



RESEARCH NEWS

Bundesamt
für Bauwesen und
Raumordnung

Federal Office
for Building and
Regional Planning

Editorial

Another year is about to end. Amongst others, three events had been organized and staged under the umbrella of the BBR's activities:

In the framework of the "*Initiative Architektur & Baukultur*" (Initiative on Architecture and Building Culture) a congress on "Building Culture in Germany" was held in Cologne, 3-5 December 2001. It mainly focused on presenting and discussing the "Report on the State of Architecture and Building Culture in Germany", and supported bringing the work of the Initiative to the public. The themes covered by the Initiative include: Sustainable Planning and Architectural Quality - The State's Duty to Set an Example in the Field of Architecture; The European Dimension of Building and the International Competitiveness of German Architects, Planners and Engineers; Innovative Potential in the Fields of Housing and Urban Development; Cultural Heritage - Use and Development of Resources in the Existing Building Stock; The Ability of Architecture and Building Culture to Help to Define Identity.

As our life is staged in space and space is only available within existing circumstances, questions arise e.g. which role spatial planning can play in planning and developing this limited resource or which altered circumstances it is faced with. Other questions deal with preferred planning philosophies, coordination instruments of spatial planning or the way spatial planning is presented in public. Experts tried to answer these questions in discussing the subjects on the occasion of the *Zukunftsforum RaumPlanung* (Forum on the Future of Spatial Planning) which was jointly

staged by the BBR and the *Akademie für Raumforschung und Landesplanung* - ARL (Academy for Regional Research and Regional Planning) in the former premises of the *Deutsche Bundestag* at Bonn on 15 / 16 December 2001.

Furthermore, the BBR organized for the second time an event within the series of "Building-Regions Discussion". This event - the 2nd Building-Regions Discussion - was headed by the overall theme of "Regional Implications of the EU Enlargement". Representatives of science and politics in Germany and the Accession Countries to the European Union met in Frankfurt (Oder) and the neighbouring polish city of Slubice to discuss the subject. The series started with the 1st Building-Regions Discussion on "Ten Years of Transformation Processes in the Middle of Europe" in 1999 bearing in mind the fall of the Berlin Wall. The series of "Building-Regions Discussion" is dedicated to different themes with European relevance depending on the working results and research interests of the BBR.

By the way: The BBR's Department I *Spatial Planning and Urban Development* will be relocated by the end of 2001. Please take notice of our new address:

Federal Office for Building and Regional Planning (BBR)
Deichmanns Aue 31-37
53179 Bonn
Germany

The BBR wishes all readers of Research News a happy new year 2002!

The editors

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Sustainable Regional Development through Demonstration Projects of Spatial Planning

Sustainable development – which means to keep options open for the future – can only be achieved during long-term adaptation periods. However, now already it is necessary to make the appropriate course corrections at the goal and action level, which is also valid for the field of spatial planning.

The necessity of a sustainable regional development cannot easily be conveyed in an abstract way. Concrete examples clarify the necessity of a sustainable regional development and enable to take the chance for its implementation. The Demonstration Projects of Spatial Planning as well serve this purpose.

They especially promote regional cooperation, for many ecological, social and economic problems cannot be solved within cities and municipalities and many potentials for a sustainable spatial development cannot be developed solely by single municipalities.

In the past, the sustainable regional development has above all been supported by the Demonstration Projects “Urban Networks”, “Regional Conferences” and “Regional Rehabilitation and Development Areas”, but especially by the competition “Regions of the Future”.

However, the current Demonstration Projects of Spatial Planning follow this line and increasingly try to give future regional development both a sustainable and a cooperative orientation. Mainly two present Demonstration Projects of Spatial Planning follow this objective:

- The Demonstration Project “Regional Land Management” tries to perceive the careful and economical use of land increasingly as a regional, cooperative task, as the intermunicipal competition for financial attractive land uses promotes suburbanization processes. To this end, new regional management approaches for a resource-conserving land use shall be developed beyond traditional approaches and good examples.

- The Demonstration Project “Financial Models for a Sustainable Regional Development” deals with funding hindrances to be observed with sustainability projects. These projects often have an intersectoral and cooperative orientation. In conceiving and realizing appropriate projects organisation and funding problems occur as the structures of assistance programmes e.g. prevent calls on funds, or, for individual, organizational reasons, the region is not able to acquire subsidies successfully. Model regions shall present ways to overcome such hindrances.

The two Demonstration Projects deal with important subaspects of sustainable regional development. Their framework is formed by the “Regions of the Future Network” which again is based on the spatial planning competition “Regions of the Future” which ended with the Global Conference on the Urban Future (URBAN 21) in Berlin in 2000. 26 regions from all parts of Germany were engaged in the competition to practically implement a sustainable regional development.

In continuing well-established elements of the competition and adding new elements, the competition is developed into a network. All “Regions of the Future” are members of this network, further regions have joined.

The aim of the new Demonstration Project “Regions of the Future Network” is to keep the regional Agenda processes constant, to further promote the existing exchange between the regions as well as to reduce remaining deficits and to overcome sectoral solution approaches. To this end, the exchange of experiences is continued, selected model regions are coached.

The Network also forms a mouthpiece to make political actors and the public even more aware of the “sustainable regional development” issue.

Contact:

Eckhard Bergmann
Tel.: +49 1888 4012340
eckhard.bergmann@
bbr.bund.de

Head of Unit I 4
Economy and Society

Dr. Brigitte Adam
Unit I *Spatial
Development*
Tel.: +49 1888 4012325
brigitte.adam@
bbr.bund.de

Technological-economic Structural Change – Spatial Effects and Regional Adaptation Strategies

In the last three decades, information and communication technologies have rapidly advanced. Being a basic innovation, they lead to far-reaching economic and societal changes. New production, organization and distribution techniques enable accelerated production and transport speeds. Life-cycles of innovations and products are shortened, production processes are reorganized, globalized and made more flexible. New economic and industrial sectors as well as new fields and forms of employment arise.

Spatial effects as well are to be expected by the changes of information and communication technologies. As so-called *spatial overcoming technologies* these technologies first loosen spatial commitments. They do, however, not result in a free choice of locations but in a new evaluation of locational qualities.

The relaxation of the locational commitments increases the competition among cities and regions for investments and jobs, not only in the national, but also in the European and international context. The ability to plan cities and municipalities decreases. Actors on different spatial levels react by different activities to find a favourable position within the competition in the long term.

This is taken up by the project “Technological-Economic Structural Change – Spatial Effects and Regional Adaptation Strategies” within the action programme “Demonstration Projects of Spatial Planning”. It first prepares spatial effects and regional adaptation strategies systematically and then develops demonstration projects being relevant and appropriate for implementation. The project was started in January 2001 and should be concluded by the beginning of 2002. The following institutes work on the project: the Office for Future Research (SfZ) in cooperation with the German Institute of Urban Affairs (difu), the Institute for Futures Studies and Technology Assessment (IZT), the Institute of Urban and Regional Planning at TU Berlin and Nordregio.

First evaluations of the project led to the conclusion that presently no generally applicable patterns for the locational behaviour of information and communication technology enterprises can be worked out. The locational behaviour varies according to economic and industrial sectors and local conditions. In general the tendency is that information and communication technology enterprises concentrate more or less clearly in agglomerations.

At the same time economic activities tend to be decentralized to the surrounding area of cities. The suburban area benefits from a – compared with central cities – high area availability at low soil prices. Spatial clusters can be found in large German cities and their closer surrounding areas. According to present perceptions, the rural area does not benefit as much from the information and communication technologies as expected. However, this should not lead to the conclusion that rural regions do not record any settlements and transformation processes.

Strategies in the field of information and communication technologies can be proven above all in cities, the highest amount of activities taking place in larger cities, the remaining activities being uncoordinated, individual activities. But the effects of individual activities as well should not be underestimated. The question, whether and under which preconditions rural areas are able to participate in technological-economic changes more than before, should be appropriately taken into account in the course of the project.

Activities at the regional level are rarely to be found. Massive assistance programmes within the new media sector are especially initiated by the German *Länder*.

More information concerning action and adaptation strategies are expected from the case studies executed in the course of the project.

