods and organically connects with the city's unique topography. This singular combination is evident in the protection afforded by UNESCO to the city's heritage areas of outstanding importance. The historic quarters of Budapest are integral spaces for today's city life that incorporate modern functions.

For our built heritage to be an asset rather than a burden in contemporary urban development, it is necessary to treat individual, urban structural and cityscape values as resources. In order to identify protected buildings and building complexes more precisely and to protect them more effectively, the Municipality must assume an initiating role. Development-oriented heritage protection must become an integrated part of urban rehabilitation projects. In addition to the role undertaken by the local authorities and the state, property owners must also be encouraged to duly preserve and treat the built and natural heritage as resources.

The city's distinctive urban context, set against the view of the Danube, provides a special backdrop for Budapest's architectural values. In order to protect the unique panorama of the Danube, every development must be assessed and judged in this framework. Similarly, our protected buildings acquire their true importance in relation to the surrounding public space and features of the cityscape. For this reason, efforts must be made to combine the renovation of buildings and related public spaces in the course of rehabilitation processes.

There are very few contemporary buildings or districts worthy of the city's most important architectural values in Budapest. In order to create a good quality new environment with individual character, detailed regional planning must be extended to cover a larger area so as to increase the chances of constructing large-scale metropolitan spaces.

To ensure that developments are implemented to a high standard, it should be compulsory that design competitors are held for major public developments.

The development of architectural culture is served by environmental education promoting the spread and application of contemporary architectural and urban values, which may also play an important role in the development of an environmentally aware approach among different age groups.

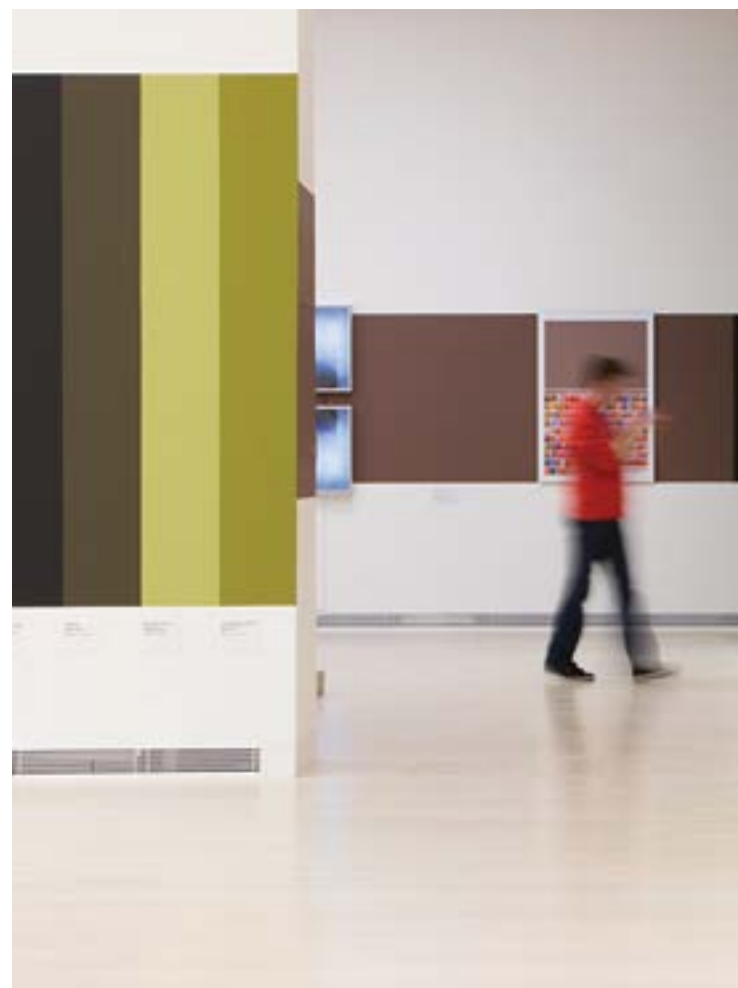
## Cultural diversity

Cultivating the cultural heritage constituting the main resource of the city's development as well as the creative sectors, and cooperation between civil society and local authorities by supporting the cultural economy, the multicultural environment and the multi-tier institutional system

A city's main resource is its cultural diversity. Built and intellectual heritage not only attracts visitors but also contributes to local identity and creativity. Culture is a strategic sector: urban developments with a cultural base have demonstrated in many situations that they are able, as the driving force of sustainable urban development, to simultaneously address social, economic and urban problems. Budapest is an attractive cultural medium, whose related cultural institutions – be they museums, galleries, festivals or archives and libraries – with the right developments can become a communication hub for ideas, inspiration and unique thoughts.

At the same time, Budapest's cultural institutions concentrated in the city centre provide unequal access for the differing sections of society. These services are balanced to some extent by local cultural centres, alternative venues for the arts, and microlocal projects which can react more swiftly to local needs due to their small scale and more direct contact with their audiences. Broadening the cultural venues' geographic and temporal availability also contributes to their social embeddedness. Integrating public spaces into the programmes of institutions, more flexible opening hours and supplementary information infrastructure (libraries and multimedia libraries) all help access to these locations.

The operation of the cultural institutions is also the capital's guarantee of diversity because they ensure exploration and interchanging between different ethnic and social groups as well as the most diverse branches and styles of culture and the arts.



## Inclusive, supportive and active society

Support of beneficial migrational and demographic processes for the city by promoting the coexistence and mutual reinforcement of different groups | Extending working lives, and creating the institutional and economic frameworks for changing lifestyles and social composition

Exploiting the mobility opportunities afforded by joining the European Union, Budapest must be more attractive for its current and potential residents than it has been in the past. The most important condition for this is for the Hungarian capital to provide the frameworks that enable the development and consolidation of an inclusive, supportive and active society.

An inclusive society brings opportunities for different social and age groups, and treats the coexistence of citizens and immigrants with different culture and abilities as a source of innovation. By virtue of its historic characteristics, Budapest is a multicultural city. This tradition can be sustained by helping people coming to the city unfold their knowledge, expertise and experiences to the fullest extent possible through incentive schemes and capitalising on their results.

At the same time, in order to retain its population, the capital must offer students and career starters competitive opportunities for development and personal fulfilment through the use of programmes encouraging the employment of young people.

