



# Bundesamt für Bauwesen und Raumordnung

Federal Office for Building and Regional Planning

# **RESEARCH NEWS**

# **Editorial**

The year 2002 is about to end and a series of topics, in which the Federal Office for Building and Regional Planning (BBR) was involved, can be reported on:

Long-term flood prevention is needed more than ever! The dimension of national economic losses caused by the flood damages of the last years (Rhine 1993, 1995, Oder 1997) and the one of the river Elbe this year shows that the existing spatial use structures, which have developed in flood hazard areas over many decades, are not equal anymore to the growing risks. In response to this a National Flood Conference was organized by the German Federal Ministry of Transport, Building and Housing (BMVBW) in Berlin on 15 September this year and the BBR elaborated a position paper with proposals for longterm flood prevention by spatial planning and urban development. Please read more on page 1.

Within the framework of ESPON – The European Spatial Planning Observation Network – the BBR was appointed ESPON Contact Point of Germany. A report on what has been elaborated so far within the ESPON 2006 Programme, which was jointly set up by the European Commission and the EU Member States under the EU Community Initiative INTERREG in order to implement ESPON, is given on page 2.

Under the umbrella of the Urban Restructuring in Eastern Germany Programme initiated by the BMVBW the Federal Competition "Urban Restructuring in Eastern Germany" was coordinated by the BBR. The competition and its contributions

managed within seven months in 260 cities of the new German *Länder* to create the basis for using urban development grants provided in the framework of the above mentioned Programme. The programme aims at strengthening inner cities, reducing the oversupply of housing and at revitalizing cities affected by deconstruction in Eastern Germany. Please read more on page 5.

A new product of the BBR's Spatial Monitoring System is available: INKAR / INKAR PRO. A short report on the current status of spatial development in Germany and on a regional population forecast shall give more insight. Please read more on page 11.

Finally some words on the journal "Informationen zur Raumentwicklung -IzR" (Information on Spatial Development) which is a specialist journal for spatial planning and policy well-established since more than 25 years. It is published by the BBR and is conceived as thematic volumes commenting on present and middle-term tasks in the fields of spatial planning, urban development, housing and building. The themes of each volume are especially determined by the tasks of the BBR Departments I (Spatial Planning) and II (Building, Housing, Architecture). The present Research News volume shall give a short retrospective illustrating what has been commented on within 2001 and 2002. Please read more on page 13.

The BBR wishes all readers of Research News a happy new year 2003!

The editors

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**Publications and Events** 

# New Initiatives for a Long-Term Flood Prevention by Spatial Planning and Urban Development Proposals from the Point of View of the BBR

Relevant publications of BMVBW and BBR:

- Five-point Plan on Flood Prevention
- Planners Guide on Flood Prevention

These publications (German language) can be downloaded from the internet at www.bmvbw.de/ Bestellservice-und-Downloads-370.htm

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The dimension of national economic losses caused by the flood damages of the last years (Rhine 1993, 1995, Oder 1997, Elbe 2002) shows that the existing spatial use structures, which have developed in flood hazard areas over many decades, are not equal anymore to the growing risks. Not only practised flood prevention has to be checked. This was one of the central results of a National Flood conference organized by the German Federal Ministry of Transport, Building and Housing (BMVBW) in Berlin on 15 September this year. At the end of the conference, the Federal Government submitted a Five-Point Plan on Flood Prevention

Flood risks have been underestimated again and again in the past and partly they have been accepted. Many small sins committed by building in flood hazard areas accumulate in case of disastrous storms to become a large national economic damage. Climate scientists expect a further increasing accumulation of extreme precipitations. The existing settlement structures in flood hazard areas will therefore be exposed to further dangers in the future. This is partly a matter of fact of redevelopment (defects of urban development and spatial structure).

The problems cannot be solved anymore with the present measures of local protection and disaster management. A change of paradigms in flood prevention has been demanded for a long time: The present exclusive protection of existing uses through embankments (local protection) should be replaced by the adjustment of existing uses to the increased hazard potential.

advance" by the flood incidents on the rivers Rhine and Oder. They took first measures for a comprehensive, long-term flood prevention.

A series of activities and projects has been promoted in the framework of the action

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A series of activities and projects has been promoted in the framework of the action programmes "Demonstration Projects of Spatial Development" and "Experimental Housing and Urban Development" and within the sectoral research of BMVBW / Federal Office for Building and Regional Planning (BBR).

- A planners guide on flood prevention has been prepared. It addresses sectoral, regional and urban land-use planning and gives an aid to decision-making for practice.
- BMVBW / BBR have been actively involved in the development and implementation of the INTERREG II C Programme IRMA for flood prevention on the rivers Rhine and Meuse. Projects have been initiated, studies and seminars on decentral infiltration have been executed.
- The possibilities of the decentralized infiltration of precipitation in settlement areas have been examined within several demonstration projects. They have been successfully tested both in existing settlements (e.g. Hameln-Tündern, Germany) and in the compact building of new housing (e.g. Hannover-Kronsberg, Germany).