Contact:

Prof. Dr. Gerhard Stiens
Tel.: +49 1888 4012322
gerhard.stiens@
bbr.bund.de

Head of Unit I 1
Spatial Development

Adaptation Strategies for Rural/Peripheral Regions with a High Demographic Decline in the New German *Länder* – A New Demonstration Project of Spatial Planning

The East German population has been dramatically declining since the German reunification. Between 1989 and 1999 the new *Länder* have lost nearly 2 million people owing to out-migrations towards West Germany and a high mortality. The population is expected to further decrease by over 1 million by 2015. In the European comparison, this explosive development becomes even more apparent: Six East German of 209 EU regions in total are among the ten most declining regions in Europe.

Rural and at the same time peripheral areas in East Germany are especially affected by this development. In these regions, which have the lowest population densities in Germany, further population losses would have consequences on the full utilization and efficiency of infrastructures ranging to a reduction and abandonment of infrastructures. This inter alia concerns kindergardens, educational establishments, cultural sites and sports facilities and local public transport. The municipalities are threatened by a lack of supply in connection with a considerable loss of image which might lead to further out-migrations and a lack of incentives for in-migrations. Furthermore, the demand potential of commercial and service companies as well

as the tax-paying ability in municipalities will decrease.

The protection and maintenance of an efficient infrastructure provides a basic condition for a future-oriented spatial and regional development (Federal Regional Planning Act, Section 1). For the first time, spatial planning policy and infrastructural planning face the tasks to cope with the structural change among the declining population in larger areas. Previously used conceptions and instruments oriented to dynamic growth objectives therefore have to be verified. Spatial planning and development policy especially face the challenge to check, use and exhaust control potentials and instruments within the process of decline.

Demographic waves impede a continuous planning of infrastructures. Due to the out-migrations of young people and the birth deficiency in these regions the ageing process is particularly advanced. Not only the relation between the old and young population is problematic, also the partly considerable increase of the older population, counteracting the general trend, require action with regard to accommodation in old people's homes and nursing homes.

Population decline and low growth rates actually only overlap in the new *Länder*. The population decline issue and its spatial impacts will though become increasingly important for the whole national area, which is proven by long-term population forecasts. The project therefore shall inform about experiences and reaction possibilities going beyond directly involved regions.

With appropriate exemplary regions the Demonstration Project shall inform in an implementable way about integrated and cooperative adaptation strategies for a sustainable development of declining rural/peripheral regions which ensure a quantitatively and qualitatively sufficient infrastructural supply.

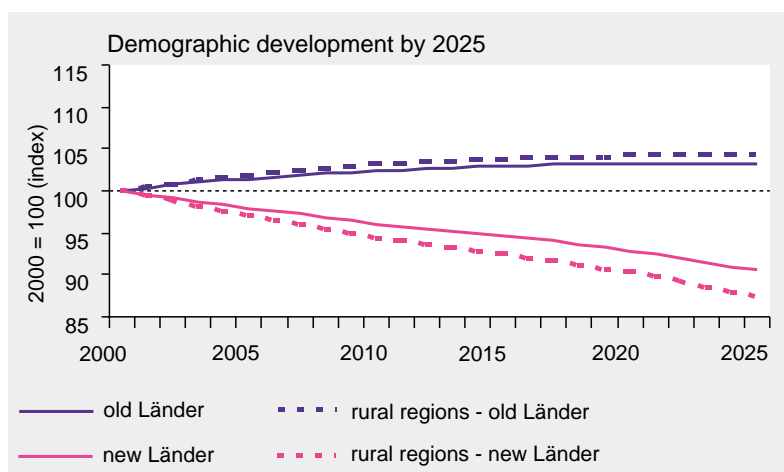
Contact:

Dr. Hansjörg Bucher
Tel.: +49 1888 4012320
hansjoerg.bucher@
bbr.bund.de

Martina Kocks
Tel.: +49 1888 4012321
martina.kocks@
bbr.bund.de

The above are
members of Unit I 4
Economy and Society.

Demographic Development until 2025



Sustainable Spatial Development – As Reflected in Indicators

At the international, national and regional level there are many efforts to base the political-strategical sustainability concept on indicators thus giving meaningful information about the distance to achieving the goals of a sustainable development. The most important indicator concepts on the international level are undoubtedly provided by the Organisation for Economic Co-operation and Development (OECD) and the Commission on Sustainable Development (CSD) of the United Nations.

Indicator system of the BBR

The Federal Office for Building and Regional Planning (BBR) has developed a nationwide system of indicators, intended to measure the attainment of objectives for sustainable development on a regional level. It is an attempt to systematize and substantiate the objectives of a sustainable spatial development and to put them into operation through indicators.

The main starting point for deriving these objectives is the Rio Declaration (Agenda 21), which is translated into meta-targets by means of the sustainability rules of the national Study Commission on the Protection of Mankind and the Environment. These targets largely correspond to the overall concept of sustainable development in the German Federal Regional Planning Act saying that the social and economic demands made on an area are to be brought into line with its ecological functions resulting in a stable order which will be well-balanced on a large scale.

Three meta-targets are defined on this basis:

- economic competitiveness and sustainable economy
- social and spatial justice
- protection of natural resources

These three dimensions are deduced into sub-objectives until meaningful indicators can be derived from them (target indicators). When indicators are defined, care is taken that they relate to a target without overlaps and with a few exceptions are given a distinct evaluation orientation. The target indicator catalogue (*Zielindikatoren-katalog nachhaltiger Entwicklung*) is published in the journal "Informationen zur Raumentwicklung – IzR" (Information on Spatial Development), volume 7.1999, pp. 451-476.

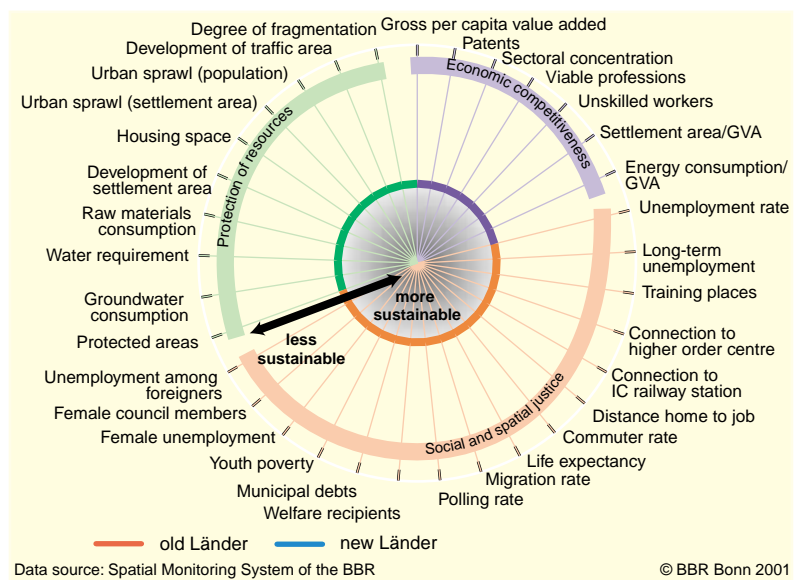
At present the concept contains a total of approximately 70 indicators, of which, however, only about half are calculable today due to the lack of data. These will be presented and assessed in detail by the BBR for the first time in 2001 in the report *Nachhaltige Raumentwicklung – Im Spiegel von Indikatoren* (Sustainable Regional Development – As Reflected in Indicators). Each indicator will be considered from two perspectives: firstly with regard to its meaningfulness and regional distribution in the Federal Republic of Germany, secondly as a target aspect of sustainable development in a region. All regions (analysed areas) are thus presented by means of an overall view of all indicators as "sustainability wheels" (see fig. 1-3 and including interpretative aid).

This explicitly regional perspective is oriented towards the city and its hinterland as an area with diverse interconnections. Therefore, if the goal is sustainable spatial development, the regional perspective is very important for analysis and implementation.

Since, from the national point of view, we are primarily dealing with a comparison

of old Länder and new Länder.