Budapest's community energy also contributes to its inclusive character. Various forms of cooperation such as neighbourhood actions and civil movements create local social networks and cultural milieu which, apart from dealing with social problems, promote social integration, acceptance and the more intensive use of the city.

The Municipality must support such community initiatives because these increase social cohesion and responsibility.



Exhibition in the Ludwig Museum // Photo by Tamás Bujnovszky



# The city as a place to work

A sustainable city does not only receive its residents as a home and community space, but also provides appropriate working conditions. By minimising travelling between home and work and by providing an adequate transport and information infrastructure, the city can make a major contribution to the efficiency of work, to the enjoyment of free time and to the profitable use of time between the two.

The work processes in a sustainable city naturally complement each other, which can be strengthened by the coordinating activity of the municipal leaders. Budapest must offer sustainable working models. Through its attractiveness, economic diversity and the availability of a variety of expertise and knowledge, the city must ensure that the people of Budapest play a key role in the international division of labour.



## Compact city

Implementing an urban structure and utilisation of space bearing in mind economical and energy-efficient operation aiming to use and develop existing resources and values | Development based on short distances, walking and public transport

The sustainable city enables the rational use of available resources through a compact and mixed-use urban structure that gives priority to public transport, walking and cycling.

In increasing the compactness of the city, the natural and built environment and regulation respecting and protecting the city's individual character are of key importance. One of the goals of this is to prevent urban sprawl by making districts of the city where infrastructure is already in place the target of developments instead of building on ecologically valuable, irreplaceable areas of green belt.

Relations between urban areas need reinforcing to create coherence in the urban fabric. Developments to resolve major infrastructural obstacles such as railways and motorways and to absorb them into the urban context can do much to eradicate the isolation of marginalised parts of the city.

It is Budapest's interest to concentrate new urban development on brown-field areas, thus allowing these sites to interconnect once more with the rest of the city.

Existing and potential centres in the city also require strengthening through regulation by developing a network of sub-centres as easily accessible transport nodes which include both workplaces and dwellings. An important characteristic of these centres is varied functionality, where multiple, different activities are accommodated hand in hand without conflicts.

Appealing centres that entice people to stay and offer a quality environment are essential because only such places can become vibrant, well-functioning scenes for urban life.

Bolstering the sub-centres will contribute to reducing daily transport requirements. In 'the city of short distances' workplaces are located in an integrated manner near dwellings, which will cut journey times.

Shortening distances between homes and workplaces alleviate the burden on crowded areas of the city, which in turn will lower the maintenance costs of the built and natural environment in these areas. Reducing the length of the journey releases time, which can be spent usefully as leisure during the working week of citizens, and may improve social and family bonds and contribute to enhancing neighbourly relations.

## Intelligent mobility

The integrated development of the modes and regulation of transport and travel patterns that aims to promote community mobility and the mixed, in particular pedestrian, use of public spaces, and to lower per capita movement needs by restructuring the urban fabric

Transport in Budapest is sustainable in the long term if its operation becomes more economical and its infrastructure is gradually developed while the majority of the journeys in the city are made by using environment-friendly transport modes.

The key to intelligent mobility is a high standard, well-organised, integrated public transport network covering most of the city. Although Budapest's transport network is very rich and diverse, a major task is posed by linking considerable parts of the city comprising sparsely populated areas with few buildings and development zones by public transport.

Priority will be given to developing environment-friendly track-based modes of transport and extending the network to new areas.

Increasing the coverage of public transport may be helped by integrated shipping and rail transport, which may contribute to lowering the environmental burden caused by both travel within the city and commuting between the city and the urban agglomeration.

Creating seamless passenger transfer between transport modes will also be a key feature of the developments in the coming decades.

To make public transport an increasingly realistic alternative for motorists as well, its appeal must be increased. This involves improving the quality and reliability of services, raising the standard of comfort of vehicles and stops, and establishing an adequate system of passenger information.

In addition to public transport, individual mobility will always remain an important factor in the city's transport. To tackle the problems of travelling by car, the inadequacies of the road network must be eliminated. This means constructing new bridges over the Danube, developing radial links around the city, and creating spaces for off-street parking.

A considerable part of the road network needs to be made cyclist-friendly in order to encourage the spread of cycling.

Alongside this, pedestrian traffic must also enjoy priority in the development of transport and public spaces. Promoting walking in many parts of the city may make a considerable contribution to good neighbourly relations and to helping the local economy and retail trade flourish.

# Knowledge-, skill- and green-based economic development

Supporting export-oriented economic, and research and development activities that produce high added value by creating the necessary institutional and service frameworks | User and environment-friendly development of the city's functioning | Including these values in the development of tourism

The principle of sustainability means sustainability in the economic sense as well. For the economy to develop continuously and to constantly renew itself, Budapest needs not only to retain existing jobs but also to create an environment which enables future generations to find a place here that satisfies their career needs and allows their knowledge, skills and abilities to be put to good use.

Thus it is imperative that the capital offers attractive learning, work, investment and recreational opportunities for both its residents and visitors.

In addition to maintaining its economic diversity, Budapest must make efforts to strengthen its knowledge-based economy, creating the right conditions for research, development and innovation. In its activity to stimulate the economy, the capital city must aid the specialisations of different stakeholders and the development of more intensive relations between the individual fields by creating economic clusters and incubators.

Enhancing cooperation between different economic operators, local authorities, and training and research institutes is of key importance. The aim of this is to establish flexible workforce training and re-training that is responsive to demand.

It is essential to create a platform to facilitate the location and foundation of undertakings, and for doing business.

Furthermore, the city must encourage economic operators to save energy, to switch to renewable energy and to be innovative, and in doing so gradually restructure the economy and allow the green economy to take root.

Budapest today is highly attractive for business and tourism, but tourist facilities and services require further development to strengthen the city's international position.

This means improving reception conditions and developing the airport link and general information supply on the one hand and, on the other, making better use of the city's unique resources by broadening the choice of museums, encouraging the public use of the banks of the Danube and raising the quality of service in Budapest's spas.