Figure 1 Sustainability wheel for the Federal Government level



between the regions, on principle it is sufficient to employ an average value. The national value was selected for this purpose. Of course, this does not mean that the situation in Germany can be classified as sustainable! The national value serves merely as a reference point, in order to enable a regional comparison. Sustainable development will, in most cases, lie below the present national value.

The form of a “sustainability wheel” has been chosen to describe this concept. Its interpretation will be explained with the figure presented below:

Methodical interpretative aid: The comparative measurement of sustainable development at regional level is based on 31 indicators. They are standardized on the national value and some of them turned around, so that high positive deviations from the national value are always drawn as tips pointing outward and always assessed as less sustainable. High negative deviations are pointed inwards to the centre of the “wheel” and are deemed more sustainable. A distinct scale is not used to avoid positioning any values of a certain degree so that they equal attained sustainability. Instead, the wheel is intended to draw attention to tendencies and conflicting situations. The national mean is drawn in all of the regional illustrations as a point of reference and orientation.

The representation of the target dimensions by indicators is unevenly

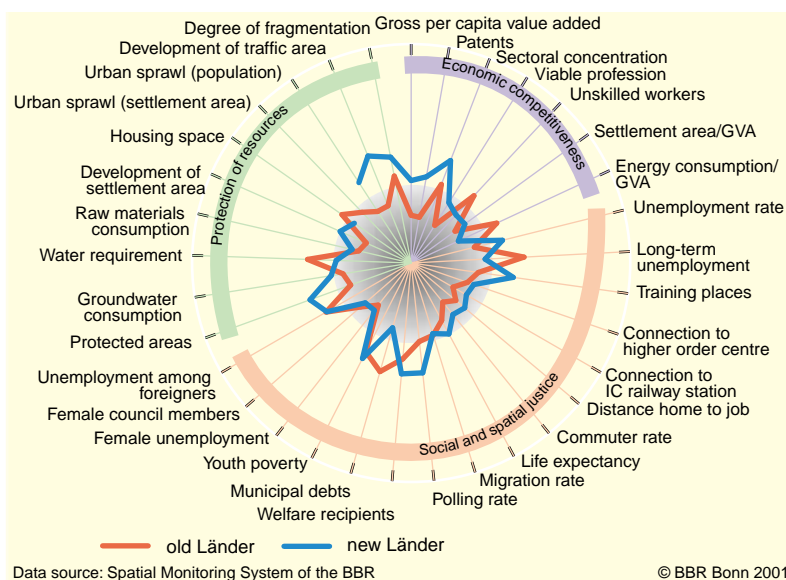
distributed owing to the data availability and, at present, makes assessment of the conflicting situations difficult. The regions manifest very strong, regionally specific features, making it difficult to classify them in groups. Nevertheless, within certain limits, the BBR's types of regions according to settlement structure offer a starting point for initial grouping and interpretation. We will deal, therefore, exemplarily with the constellations in the agglomerations and in the rural regions below – separately for eastern and western Germany.

Agglomerations

The west German agglomerations, on average, reveal their strengths in economic matters. Economically strong services are concentrated here, which keeps the use of settled area per gross added value generally low and jobs above-average, in particular those involving high levels of training. Women are given good access to employment here. The economy cannot, however, be designated as sustainable, since the use of energy per gross added value is very high and some groups of persons are denied access to economic life. The number of long-term unemployed and welfare recipients – particularly among young people, here – is above the average. Integration of foreigners is also problematic. In the ecological area, the deficiencies lie in water consumption and a high degree of land fragmentation. Nonetheless the greatest conflicts are between the economic and social aspects. The agglomerations are evidently unable to enable all groups of the population to participate in the higher added value.

The east German agglomeration areas achieve poorer marks in the economic indicators than the western German. However, with regard to the use of water resources, their management is more sustainable than that of other regions, as it is with regard to energy consumption per unit of the gross added value as well. As in the case of the western agglomerations, their greatest deficiencies lie in the social area, in the participatory opportunities of certain groups. One ecological development indicator cannot be calculated for the new *Länder* and, of the rest, only the number of protected areas and the degree of land fragmentation are worth mentioning as considerably negative

Figure 2
Sustainability wheel for the agglomeration



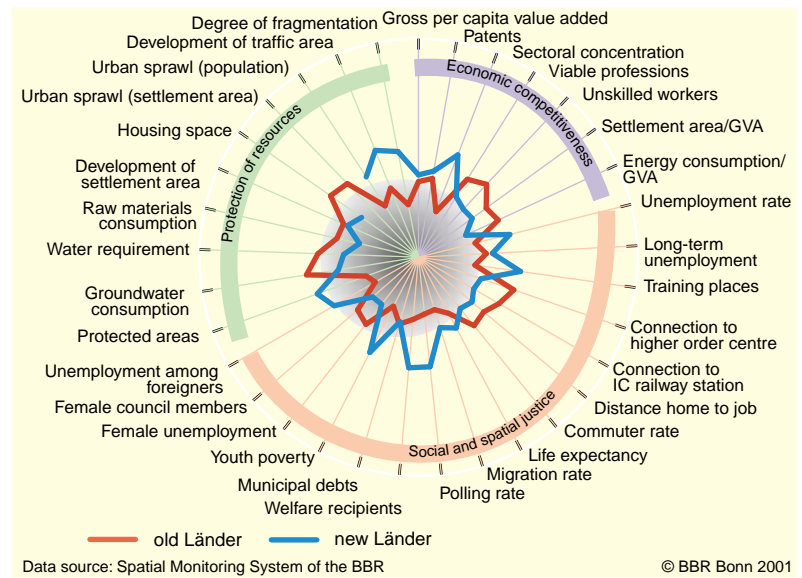
deviations from the national norm. Here, as well, there are strong conflicts between the economic and social goals, although having somewhat different constellations than in the old *Länder*.

Rural areas

On the basis of this constellation of indicators, the greatest deficiencies of the rural regions of the old *Länder* are ecological. As can be expected, only in the designation of protected areas and the amount of large unfragmented land areas are the rural regions ahead, otherwise these regions are wasteful of their resources, and of land in particular. However, they sometimes supply urban regions, e.g. with raw materials and water. By contrast, most people living here can satisfy their individual needs: for jobs, for social stability, for good accommodation. Their access to higher order centres or long distance rail travel is, on average, poor. The high number of commuters and the long commuting distances reveal that the population is not locally supplied with jobs and better infrastructure, but must travel to the (more distant) urban regions for these. The population compensates for these structural deficiencies by travelling and commuting long distances. Hence the chief potential conflicts in the west German rural areas are between ecology and economy.

In the rural areas of the new *Länder* the indicators show, with a few exceptions, significant deficits in all three aspects. The exceptions are the indicators: floor space per person, unskilled employed persons, welfare recipients and water consumption. Whether these deviations can be assessed as sustainable is, nonetheless, neither clear nor stable. The housing area per person will, in all probability, increase and adapt to the west German (unsustainable) development tendencies. Unskilled workers were rather rare in the former German Democratic Republic (GDR). The numbers of unemployed and welfare recipients were kept low, primarily through efforts in the public sector job market. Women are the most strongly affected by the great job market problems: the number of female unemployed is considerably higher than that of male unemployed. This is especially difficult for women, since, in the former GDR, they had a high equality on the labour market. Moreover, their representation in political bodies is very low.

Figure 3
Sustainability wheel for the rural areas



The rural regions are chiefly peripheral in location and poorly connected to long-distance rail traffic. The routes to the closest higher order centre (to high-quality urban infrastructure) are long. On the basis of these poor conditions, the large number of migrants is not surprising. Therefore, the rural regions of the new *Länder* are the farthest from sustainable development in an integrative sense. There are conflicts between all three aspects.

Conclusions

The indicators presented allow an initial assessment of the regions on the path to sustainable development. Each region possesses its own sustainability profile. Therefore the explicit purpose of the proposed portrayal in a “sustainability wheel” is a regional comparison. In future, further not yet calculable indicators should be included in the analyses, since the existing selection, which is based solely on data availability, leads to distortions in the overall assessment of the regions. Furthermore, all of the indicators should be illustrated in comparing times, since chronological developments reveal in particular whether a region has moved closer to sustainability or not.

The results do not confirm the often-heard presumption that agglomeration areas are, on the whole, less sustainable than rural areas. The true picture has far more nuances. It appears that rural regions are much more generous in the use of their

Contact:

Dr. Eleonore Irmen
Tel.: +49 1888 4012327
eleonore.irmen@
bbr.bund.de

Head of Unit I 6
Information System

Antonia Milbert
Unit I 6 *Information System*
Tel.: +49 1888 4012256
antonia.milbert@
bbr.bund.de

natural resources, whether with regard to energy and land use or to the consumption of groundwater and raw materials. On the one hand, these resources offer economic potential, while on the other hand, they are used as services (usually free) for agglomeration areas (e.g. water) or the entire population (e.g. roads). It is also notable that the agglomeration areas are evidently unable to enable all groups of the population to participate in their relative prosperity.

Finally if we have a first look at some indicators in the European comparison,

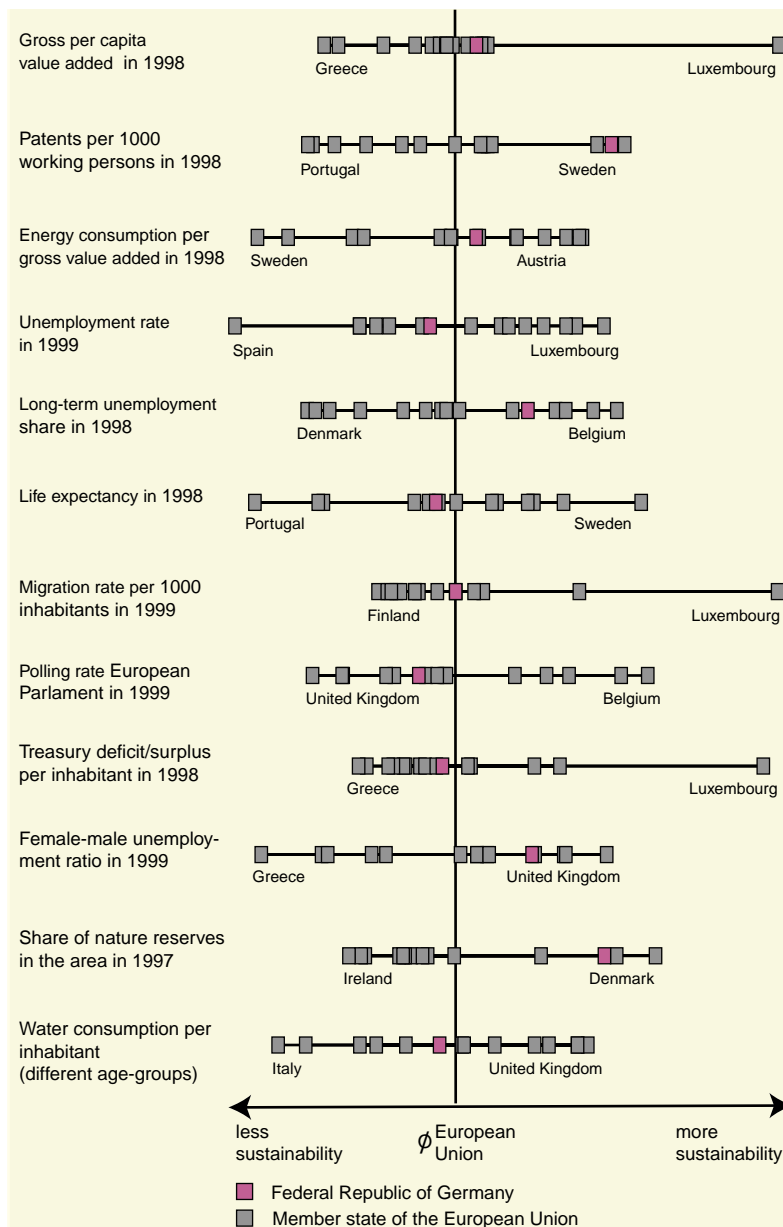
Germany under no circumstances constitutes an example for sustainable development (see fig. 4). Economic efficiency and labour market are – apart from patents – more or less the average of the whole European Union. Among the environmental indicators presented here Germany has only a higher position with regard to the designation of natural reserves.

Outlook

The observation of the development towards sustainable structures by means of indicators will gain in importance not only in the scientific, but also in the political respect. The BBR as well plans to report continuously about the status of sustainable spatial development in Germany. In addition to the reports of other national or international institutions rather having a look at the total national level (e.g. the planned Barometer of Sustainability of the Federal Ministry for the Environment, Nature Conservation and Nuclear Safety/ Federal Environmental Agency), the BBR concentrates on the regional comparison and regional differences.

The principal framework for reporting is provided by the indicators selected. In the light of the discussions they shall be continuously developed and, if necessary, modified. For those indicators proposed which could not be calculated hitherto, a comprehensive investigation will show whether and how these indicators might be considered. Above all environmental indicators do not yet exist for different regional levels. They can, however, be partly put into operation by Geographical Information System technologies or gained by specialized investigations.

Figure 4
Germany as reflected in European indicators of sustainability



Initiative Architektur und Baukultur **(Architecture and Building Culture Initiative)**



The large number of persons and groups involved in planning and building processes in Germany makes it necessary to conduct a broadly based discussion of the expectations and requirements to be met by the built environment at federal level as at other levels. The Architecture and Building Culture Initiative, launched by the German Federal Ministry of Transport, Building and Housing (BMVBW) and monitored by the Federal Office for Building and Regional Planning (BBR), therefore seeks to bring the relevant people and groups together. By providing examples and generating the discussion, its task will be to assess the state of play and bring about a new appreciation of architecture and building culture as important pacesetters and locational factors.

The themes covered by the work of the Initiative include:

- Sustainable Planning and Architectural Quality – The State's Duty to Set an Example in the Field of Architecture
- The European Dimension of Building and the International Competitiveness of German Architects, Planners and Engineers
- Innovative Potential in the Fields of Housing and Urban Development
- Cultural Heritage – Use and Development of Resources in the Existing Building Stock
- The Ability of Architecture and Building Culture to Help to Define Identity

The findings of a multi-stage empirical survey amongst everyone interested were fed into a Report on the State of Architecture and Building Culture in Germany, the so-called *Status Report*, which was presented at the congress "Building Culture in Germany" and – it is hoped – discussed by broad sections of the public with a view to drawing up measures and recommendations that might be useful for the future of architecture and building culture in Germany in providing the basis for the examination of the steps that need to be undertaken by the German Federal Government as well as by the institutions supporting the Initiative.

The Initiative and its main findings so far were brought to a wider public on the occasion of the congress "Building Culture in Germany" which was held in Cologne, 3-5 December 2001. The event took place in a former industrialized area where some industrial buildings of architectural significance were renovated and are in use as convention centres at present. It was organized by the BBR in cooperation with urbanPR, an agency which is specialized in the field of public relations in urban development, project and location marketing, and the BMVBW.

In his opening speech Kurt Bodewig, German Federal Minister of Transport, Building and Housing, pointed out that, apart from realizing investments in buildings, housing and transport infrastructure by public services – which is one of the ministry's main tasks – initiating the dialogue between all actors involved in the subject of Building Culture – especially the one with citizens – is very much appreciated. Aims in this context are:

- Strengthening the National Position in the International Competition and Qualifying in View of New Challenges
- Realizing More Support for Planning and Building of High Quality by the Population through Esteeming the Built Environment
- Use of Resources in Existing Building Areas, Wise Management of Cultural Heritage and Scooping of Innovation Potentials in Planning and Building

For further information please refer to www.architektur-baukultur.de

Contact:

Geschäftsstelle
„Initiative Architektur
und Baukultur“
Tel.: +49 1888 4011322
[architektur.baukultur@
bbr.bund.de](mailto:architektur.baukultur@bbr.bund.de)

**Federal Minister Bodewig
at the opening**



Photo: Christoph Petras

VASAB 2010 Plus – A Platform for Common Transnational Actions and Projects

The project of the EU Community Initiative INTERREG II C, “VASAB 2010 Plus – Spatial Development Action Programme” was finalised with the Fifth Conference of Ministers responsible for Spatial Planning

Figure 1
Regional GDP/capita
disparities in the Baltic
Sea Region (1996)



Figure 2
Areas for transnational
cooperation
(as indicated in national
spatial development
plans and concepts)



and Development in the Countries of the Baltic Sea Region on 20-21 September 2001 in Wismar. The ministers accepted the outcome of VASAB 2010 Plus as common platform for the present decade. This period will also be characterized through the process of EU enlargement in the region. In that context, the ministers agreed to pay particular attention to impacts caused by borders between present and future EU Member States and their neighbouring countries and regions, such as North-western Russia and regions of Belarus and to intensify cooperation (see fig. 1). A more active cooperation with other transnational organizations under the umbrella of the Council of Baltic Sea States is also envisaged.