# IV. The city as a system

Whether we think of Budapest as home, a public space or the place where we work, we tend to only examine one segment of the city's life. Yet our personal lives and habits in almost every case are linked to systems permeating the whole of the capital. Thus changes in the city concern us all. Their transparency, the issues that can also be interpreted at an individual level, and involvement in operation are among the most important matters for the future governance of the city.

This requires decision-making and monitoring procedures which can create connections between varying development resources, complex operational processes, and individual, public and other initiatives. It also demands that an assessment be made of how the functioning of the city's ecological combination of its built, technological and natural environments can be optimised, of the existing resources that can be relied on and of the innovations needed.



*Óbuda Gas Works development area // Photo by Áron Süveg*



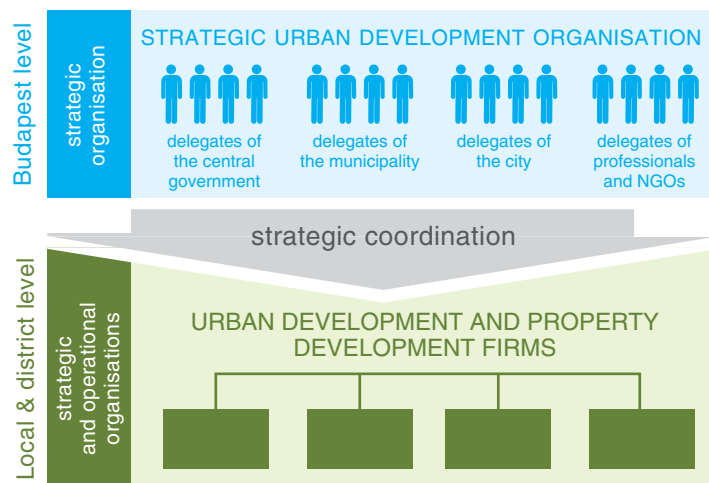
## Urban development as an initiating force

Establishing a coordinative, cooperative and incentive role through which the Municipality can guide the different interests, needs and ideas in urban development

After the change in 1989, the earlier dominance of the state in urban development disappeared. The restructuring of resources put market players, residents and access to European Union development programmes to the forefront. In this new situation the Municipality had a role of following rather than leading. For the development of Budapest to be balanced, unified and target-oriented, the Municipality needs to regain its role as an initiator harmonising the interests of players in supporting the efficient and value-creating use of resources and in encouraging economic, social and cultural initiatives. To implement this change of approach, institutional and resource restructuring measures need to be taken.

Managing developments in the capital city should be done by a strategic body consisting of state, municipal, district, professional and civil actors. This may provide the framework not only for preparation, project planning, coordination and control but also for the Municipality to play the role of a catalyst in urban development. By formalising development companies currently operating at a district level, a network in local authority, state or mixed ownership can be created which can direct actual projects in cooperation with the strategic body. An urban development fund needs to be established to create and manage the resources of the strategic body that will be able to ensure that the capital for the specified purposes is available in the long term.

Increasing the efficiency of the use of resources is of key importance. This can be achieved in part by reinvesting the added value generated in Budapest and improving the split-rate tax system and in part by the intelligent usage of the mainly European Union funds and integrated programmes of the 2014-2020 financial period, focusing on their spillover effect. In addition to reorganising the management structure, identifying and preparing key areas of development and creating a network of clusters for major economic projects are also important. The role of the initiator must also extend to encouraging investments as well as supporting entrepreneurial culture and innovation.



## Self-sustainable urban management

Independent economic governance based on existing property and resources which extends the Municipality's room for manoeuvre, introduces best practices, and encourages economic and social actors by acting with proprietary solicitude

To enable the Municipality's room for manoeuvre in an economic context to grow while European development funds are being reduced, retaining and attracting private capital is an indispensable condition of the self-sustainable management of the capital.

This is served by the Asset Management Strategy, which, for the first time since the change of regime, is putting the Municipality's assets in order and enabling their integrated management in conjunction with the city's services and with introducing the management approach. All this contributes to reforming municipal operation, where a new public service model must be created that is characterised by optimising resources as well as professional management and energy-efficient solutions.

In addition to improving operation, efficient asset management also targets the creation of added value and the concentration of the fragmented stock of assets. This will help in the preparation of projects and can generate sources of revenue to increase the Municipality's economic room for manoeuvre. The encouragement of the proprietorial approach and responsible management is of key importance for not only the public sector but also private capital. For this reason, it is necessary to devise a betterment tax policy which, in the case of private investments, will be able to create the proportionate burden sharing of public developments and at the same time shift the emphasis from short-term profit-making to long-term investments.

Energy efficiency in municipal management contributes to the country's environmental objectives as well as ensuring economical operation. Thus it is important that the capital's own developments should set an example for the market and create an economic environment where the renewable energy industry becomes attractive as an investment and area of innovation.



## Unified Budapest

Unifying the capital's operations and its development directions, and develop coordinated cooperation with stakeholders. | This enables the effective use of the economy, cultural heritage and other resources in order to build a strong capital

Budapest must satisfy diverse requirements. These include government plans, the requirements of the Municipality of Budapest and the 23 independent city districts as well as the intentions of market participants. Besides these, arising from the role of the Municipality, there is a network of close relations with the municipalities in the urban agglomeration and in the broader economic region.

Thus it is essential for the functioning of the urban system that the fragmented development policy that typified recent decades and took into consideration local and short-term interests becomes harmonised. This is the only way to assert the city's outward interests whether they concern obtaining funds or partnerships, or Budapest's role within the country or in the region.

To ensure this, there is a great need for the internal coordination of the two-tier local authority system in the fields of planning and management. Apart from restructuring legislation, this also means the creation of unified coordinating and negotiation procedures, and laying down concerted strategies. Based on these not only the internal processes but also relations between the Municipality and the municipalities in the urban agglomeration may improve significantly in the interest of reaching the common goals. Moreover, this may ensure that the interests of the city as a whole may appear in market developments as well, thus strengthening the negotiating positions of the local authorities and the public sector.

In order to create the unified city, research laying the foundation for long-term development, professional training and the institutional system for urban policy require improvement. In this way Budapest can provide access to professional innovations and be active in international professional and policy circles through its own materials and case studies.