On the basis of the “VASAB 2010 Plus” priority themes, particular emphasis will be placed on projects in need of transnational cooperation, such as:

- Fostering cross-sectoral cooperation and pilot actions for all strategic development zones and axes which significantly support integration in the Baltic Sea Region (BSR) (see fig. 2)
- Evaluating and complementing activities on pan-Baltic intermodal transport systems and pan-European Transport Networks from spatial planning and development point of view, taking into account balanced regional structures and environmental impacts (see fig. 3)
- Enhancing integrated development of coastal zones and islands, extending spatial planning also to off-shore side
- Promoting transnational thematic cultural routes (see fig. 4), as well as green networks and corridors, ensuring cross-border continuation and better binding together of national green networks.

In addition, exchange of experience will be supported based on projects with regard to:

- Encouraging pilot examples and methodology on how regional and local authorities can use integrated spatial planning to promote sustainable spatial development, also taking the CEMAT Guiding Principles into consideration

- Supporting implementation of the conclusions of the INTERREG II C project "Urban Systems and urban networking"
- Strengthening and diversification of rural areas
- Encouraging environmentally friendly transport solutions.

Through the Fifth Ministerial Conference and working out of "VASAB 2010 Plus", the Ministers responsible for Spatial Planning and Development further pursued the way from vision towards concrete actions and projects. Their cooperation started in 1992. In 1994, a report called "VASAB 2010 – Vision and Strategies around the Baltic Sea 2010" was presented, being the first vision on spatial development for larger transnational cooperation areas worldwide. It was adopted at a Ministerial Conference in Tallinn (1994) and laid the foundation for joint actions of the participating countries and regions. It also served as basis for the growing together of states which had been separated so far through borders of political blocs. VASAB became a synonym for the respective cooperation. Later on, in particular with 4th Ministerial Conference, common transnational projects have been launched. The "VASAB-approach" and results have also been presented at fora of the Council of Europe and of the United Nations Organisation. It was also applied for other transnational cooperation areas in Europe, such as North Sea, North-western, Central and South-eastern Europe where spatial visions serve as platform for development projects since the late 90s.

The new report, VASAB 2010 Plus, reflects the experience made during 8 years of cooperation. It considers changed conditions after a first decade of transition, new knowledge on spatial trends in the Baltic Sea Region, and a diversity of transnational cooperation projects on spatial development. On this basis, recommendations for future transnational actions are developed.

These recommendations demonstrate possible ways, how to make the principles of sustainable development operational. Specific attention is paid to the south-eastern parts of the BSR where transition and EU accession lead to particular challenges for sustainable development. "VASAB 2010 +" was intensively discussed with governmental and non-governmental stakeholders at local, regional, national and transnational levels and many recom-



Figure 3
Trans-European rail network outline plans



Figure 4
UNESCO world heritage sites and Hanseatic cities with connecting routes in the BSR

mendations were incorporated. The European Investment Bank declared readiness to consider the financing of investment projects identified during future specification of VASAB concepts.

"VASAB 2010 Plus" also suggests a number of project issues and examples which can serve as inputs for project applications

The text of the Ministerial Declaration is available at www.vasab.org.pl and www.bbr.bund.de

On content of "VASAB 2010 Plus" see also: Research News No 1 / August 2000.

On content of the INTERREG-Programme see also: Research News No 2 / December 2000.

Contact:

Dr. Wilfried Görmar
Unit I 3
European Spatial and Urban Development
Tel.: +49 1888 4012328
wilfried.goermar@bbr.bund.de

under the EU programmes INTERREG III B, PHARE and TACIS and can facilitate the search for partners. It is envisaged that these programmes will implement the results of "VASAB 2010 Plus" and that mainly regional and local authorities as well as sector institutions will act from this platform. As a whole "VASAB 2010 Plus" provided the focal points for the new programme of the EU-Community Initiative INTERREG III B for the Baltic Sea Region in the period 2000-2006. This programme was adopted on 14 September by the European Commission as the first of approximately 10 new programmes for transnational cooperation areas in Europe.

For the period 2000-2006, the INTERREG III B programme will provide around 200 Million Euro (of which around 100 Million from EU Structural Funds) for transnational spatial development projects between the EU Member States Denmark, Germany, Sweden and Finland and the partner states Belarus, Norway, Estonia, Latvia, Lithuania, Poland and Russia. The latter will participate with own finances and funds of the EU programmes PHARE and TACIS respectively. The managing committees of the programme, comprising authorities of all above mentioned countries have agreed on the required documents and have launched the application process. Therefore new projects can be started already in 2001.

The new INTERREG programme was based on contributions of all 11 partner states and inputs from national, regional and local authorities, from sector institutions and from pan-Baltic organizations following an intensive consultation process. Lessons have also been drawn from the predecessor programme (INTERREG II C) and results of its projects have been used. The networks and results of all together 45 INTERREG II C projects form a solid basis for further tackling issues, which call for a transnational solution. The outputs of those projects comprise transnational studies, development and marketing concepts, investment proposals and investigations, which support preparation of future investments (environmental and territorial impact assessment, regional and land use plans). Also examples on best practices have been or will be disseminated. It was also possible to disseminate innovative practical solutions towards sustainable spatial development, e.g. more efficient

land use in metropolitan areas. In some projects, development managers and moderators have been financed. Financing of small-scale infrastructure comprised mainly software and hardware provisions. The project partners have disseminated information through homepages, handbooks, brochures, newsletters, minutes of meetings and seminars etc. A number of projects prepared the basis for concrete investment, which might be carried out through other programmes and/or private engagement. On the whole, national, regional and local authorities of all BSR countries have on several forums stressed, that through the transfer of knowledge, competitive positions have been improved. It can also be concluded that cooperation among participating BSR countries in the implementation structure (Monitoring and Steering Committee) and "learning by doing" (with regard to the completely new field of working together in transnational structures) have contributed to better understanding and adjustment of administrative, financial and legal procedures. Moreover, the programme has promoted integrated approaches and thinking beyond single sectors. Thus, the majority of projects have cut across at least three sectors.

The mainly positive experience as mentioned above will be used also in the new INTERREG programme, but more quantified targeting and a more systematic approach on monitoring and evaluation will be applied. Also a stronger focus in terms of content/issues, geographical concentration and project character and more pro-active project development is envisaged.

The Federal Office for Building and Regional Planning (BBR) has served both, the preparation of VASAB 2010 Plus as lead partner for participants in 11 countries and the drawing up of the INTERREG programme. The activities of BBR comprised political advice to the German Federal Government and to the German *Länder*, own content-related contributions, heading working groups and taking part in decision-making and management bodies. The BBR will also accompany the implementation and evaluation of the activities related to the above mentioned programmes.

Regional Implications of the EU Enlargement 2nd Building-Regions Discussion Frankfurt (Oder) / Slubice, 23-24 October 2001

The European Union presently faces one of its biggest challenges – the enlargement towards Central, South-Eastern and Eastern Europe. The enlargement will become one of the most complicated ones in the Union's history, as the accession countries have not yet completely overcome the consequences of the transformation and the economic divide is still very large. The enlargement will involve both chances and risks. The amount of success of the enlargement process will especially become evident in the border regions, for coexistence between different neighbours becomes the most apparent there. In this context, the question, who will be the winner and who the loser, arises again and again. The 2nd Building-Regions Discussion should give a first evaluation of the situation.