Moorings, Batthyány Square // Photo by Aron Süveg

## Climate protection and efficient energy use

Creating environment and climate awareness in the built environment, in energy supply networks and in transport | Reducing emissions in developments and use, and raising awareness among social and economic participants

One third of Budapest's energy use and pollutant emissions can be linked to buildings and about 40% to transport. In order to ameliorate global climate effects, system-level changes are needed in several fields, where the decisions of the local authority, the market and residents are equally influential.

While reducing energy consumption, solutions to curtail external effects must be employed in the built environment from individual buildings up to the scale of urban development and infrastructure. By converting heat reflecting surfaces or heat emitting air-conditioning systems, or exchanging these for passive solutions, and increasing open space and using it in architecture, the heat islands that form in the summer may be reduced. Within the process of refurbishments and the construction of new buildings efforts must be made to ensure energy efficiency and to reduce emission values.

By adapting the legislation and introducing new technologies, the application of renewable energy sources must be promoted in local or nearby systems. The further growth of the city must be guided by regulatory and incentivisation schemes, giving preference to rehabilitating and developing brown-field zones and existing areas instead of allowing urban sprawl.

In the modernisation of energy supply networks, the further development of the existing systems and the application of smart solutions based on these must also involve new unexploited resources. The decentralisation of the energy supply must be effected by introducing smart measurement and distribution systems. This will enable the return and better distribution of energy generated by individual consumers, transport or local wind power stations. Changing over to renewable energy sources must be supported by utilising solid waste and waste water in energy production.



Renewing and developing the current district heating system could make this form of heating an economical, clean and energy-saving alternative following the western European model. In parallel, district cooling systems could be introduced using the same infrastructure to replace individual air-conditioning solutions.

In transport, through the combined use of urban development and technological solutions, the distances that need to be covered must be reduced. Based on the principle of polycentrism and by giving priority to walking and cycling, the city's climate and pollutant emission can be significantly improved. The development of community transport networks must be extended to new forms of transport in addition to public transport

such as shared-ownership hire cars for city use that are economical to run and other smart solutions. The integrated approach of transport interprets urban mobility together with public spaces, the economy and ecological considerations. The realisation of this provides a possibility for urban development in a complex system ranging from cycling to rail transport.

As the majority of the decisions affecting the climate are reached at an individual and community level, awareness raising in education and the introduction of information systems and other programmes are required. The consistent use of these and developing open participative systems will turn Budapest's society into an energy-conscious, responsible urban community.



*Transport alternatives at Nagytétényi Road // Photo by Áron Süveg*

# V. The city and its region

There are periods in every age that have outstanding importance for a city. These may be important because the possibility of dynamic progress is inherent in them or because most critical problems are concentrated in them.

Conscious urban development can only fulfil its role as an initiator successfully if it can assign goals to specific areas in efficient and prudent way. If we regard Budapest as not only an administrative unit but also a place existing in a geographic and regional context, many target areas for development of key importance can be found.

Some of these are rehabilitation zones whose reutilisation, apart from the efficient use of the existing resources, may also have a beneficial effect on the structural and functional operation of the city and may prevent the spread of further green-field investment that would have a harmful impact in the long term. The other zones determine Budapest's spatial links and may improve the capital's positions relative to the European network of cities. With appropriate regulation and establishing partnerships, investments targeting development may be concentrated in key areas, thus turning them into new influential locations in the city's future.



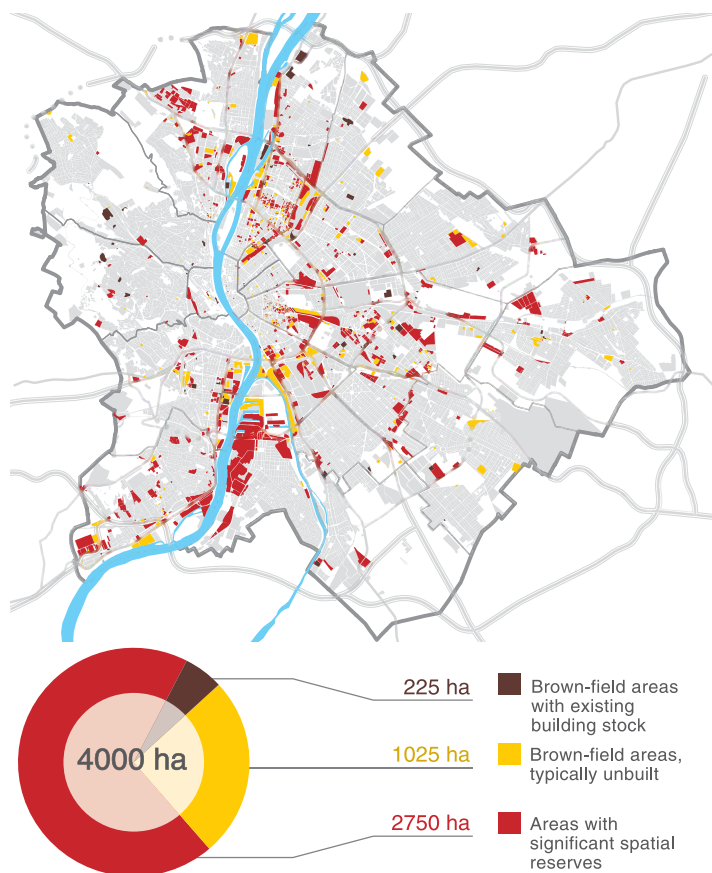
## Brown-field zone development

Giving priority to mixed use that adjusts to the existing consolidated land use and infrastructure, and developments integrated into the urban environment as well as devising the means required for their complex management

Budapest's brown-field zones are located in clearly identifiable and often coherent zones in former industrial areas, mainly in the transitional zone around the inner city and along the Danube. Their advantage is that they usually have good infrastructure characteristics and offer a varied range covering a large area near the inner city and the residential areas of green belts. Their disadvantage is their fragmented ownership and dilapidated state as well as the untreated pollution caused by the industrial activities.

These can be tackled by the concentrated use of development funds. Instead of diverse programme elements, brown-field zone investments must be supported through regulation, incentives and strategic projects. Changing functions in these areas must be promoted by transitional utilisation that may contribute to locating knowledge-intensive sectors based on green innovation. Large-scale, often resource-intensive rehabilitation projects can frequently only be implemented successfully through the active cooperation of stakeholders, and so a set of instruments and partnership organisations must be devised for complex spatial management. The existing infrastructure of the zones represents both a task and an opportunity. Their utilisation and further development is an economic interest which also provides an opportunity for linking the investments quickly and efficiently into the urban transport and utility networks. At the same time, the majority of railway premises are brown-field investment areas and their rehabilitation may involve rethinking Budapest's transport system from functional and ecological aspects.

The growth of green belt and environmental remediation must be supported by regulation, incentives and cooperation.



*Brown-field areas and areas with significant spatial reserves*

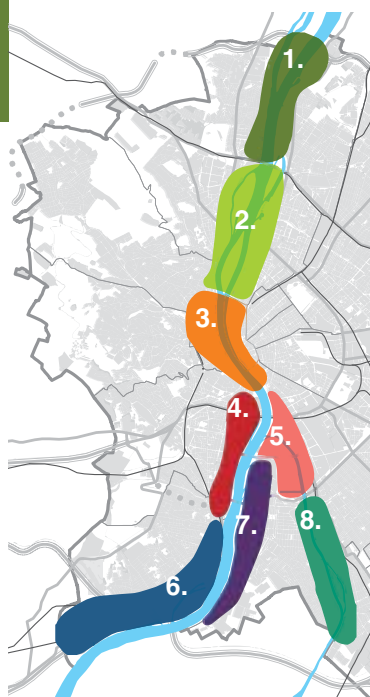
## The city living with the Danube

Implementing close integration of the river and the city, and extending the connection from the inner city zones to the brown-field and natural zones by realising varied functions supporting culture, recreation and the economy and developing infrastructure and services on the Danube

The Danube is of fundamental importance in the history, economic and cultural life and ecological balance of Budapest. In spite of this, most areas along the river are untidy and unworthy of a European capital. The Urban Development Concept envisages the diverse development of the riverside zones as well as the functional and architectural arrangement of the areas through the transformation of the river's infrastructure and transport links.

The main goal of the land developments is to preserve and enrich the ecological values of the river, and to arrange sections of the riverside with practical functions. Expanding the functions is based on eight distinct sections related to projects adapting to the different parts of the city. Their development can be promoted by land use strategies, settling property rights, supporting temporary uses and the combined involvement of other target areas such as brown-field zones along the riverside sections. It is particularly important that all developments should support the retention and protection of the Danube's ecological corridor and the natural sections and green zones alongside the river. A key objective is to improve the standard and range of available tourist and recreational functions and decentralise these, thus sharing the traffic loads imposed on the inner city over a longer distance and between more varied riverside services.

The goal of the infrastructural developments is to enhance the links between the different waterfront sections as well as to reduce the transport burden and exploit the possibilities offered by water transport. Priority tasks are to alleviate the dividing effects of transport routes and to restore links between the riverbanks and the urban riverside areas. In this context the development of footpaths and cycle ways along and towards the riverbanks, and linking the Danube islands to these are important. In addition to this, water routes must be better exploited both in passenger transport and in joining the European water freight transport network.



1. **North Budapest**  
sports, nature conservation
2. **Islands**  
tourism, recreation
3. **Buda Castle – Inner City**  
culture, promenade, tourism
4. **Újbuda**  
science, green economy
5. **Soroksári Road  
– North Csepel Island**  
residential, mixed-use
6. **South Buda**  
logistics, green belt
7. **Csepel Island**  
commercial
8. **Ráckeve  
– Soroksár Danube section**  
sports, nature conservation

Development target areas on the Danube



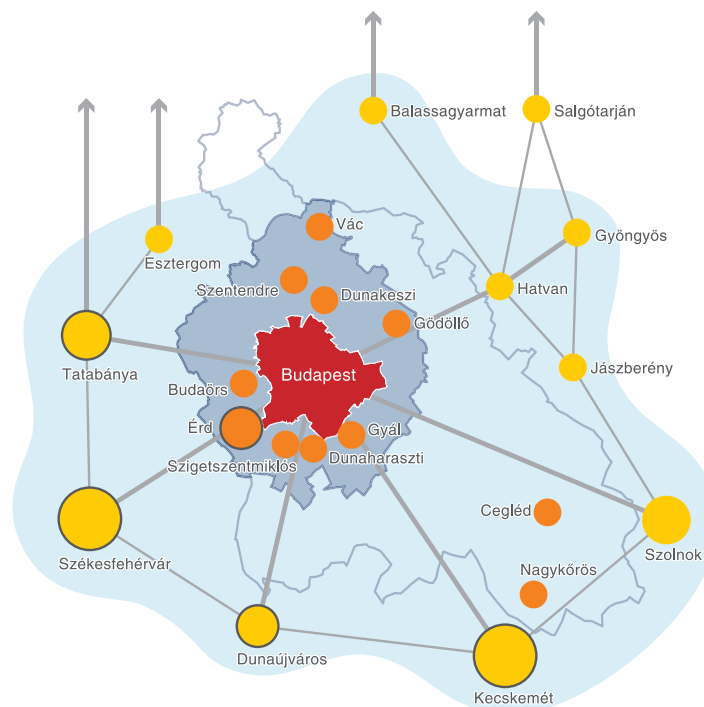
## Regional and national partnerships

Establishing partnerships between the capital city and its urban agglomeration, as well as the region's cities and towns, and the county in the interest of integrated development policy, coordinating economic activities that mutually reinforce each other, and infrastructure development

Budapest's development is inseparable from its regional environment and from the country due to its role as the capital city. Regional cooperation creates options to harmonise planning, development, and economic and social decisions. An extensive segment of regional cooperation is the economic area which goes beyond county borders and, together with other cities around the capital, creates a competitive intellectual and economic region in European terms. The coordinated development of this will create major opportunities for the municipalities of the wider area. Cooperation between Budapest and Pest county enables the regulation of the processes of the agglomeration based on sector and area, and may create a joint set of development instruments for the network of municipalities involved with each other in the daily division of labour. Creating associations between the capital's outlying districts and neighbouring municipalities creates the basis for the implementation of joint projects.