In his welcoming speech during the event, the Parliamentary State Secretary at the German Federal Ministry of Transport, Building and Housing (BMVBW), Achim Großmann, stressed that, despite all chances and risks, hopes and fears which the enlargement of the European Union implied, the most important tasks were to set the political course in time and to exert a mutual exchange. Economic chances should be used and the maintenance of the cultural heritage and nature conservation should be realised as a European task. The dialogue between Germany and its immediate neighbours therefore gained increasingly in importance.

For this reason, the Federal Office for Building and Regional Planning (BBR) organized and staged for the second time a so-called *Building-Regions Discussion* which this year dealt with the topic "Regional Implications of the EU Enlargement". The series has been brought into being in 1999, ten years after the fall of the Berlin Wall. The 1st Building-Regions Discussion took place on the topic "Ten Years of Transformation Processes in the Middle of Europe" (please refer to *Informationen zur Raumentwicklung – IZR* (Information on Spatial Development, volume 7/8.2000).

The series of Building-Regions Discussions is dedicated to different European themes depending on the working results and research interests of the BBR. The theme of this year's Building-Regions Discussion, which took both place on the premises of the Europa-Universität Viadrina in Frankfurt (Oder) and the Collegium Polonicum in the neighbouring Polish city of Slubice, was closely related to the work of a project group which – in view of the forthcoming EU enlargement and possible spatial impacts on German regions – was set up in the BBR in cooperation with the BMVBW (please refer to *Informationen aus der Forschung des BBR*, Nr. 4 / September 2001 on www.bbr.bund.de). Representatives of science and politics in Germany and the Accession Countries met on invitation of the BBR to animate this dialogue.

The participants mainly agreed that on both sides of the existing borders of the European Union structurally strong regions would be among the winners. However, will structurally weak regions belong to the losers? Which chances and risks might exist for border regions? These and other questions could only be mentioned and have to be further dealt with. In looking for further options of action for structurally weak regions, a first step might be to use and develop their endogenous potentials increasingly and to reduce "mental barriers", as existent in some border regions with regard to cross-border economic cooperation, as well as to twist traditional everyday pictures of neighbourship to mean just the opposite.



The speeches held during the Discussion will be published at www.bbr.bund.de, section "News", "2nd Building-Regions Discussion".

Contact:

Dr. Wendelin Strubelt
Vice-President and
Professor of the BBR
Tel.: +49 1888 4012290
wendelin.strubelt@bbr.bund.de

Dr. Karl Peter Schön
Tel.: +49 1888 4012329
peter.schoen@bbr.bund.de

Head of Unit I 3
*European Spatial and
Urban Development*

André Müller
Unit I 3
*European Spatial and
Urban Development*
Tel.: +49 1888 4012304
andre.mueller@bbr.bund.de

Vice-President Strubelt,
President Mausbach
and Parliamentary State
Secretary Großmann
at the opening

„Zukunftsforum RaumPlanung“ (Forum on the Future of Spatial Planning) Bonn, 15 / 16 November 2001

For further information please refer to www.arl-net.de or www.bbr.bund.de

Spatial planning is dead, long live spatial planning! This admittedly heretical remark points out the present dilemma of spatial planning. It is clear that our life mainly takes place in space. Space is though limited and must be organized and developed according to sustainability so that the needs of the present society can be satisfied without harming the developing possibilities of future generations. Which role does spatial planning play? Should it have an organizing or rather a developing function? Which changed framework conditions must it face? Which planning philosophy dominates the discussion? Which steering possibilities does spatial planning have? How is spatial planning presented to the public?

These questions were asked by over 300 actors of spatial planning during the “Zukunftsforum RaumPlanung” organized and executed by the “Akademie für Raumforschung und Landesplanung – ARL” (Academy for Regional Research and Regional Planning) together with the Federal Office for Building and Regional Planning (BBR). The conference took place on 15 and 16 November in a historical place, the premises of the former “Deutsche Bundestag” in Bonn.

The Mayor of Bonn, Bärbel Dieckmann, stressed in her welcoming speech that the structural change in the city, which was a consequence of the decision to relocate Government and Government Institutions to Berlin, could be managed thanks to spatial planning. Spatially relevant decisions were taken in cooperation with the surrounding region of Rhein-Sieg-Kreis.

The public presence of spatial planning proved to be a big matter of concern of the participants. National and international representatives from science and practice discussed this very exciting topic. According to them, spatial planning touched all areas of life, the contents could therefore be easily imparted. Decisive for a successful publication was rather a correct, intelligible language.

The event also involved the ceremony of the 10th Sponsoring Award of the “Förderkreis für Raum- und Umweltforschung e.V. – FRU”. This year’s Award was given to Sabine Wolf and to Carsten Hagedorn for their work on the topic “New Approaches to Visualize the City-hinterland Problem” and to Thomas Thrun and his topic “Involving the Society into the Target Formulation of the Regions”. Both works were elaborated under this year’s overall topic “Society’s Responsibility for Urban and Regional Development – What Makes Goals and Instruments in Urban and Regional Planning, Politics, and Research more Popular and Efficient in the Public as well as in Politics and Administration?”

Contact:

Dr. Wendelin Strubelt
Vice-President and
Professor of the BBR
Tel.: +49 1888 4012290
wendelin.strubelt@bbr.bund.de



Regional Planning in Germany and Korea – Exchange of Information with Representatives from South Korea

The world is getting closer. Nowadays communication and the exchange of views is to become one of the most important actions. Therefore a delegation from the Korea Research Institute for Human Settlements (KRIHS) and the South Korean Ministry of Construction and Transportation (MOCT) met with representatives of the German Federal Ministry of Transport, Building and Housing (BMVBW), the Federal Office for Building and Regional Planning (BBR) and the Joint Regional Planning Authority of the Senate for Urban Development of the Land of Berlin and the Ministry for Agriculture, Environmental Protection and Regional Planning of the Land of Brandenburg (GLBB) in July 2001 to discuss experiences in regional planning in their respective countries. Longtime cooperation between KRIHS and BBR made this meeting possible.

Of utmost interest for the German experts was the 4th Comprehensive National Territorial Plan 2000–2020, prepared by the Government of the Republic of Korea, whereas the question of how to integrate environmental aspects in regional planning in Korea formed the main topic for the experts from South Korea. The latter was mainly discussed with experts from the GLBB.

The 4th Comprehensive National Territorial Plan 2000–2020 is characterized by

- stressing environmental conservation;
- welcoming citizen participation along with that of central government and local self-governing bodies;
- – with a long-term goal in mind – covering the period 2000–2020.

It is based on a concept including the integration of regions in South Korea, the integration of South and North Korea and the integration with Northeast Asia. The basic goals are

- a balanced territory where people can live in peace with one another;
- a green territory in tune with nature;
- an open territory leading to the Global Village;
- a unified territory where people will be reconciled.

The major strategies of the 4th Plan run as follows

- building open, integrated national territorial axes;
- enhancing capabilities of regions to compete;
- creating healthy and pleasant living environment;
- constructing a high-speed transportation network and information superhighways;
- establishing foundations for inter-Korea exchange.

In comparing the 4th Plan to regional planning tools in Germany, e.g. the “*Raumordnungspolitischer Orientierungsrahmen – ORA*” (Guidelines for Regional Planning) or the “*Raumordnungspolitischer Handlungsrahmen – HARA*” (Political Framework for Regional Planning), similarities but also differences are visible. Promoting the exchange of views and experiences will certainly contribute to supporting the necessary process of learning from each other.

The 4th Comprehensive National Territorial Plan 2000–2020 can be obtained from:

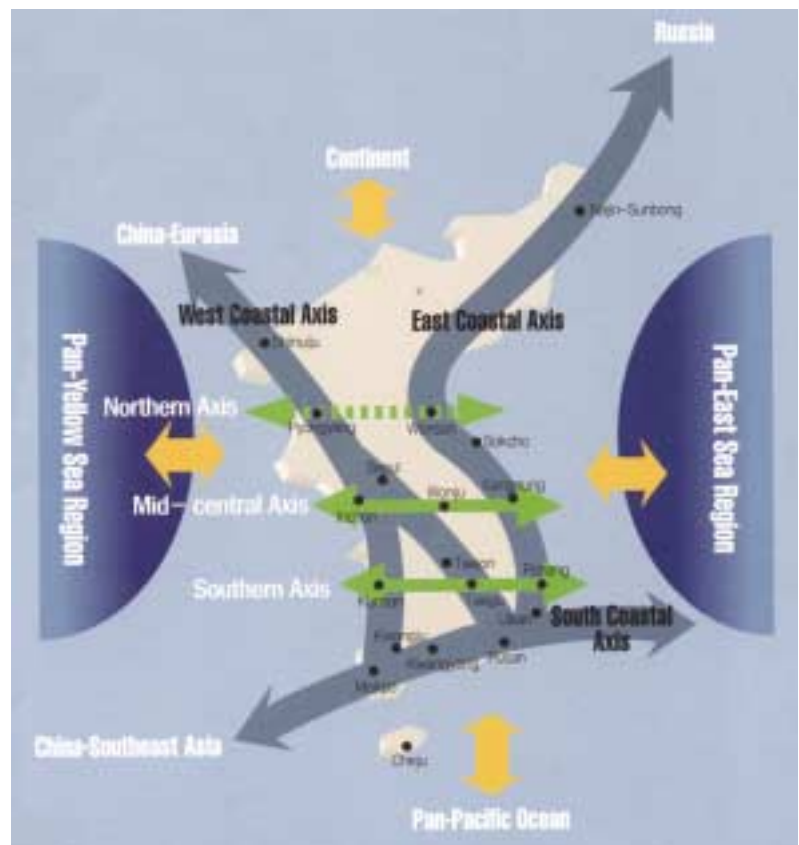
Ministry of Construction and Transport of the Republic of Korea
International Relations Division
Tel.: +82 2 5049065
mocticd@moct.go.kr

Contact:

Dr. Karl Peter Schön
Tel.: +49 1888 4012329
peter.schoen@bbr.bund.de

Head of Unit I 3
European Spatial and Urban Development

André Müller
Unit I 3
European Spatial and Urban Development
Tel.: +49 1888 4012304
andre.mueller@bbr.bund.de



Source: 4th Comprehensive National Territorial Plan 2000–2020

Journal “*Informationen zur Raumentwicklung – IzR*” (Information on Spatial Development) Retrospective 2000/2001

Currently available volumes are dealing with:

Volume 5/6.2000
Demonstration Projects
Renewal and
Development Areas

Volume 7/8.2000
Ten Years of Transformation
Processes in the
Middle of Europe

Volume 9/10.2000
The New Trend of
Region and
Regionalism

Volume 11/12.2000
European Metropolitan
Regions

Volume 1.2001
Labour Market and
Employment

Volume 2/3.2001
Ten Years of German
Reunification

Volume 4/5.2001
Planning and Building
beyond Borders –
Germans Invest, Plan
and Build abroad

The journal “*Informationen zur Raumentwicklung – IzR*” (Information on Spatial Development) is a specialist journal for spatial planning and policy well-established since 25 years. It is published by the Federal Office for Building and Regional Planning (BBR) and is conceived as thematic issues commenting on present and middle-term tasks in the fields of spatial planning, urban development, housing and building. The themes of each issue are especially determined by the tasks of the BBR departments I (Spatial Planning and Urban Development) and II (Building, Housing, Architecture). A short retrospective shall illustrate what has been commented on within 2000 and 2001.

Demonstration Project on Renewal and Development Areas

Since the reunification, the redevelopment of environmental damages has been a topic of high priority in political action. The redeveloping measures during that time have mainly been taken in order to avert further risks. Regardless of this it is necessary to redevelop the spatial structure of areas concentrating partly overlapping environmental loads on a wide territory. They are areas with spatial structure deficits, which can only be redeveloped in the medium term by planning measures. These problem areas have become the focus of attention of the German Standing Conference of Ministers responsible for Regional Planning (*Ministerkonferenz für Raumordnung – MKRO*) when the Guidelines for Regional Planning (*Raumordnungspolitische Orientierungsrahmen – ORA*) as well as the Political Framework for Regional Planning (*Raumordnungspolitische Handlungsrahmen – HARA*) demanded a new instrument in order to create again starting conditions for an independent sustainable development in these areas. In 1996 the MKRO working group “Protection of Open Areas” submitted first proposals to the new instrument “Renewal and Development Areas” to be realized in the framework of demonstration projects.

Ten Years of Transformation Processes in the Middle of Europe

The BBR made use of 9 November 1999, when the fall of the Berlin Wall was ten years ago, as an opportunity to hold a conference with experts from the Eastern neighbouring states of the Federal Republic of Germany to discuss the question in how far the past ten transformation years had generated regional and local changes. It is clear that within German history the 9 November is not only part of the recent contemporary history, but that it also characterizes the course of German history in the last century. Invited by the BBR, colleagues from Poland, Slovenia, Hungary, Slovakia, the Czech Republic, but also a delegation of the Korea Research Institute for Human Settlements (KRIHS) headed by its president attended the event. In view of the current discussion in Korea about the reunification of the two Korean states, the Korean colleagues are especially interested in experiences which can be derived from the German reunification process and the transformation processes in Eastern Europe.

The New Trend of Region and Regionalism

Only 30 or 40 years ago, “region” was a special term only used in the field of spatial planning and geography in Germany. During the last two centuries then “region” became a term often used in the public and political sector and consequently also in the scientific sector. Nowadays, “region” is not considered anymore to be a formal “container” for economy and society, but an interrelationship and the context of activities based on institutional and spatial proximity: Regionality – i.e. the spatial structure of social, economic and cultural life in terms of region – was no “relic of the pre-modern age” but a general structural principle of late modern societies. Furthermore, it was no accident that the region had become again a relevant area in different societal sectors simultaneously. In general in this issue there is consensus about the fact that the spatial dimension of the future economy and society (whether based on information or knowledge) will be “characterized on the one hand by the disappearance of

boundaries and the worldwide integration of commodity and factor markets and on the other hand by a regionalization of specialized production clusters”, independently of the question what is specifically produced in each region and the fact that these clusters are also characterized by changed spatial policy forms. All articles in this issue refer to such actual ideas of “region” – to “regionality” and “regionalization” with regard to the present and the future, however, with different meanings. The German discourse participates in the international discussion about the “new regionalism”.

European Metropolitan Regions – Core Objectives for a Future-oriented Development

Sustainable development is one of the crucial challenges of our time. The problems posed by resource-depleting and ecologically damaging forms of economic activity and lifestyles can be felt most clearly in metropolitan regions. This is why the opportunities for devising a global policy of sustainable development must be sought and used here. European communities, cities and regions are facing up to this task and have taken many and varied initiatives for sustainable development. Therefore the European Regional Conference, being a European contribution to prepare the Global Conference on the Urban Future (URBAN 21), which took place on 4-6 July 2000 in Berlin, was held under the overall theme „European Metropolitan Regions – Strategies for a Sustainable Development”. Starting point of this volume is the special role which the metropolitan regions play for the spatial, economic, ecological and social development in Europe. Solely the high demographic share of the metropolitan regions and their common economic potential underlines their importance. They are furthermore the cultural centre and turntables of international transport. The dangers of an overburdening of the metropolitan regions are, however, unmistakable. A too high transport load, ecological burdens, social polarization etc. impair the quality of life in the metropolitan regions and represent an essential challenge to the political and planning sector. Sustainability as a concept is explicitly based on the networking of ecological, social and economic

requirements. The guiding principle of sustainable development intends economic prosperity, social security and stabilization of ecological systems, considering resource protection for future generations, to be equal objective dimensions. To achieve these objectives and to orientate urban and regional policy accordingly is a decisive future task, above all in the metropolitan regions. Thus it is necessary to elaborate and to implement – principally suprasectoral – strategies and measures, so that a sustainable development can be realized in the metropolitan regions.