Apart from solving the inward and outward journeys to and from the urban agglomeration zones, developing the region's transport links targets inter-municipal relations and the integrated renewal of the different means of transport and their service infrastructure. In suburban rail transport, the number of transfers and accessible urban destinations can be significantly improved by combining regional and urban track-based modes of transport. Furthermore, bus and coach transport between the municipalities and feeding rail services can be developed in an integrated manner, and options for changing transport modes must be created in the municipalities in the region.

This does not only mean developing stations and P+R facilities but also setting up unified tariff, information and service networks. Other, currently underused areas of development in inter-municipal transport are cycling, which requires appropriate roads, and shipping, which requires mooring facilities and connections for passenger transfer.



*Budapest's unified economic relations and geographical network*

## Budapest's international role

Reinforcing Budapest's role as an interface and transfer node in west-east and north-south innovatory, economic, cultural and decision-making processes | Building international regional partnerships and local services with special attention to transport connections

The capital is the country's main interface with international economic, political and intellectual life but it fulfils an equally important role in the network of European cities. As the biggest city in the region positioned on the border of several geopolitical zones, Budapest can strengthen its international role through successful cooperation and effective mediation. An important element of the role of a strong European city is consolidating transport connections in addition to improving local economic and intellectual capacities.

Through an active and stimulating urban policy Budapest may be able to establish partnerships with other cities that bring genuine results in specific

policy fields or strategic areas. The target areas of economic development, strengthening areas able to produce high added value, and supporting research and development and innovation may make the city attractive to cutting-edge firms and institutions, while the knowledge brought by them will further bolster the local conditions. Budapest's cultural life is central to the city's tourism and business appeal, and thus the international integration of events held here can raise the city's profile both internally and externally. In tourism developments the standard and range of services must be improved significantly, and new areas and themes must be included which are relevant to the local civil and market environment as well.



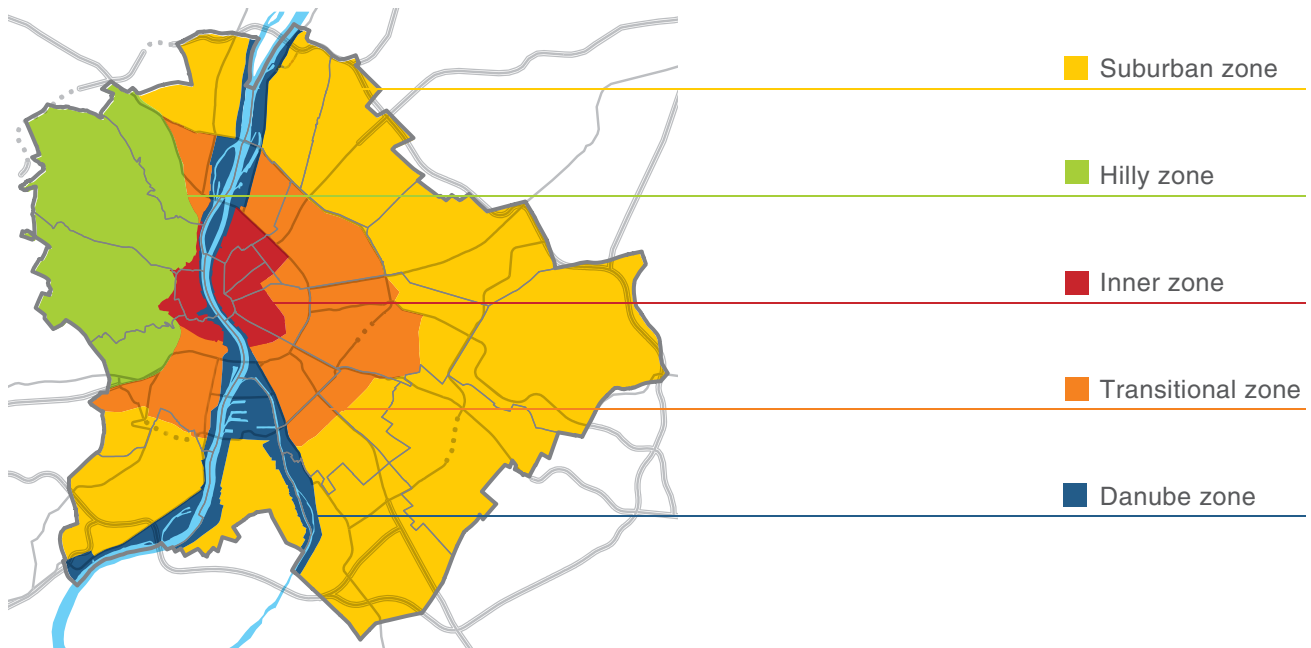
As regards Budapest's transport links, the express road network is of appropriate quality but there is a need to complete ring roads around the city, develop approach sections and solve critical traffic situations. Rail transport requires quality improvements and the capital's railway stations need refurbishment. As regards developing Budapest's air transport links, access to the airport from the city centre needs improvement while connections to national and regional express railway lines are required. Water transport is currently under-utilised. The introduction of good quality local services is necessary, and the objectives include establishing port facilities for international and local passenger traffic and freight transport, linking these and existing moorings with transport systems on the riverside.

# The spatial aspects of the Urban Development Concept

Budapest's Urban Development Concept includes general guidelines that are applicable to all areas of the city: the strengthening of the local culture and economy, encouraging climate-friendly developments, promoting the development of an inclusive society, and coordination and cooperation with state, local authority, private and civil actors are objectives to be achieved on a city-wide scale.

The Urban Development Concept, however, also considers location-specific tasks. In recent decades different areas of the city have

had to face different challenges, and in formulating responses to these the operation of the city as a whole and the local development opportunities have to be considered, as well as how these interconnect. While the Urban Development Concept presents Budapest's urban planning tasks based on its major challenges, these challenges take different forms in neighbourhoods with divergent characteristics in terms of urban structure, architecture, society and economy, and the empowerment of these parts of the city, or urban zones, demands differing means of development.