Labour Market and Employment

Together with environmental pollution, unemployment counts among those societal problems for which the population sees a large need for action. The present development on the German labour market takes place against the background of an economic decline. In March 2001 the unemployment rate did fall below the limits of 4 million, but the decline was lower than the years before. In general, economic research institutes estimate the further development on the labour market to be measured. In West Germany the employment increase will continue to decelerate in 2001, in East Germany the employment rate will decline. According to the joint forecast of the research institutes, unemployment and gainful employment will develop laterally reversed to each other by 2001. The unemployment rate in West Germany is expected to decline to 2.4 million. For East Germany a decline to 1.2 million is expected. This volume documents selected issues concerning the topic “Labour Market”. This includes the question concerning the success of labour market measures, the context between labour market and mobility, the internal differentiation of East German labour markets as well as the thesis about the isolation of growth and labour market.

Forthcoming volumes will focus on:

The European Structural Funds – Evaluation and Quality Management

Regions in Competition – Fit through Cooperation

International Migration and Spatial Integration

Perspectives of Housing Markets

Financial Support for Urban Development

The journal is available in German with English summaries. It can be obtained from:

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English summaries are also available at the website of the BBR at www.bbr.bund.de

Please follow the advices at the website.

Via internet full texts may soon be obtained as subscriptions, too.

Contact:

Dr. Klaus Schliebe
Tel.: +49 1888 4012281
klaus.schliebe@
bbr.bund.de

Head of Unit I 7
Scientific Services

Ten Years of German Reunification

The year is now 2001 and it is over ten years since the day of German reunification. Many used this anniversary as an opportunity to take stock of the exciting years. The East Germans had large expectations and hopes with regard to the accession to the Federal Republic of Germany. On the one hand, the old *Länder* had a huge development lead which the new *Länder* would have liked to make up in their own region as quickly as possible. On the other hand, even relevant politicians first gave the impression that the new *Länder* could catch up the backwardness quickly. The East German landscapes did not prosper as quickly as promised though. When visiting East German regions it will become apparent to the alert eye that progress is obvious in many sectors (housing, environment, infrastructure, trade, etc.). However, the job supply has decreased since 1989 from once 9.8 million employees to less than 5 million employees liable to social security payments (middle of 2000). German reunification was and remains a big challenge also for spatial planning. It was necessary to set an efficient economic, social and regional policy against the immense west-east disparities to be found in nearly all societal sectors at the beginning of the 90s i.a. to reduce regional imbalances as quickly as possible. To achieve this goal, spatial planning also developed different concepts. Now, ten years later, the quality of these concepts shall be examined from the point of view of spatial planning. Which traces did the present transformation process leave in East German regions? Which progress has been made? Which problems still have to be solved and which status do the regions of the new *Länder* have today within the overall German context?

Planning and Building beyond Borders – Germans Invest, Plan and Build abroad

When the architect Le Corbusier won the planning competition for the Indian city Chandigarh, he designed the city in the fifties “from a distance”, on the drawing-board and without any local reference. Cultural, societal and climatic framework conditions were only marginally considered in the planning process and the blueprint consequently failed. In the following years, the inhabitants of Chandigarh acquired houses, streets and squares constructed according to functional European patterns and then rebuilt and used the city according to its traditional Indian style. Nowadays, Le Corbusier would be likely to fail definitely as the challenges and problems for urban development have been increasing during the last years, especially in the developing countries.

Publications

Catalogue of the Photo Exhibition

RaumNutzung (Use of space)

"Nowadays we are rather marked by pictures than by words. Pictures have become independent, though not emancipated, how should they? They are, however, more than only pictures in terms of illustrations, they have become messages, independent symbols and they are used as those ones. Similar as in old times of a general widespread illiteracy, when the windows in Gothic cathedrals served as pictorial aids to literate persons at that time to complement, picture and make the spoken word more accessible to illiterate persons.

However, in contrast to photographs, these pictures could not make a claim for authenticity, they were intended and understood as glorifications. Nowadays, photos can at the very most make a claim for authenticity, although we all know in the meantime that they are produced or even manipulated like other pictures – in a good as well as in a bad sense – and can therefore in similar terms be used both as intended glorifications or condemnations. Photographies have thus become an individual mixture of documentation and propaganda and require knowledge and training to be understood.

This should be taken into account when using photographs in the field of spatial planning respectively a societally created or explicitly desired spatial organization. The photographs, which were made by three different photographers, have not been selected from picture libraries or even produced by spatial planners or researchers as illustrations for certain typical spatial constellations, they have been ordered from the photographers. "Ordered" means that they were commissioned to take impressions from the space and its structure from their perspective and with their technical means and to illustrate them.

This should, however, be done in different areas, not only in cities, e.g. only in inner cities, but in the urban fringe, in suburban areas and in rural regions as well. Not an apparently neutral, objective perspective of the existing, i.e. a reflection through photographs was intended, but a conscient, individual and thus also

subjective point of view with the alert eyes and from the specific viewpoints of photographers showing their interpretations by pictures." (...) as stated by Wendelin Strubelt his introduction to the catalogue.

The exhibition constituting the basis of this catalogue was shown for the first time on the occasion of "Zukunftsforum Raumplanung" (Forum on the Future of Spatial Planning), jointly staged by the "Akademie für Raumforschung und Landesplanung – ARL" (Academy for Regional Research and Regional Planning) and the Federal Office for Building and Regional Planning (BBR) in the former premises of the *Deutsche Bundestag* at Bonn on 15 / 16 November 2001 (see p. 14). The catalogue is published in German and can be obtained from Selbstverlag of the BBR (7,67 Euro [15 DM] plus postage and packing).

Journal "Informationen zur Raumentwicklung – IzR" (Information on Spatial Development)

European Metropolitan Regions – Core Objectives for a Future-oriented Development

Sustainable development is one of the crucial challenges of our time. The problems posed by resource-depleting and ecologically damaging forms of economic activity and lifestyles can be felt most clearly in metropolitan regions. This is why the opportunities for devising a global policy of sustainable development must be sought and used here. European communities, cities and regions are facing up to this task and have taken many and varied initiatives for sustainable development. Therefore the European Regional Conference, being a European contribution to prepare the Global Conference on the Urban Future (URBAN 21), which took place on 4-6 July 2000 in Berlin, was held under the overall theme "European Metropolitan Regions – Strategies for a Sustainable Development". Starting point of this volume is the special role which the metropolitan regions play for the spatial, economic, ecological and social development in Europe. Solely the high demographic share of the metropolitan regions and their common

Events

CEMAT Model Region online

The project "CEMAT Guidelines – Exemplary Implemented in Russian Regions" (CEMAT Model Region) – see Research News No 1 / July 2001 – was opened in St. Petersburg and Moscow on 5 and 8 October 2001 by launching a website. Information are available at www.cemat-region.ru (only in Russian) and will be given regularly in Research News.



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 53156 Bonn
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Editor, Producer and Publisher

Federal Office for Building and Regional
 Planning – Bundesamt für Bauwesen
 und Raumordnung
 Deichmanns Aue 31–37
 53179 Bonn
 Germany
 Tel.: +49 1888 4012329
 Fax: +49 1888 4012260
 info@bbr.bund.de

Selbstverlag des BBR, Postfach 21 01 50, 53156 Bonn, Germany

Z**Responsible Editors**

Karl Peter Schön, Wendelin Strubelt

Editing

Edeltraud Bahles, Karin Goebel, Marion Kickartz,
 André Müller, Klaus Schliebe, Beatrix Thul

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economic potential underlines their importance. They are furthermore the cultural centre and turntables of international transport. The dangers of an overburdening of the metropolitan regions are, however, unmistakable. A too high transport load, ecological burdens, social polarization etc. impair the quality of life in the metropolitan regions and represent an essential challenge to the political and planning sector. Sustainability as a concept is explicitly based on the networking of ecological, social and economic requirements. The guiding principle of sustainable development intends economic prosperity, social security and stabilization of ecological systems, considering resource protection for future generations, to be equal objective dimensions. To achieve these objectives and to orientate urban and regional policy accordingly is a decisive future task, above all in the metropolitan regions. Thus it is necessary to elaborate and to implement – principally suprasectoral – strategies and measures, so that a sustainable development can be realized in the metropolitan regions. This volume can be obtained from Selbstverlag of the BBR (10,23 Euro [20 DM] plus postage and packing). Abstracts are available as downloads at the website of the BBR.