## Inner zone

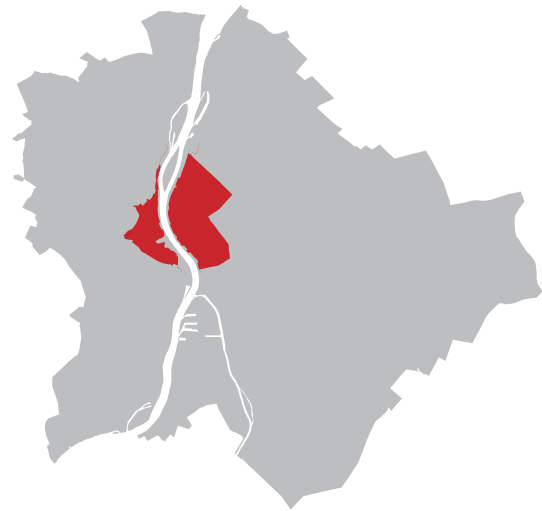
Budapest's inner zone is the best known part of the city. To enable the city to deal with its built heritage as a resource, it must respect its historic urban structure and architectural character, and contribute to its renovation and rehabilitation.

While preserving the compactness of the urban fabric is the goal in the city as a whole, more public spaces and green cover are needed in some inner areas to relieve the density and improve the quality of life there.

The obsolescence of official, commercial and institutional infrastructure in the inner areas of Budapest has led to the loss of some of their economic potential. Thus the development strategy must promote the economic recovery of the inner city areas, and must facilitate the upgrading of office buildings and the strengthening of retail trade, increasing its attractiveness and enhancing services in the city centre.

The proportion of open space in Budapest's inner city falls short of what is desirable but the use of land that has evolved allows little scope for any significant increase in open space. Therefore alternative methods are needed to increase biologically active spaces by establishing roof gardens, green roofs, allotments on vacant sites, pocket parks and new avenues of trees.

In order to improve the quality of life and work in the city centre, the burden on the environment needs to be considerably reduced.



Apart from restricting traffic, the dominance of public transport needs to be increased and the quality of public spaces improved, thus encouraging residents to walk or cycle from one place to another.

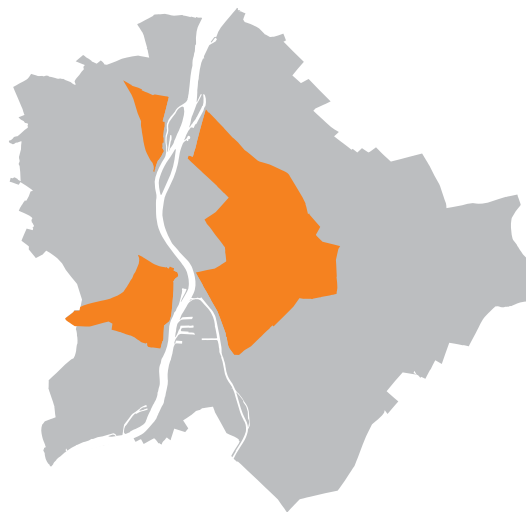
Inner city transport requires overhauling in other aspects as well. Transforming the HÉV suburban train network into a regional express railway and developing suburban rail transport would bring the inner districts into direct contact with much of the capital's urban agglomeration, while strengthening the role of railway stations as hubs would open up new economic potential. To consolidate the city's international positioning, a better connection is needed between the city centre and the airport.

## Transitional zone

The dense fabric of the inner city meets the more sparsely built peripheral areas in the transitional zone. Many social, economic and environmental problems are concentrated in the transitional zone, and this is precisely why this area is of key importance from the aspect of urban renewal. Here lie easily accessible areas of considerable size that are nevertheless under-utilised, and this is where there are the most opportunities to integrally connect the various transport modes to relieve the inner city.

Many brown-field sites are located in the transitional zone and building here would restore links between the inner and peripheral zones. Areas that are at presently disused could offer the right spaces for sustainable, energy-conscious building forms to become established in Budapest. Currently, the brown-field areas contain a large amount of biologically inactive cover. For this reason, it is essential that new developments create unbroken green open space, which may improve the quality of life in neighbouring and inner districts.

Budapest's transitional zone will also play a major role in creating a polycentric city. This zone has many potential sub-centres which could become important urban hubs by creating residential areas that can be operated economically and new workplaces with a modern outlook.



The development of sustainable transport is essential to strengthen these hubs. The infrastructure network located here must relieve the burden on the city centre. The ring railway skirting the border of the transitional zone is a key area for the introduction of urban and suburban rail transport.

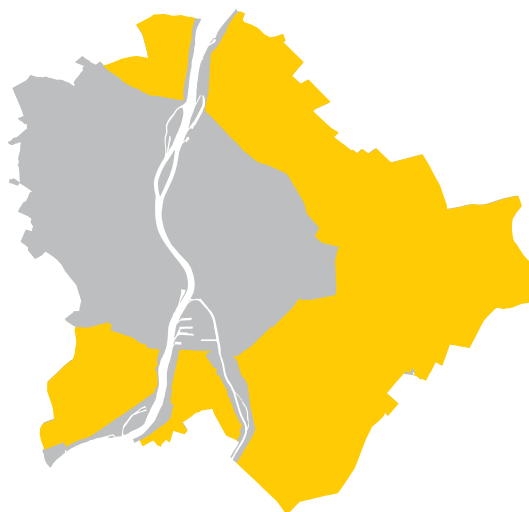
Large bus and coach stations with inherent economic potential are also situated in this zone as are marshalling yards related to rail freight, whose role must be reassessed in the logistic supply of the city.

## Suburban zone

The suburban zone is comprised of municipalities outside former industrial areas, land used for agriculture and factory areas. Most of the residential areas of houses with gardens and large housing estates, and the transit zone for traffic between the municipalities of the urban agglomeration and the capital are located here. There is a large amount of green cover and woodland in the suburban zone and preserving this ensures that the natural compartmentalisation of the urban structure can be sustained.

This is where the goal of stopping Budapest's urban sprawl must be realised. Apart from brown-field areas overlapping from the transitional zone and sites already under development, no new construction is supported here, and the aim is to increase the density of the built-up areas. Logistics, haulage and industrial activities with no environmental burden can be located in areas with adequate infrastructure.

The task of the suburban zone is to transfer inbound traffic from outside the city to public transport. For this the necessary technical facilities must be constructed, the public transport network expanded and the organisation of transport developed. A cycleway network must be built to neighbouring municipalities. This is where international transport networks link with the urban system. With regard to the airport, which is located in the suburbs, the most important development is the link to be created with the city centre and the rail network.



Another essential measure is constructing high-speed railway lines and developing the connections between the radial motorways and the M0 ring road.

As regards developing the housing stock, the most important task, besides concentrating existing areas and developing complex services at the sub-centres, will be the rehabilitation of housing estates in the coming decades. In addition to establishing neighbourhood parks attached to residential areas, new radial and circular green belt connections are desirable, which can be associated with recreational functions.

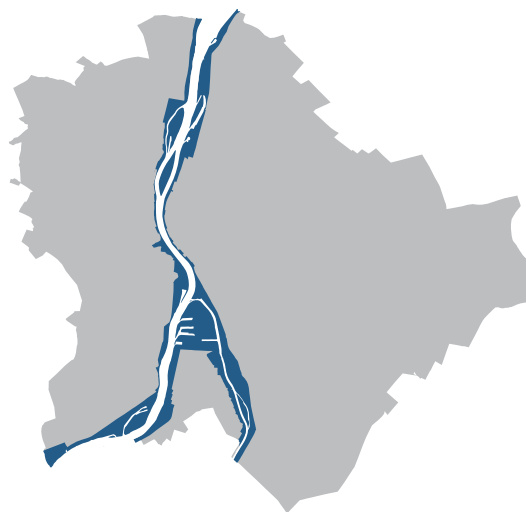
## Danube zone

The zone along the Danube is the most important axis in Budapest's urban structure. As a key target area of the Urban Development Concept, this zone enjoys priority and, due to its interfaces with the other target area, the brown-field areas of the transitional zone, these will become the most important development zones in the coming decades.

The functions of the different riverside target areas vary but a common criterion is their quality development and ensuring access to the waterfront. The national public institutions and tourism, which are focused at present on the inner city section, can be decentralised by extending the main centre along the river and creating sub-centres.

Access to the river, regulation of the riverside and exploiting recreational opportunities represent the main development trends for the natural riparian sections. The green areas which have been declining in recent years need to be replaced and revitalised, and the surviving natural sections preserved and their protection ensured.

In the field of transport, apart from re-launching local and regional passenger shipping and developing highstandard services, mooring facilities that also interconnect with the city's public transport need to be created. A suitable location for an international shipping terminal incorporating a good quality reception area must be found.



Besides improving water cargo ports, a new inter-modal freight centre needs to be established.

The dividing effect of roads and rail tracks in almost all the target areas needs to be reduced and links between the urban fabric and the waterfront have to be established.

In this connection a network of cycleways and foot-paths along the river needs to be constructed with links to the islands in the Danube.

## Hilly zone

The topography determines the structure and development options of the hilly zone. This zone is typified by significant nature conservation reserves but mainly by green-belt residential areas. The density of these has now reached a tolerable level but further building is not desirable. Similarly, the existing green spaces may not be built on.

The services in the residential zones may be developed through small-scale local centres which do not increase the intensity of the built area. While ensuring the existing green cover in the residential areas, a grant scheme must be devised to improve the energy efficiency of the buildings.

Only economic activities that do not impose a burden on the environment may be pursued in this zone. These are typically in office, trade and service areas.

The impact of large numbers of visitors on the natural areas can be mitigated by improving forest park facilities and through recreational projects on the edges of woodland. Investments which can incorporate diverse activities and large numbers of visitors in a well-organised fashion are required.



The transportation in the hilly zone is also determined by its topography. Its regional connections are mainly based on car travel as public transport is hard to develop here. Therefore future of transport here can be realised through surface projects, improving the bus network in terms of quality and coverage, and extending the route of the cogwheel railway.

The north-western section closing the M0 ring road will be constructed in this zone, largely contributing to reducing traffic loads towards the centre.



# How?

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A liveable, sustainable city that offers equal opportunities can be achieved through investments that are simultaneously able to connect different actors, identify available resources, enable the examination and assessment of the results, and structure the phases of implementation. The general methodological considerations of these, which apply to both development and operation, are as follows:

## Cooperation

The key issue of successful urban development is extending cooperation from decision-making, regulatory and financing actors towards the market sector, institutions and civil organisations throughout the whole of the planning and implementation processes.

The advantage of the cooperative approach is that it creates consensus and additional knowledge by connecting the competences, capacities and social bases of the different partners while building trust and strengthening the awareness of mutual responsibility. In order to implement its Concept, Budapest must cooperate with the districts, neighbouring municipalities and the government; the knowledge centres, universities and research institutes operating in its area; the different participants in the market sector, and the representatives of civil society.

The conditions for successful cooperation are the transparency of the decision-making and development processes and multi-directional communication between partners. The 'cooperative city' may be the catalyst and moderator of processes, the service provider as well as a player attracting services and initiatives.

## Resource awareness

Recent developments in Budapest have shaped the city based on short-term goals instead of recognising existing values and opportunities. The success of the capital's development in the coming decades to a large extent depends on how it is able to reappraise its valuable heritage so that can be developed and to map its unexploited resources.

Identifying unexploited opportunities will contribute not only to urban development but also to the development of the economy, culture, research and development, and civil society. The potential concealed in the creative industry, start-up businesses, cultural initiatives and social innovation may give new importance to the unexploited urban spaces and infrastructure.

## Process monitoring

In the process of implementing development goals, regular feedback and constantly monitoring results plays a decisive role. Monitoring projects enables correction, learning, and innovation building on the further use of data.

Creating the publicity of the planning processes makes the strategies transparent from the start for both decision-makers and stakeholders. Formulating measurable goals in the projects provides help not only in assessing the results achieved but also in the communication of the development processes. Designing process tracking and monitoring must be regarded as an integral part of every development project.

## Step-by-step principle

The set of instruments of conventional development policy based on large projects has now been expanded also in major cities with methods employing experimental temporary solutions progressing step by step. Using the step-by-step principle, large strategic programmes can be divided into smaller phases, thus creating a high degree of flexibility, situations based on community decision-making and social commitment.

The balanced use of hard and soft means in urban development can also make better use of the available resources. The experimental approach creates the opportunity to test a development concept without significant investment. Progressing stepbystep also creates possibilities for correction and integrating research and monitoring results into the phases of implementation or planning, which may greatly increase the efficiency of programmes without considerably slowing down the rate of progress.



Fővám Square metro station // Photo by Tamás Bujnovszky

**BUDA**  **PEST**