In spite of all these efforts in the last years and against the background of the Elbe flood of 2002, the present strategies, concepts and measures taken by the spatial planning and urban development sector have to be critically verified. It can be expected that this verification turns out to be negative so that new action has to be taken.

These proposals are not oriented towards a special flood incident. Problems and need for action exist in all river basins. It is above all necessary to present useful proposals for the implementation of general objectives, demands and intentions recurring after each flood. Further deficits of action have to be avoided.

# Focuses of action of spatial planning and urban development concerning long-term flood prevention from the point of view of the BBR

- designating flood hazard areas, raising protection standards
- steering the settlements development in flood hazard areas more intensively
- identifying hazard and damage potentials
- using renaturation strategies for endangered settlement areas
- using new strategies of flood and land management
- · creating flood-oriented settlements development concepts
- reducing land consumption and sealing
- · checking the expansion of German Federal waterways
- taking measures to strengthen the water storage capacity on the total territory, regionalizing sectoral policies
- launching test procedures for plans and programmes

The position paper (German language) was elaborated in the run-up to the abovementioned flood conferenceby the BBR and can be found at and downloaded from "News" at the BBR's homepage www.bbr.bund.de Feedbacks are welcome!

# ESPON 2006 Programme – A Successful Start

## The ESPON 2006 Programme – A Successful Start

The aim of the ESPON 2006 Programme is to improve the knowledge and understanding of spatial development in an enlarging European Union. The results envisaged are supposed to support the territorial dimension of policy development in the EU Member States, the Accession Countries and the Neighbouring Countries.

In July 2002, the ESPON 2006 Programme started with the first round of projects (see Research News No 1 / July 2002, p. 2; ESPON is the abbreviation for European Spatial Planning Observation Network). Nine projects were launched during a meeting in Brussels. In the forthcoming months, another seven projects shall be contracted and started in order to reach new and operational results. In total, the Programme covers about 20 projects.

## The approach

Projects launched under the ESPON 2006 Programme follow an integrated approach and are characterized by a clear territorial dimension. Even the Second Report on Economic and Social Cohesion in the EU (published in January 2001), for the first presented a third, territorial dimension of cohesion (apart economic and social cohesion) and called for a better coordination of relevant territorial decisions. Considerable gaps in the knowledge about spatial development trends and the spatial effects of sectoral policies on the European territory have already been identified while elaborating the European Spatial Development Perspective (ESDP). In view of the fact that the enlargement of the EU already faces the challenge of shaping its spatial structure and that it will have stronger spatial effects also on the future neighbouring countries, the need for research becomes evident.

# The objective

The objective of the ESPON 2006 Programme is to carry out policy-oriented and applied research on the territorial development of Europe within the existing and the enlarged EU also taking the current and future neighbouring countries of the EU into account.

Research and studies on spatial development and planning – seen from the national, regional and local point of view – already partly exist, although only for a small part of the European territory. By addressing an enlarged EU territory and larger territorial entities within this context, the ESPON 2006 Programme aims at the following objectives:

- to add value to existing national research by putting a clear European and transnational focus on the implications of the ESDP policy options;
- to provide tools (instruments and institutions) for the better perception and application of the ESDP policy options;
- to improve the understanding of the spatial dimension of the Structural Funds, the cohesion policy and other Community policies;
- to find out how territorial decisions taken at the Community, national, regional and local level might be better coordinated;
- to bridge the gap between policy-makers, administrators and scientists:
- to create a European scientific community in the field of spatial development and planning.

The objectives will be pursued through:

- thematic studies based on a large empirical database dealing with the territorial effects of major spatial developments against the background of typologies of regions and the situation of cities,
- policy impact studies based on a large empirical database dealing with the spatial impact of Community sectoral policies and with the Member States' spatial development policies in regions showing institutional interlinkages between governmental levels and an instrumental dimension of policies;
- horizontal and cross-sectoral studies as a key component, evaluation of the results of other studies to achieve integrated results such as indicator systems and data, typologies of territories, spatial development scenarios and conclusions for the territorial development.



For further information with regard to the **ESPON Programme** 2006, the ESPON Network, the different projects, the cooperation and integration of the Accession and Neighbouring Countries, the first interim reports (available as downloads), news and related links please have a look at the official website of the programme:

www.espon.lu

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## German participants

At present, the BBR and the University of Kiel are Lead Partners of Transnational Project Groups. The University of Kiel leads the project 2.1.1 "Territorial Impact of EU Transport and TEN Policies". The BBR is, as mentioned before, the Project Leader for the ESPON Project 3.1 "Integrated Tools for European Spatial Development". Further German project partners of Transnational Project Groups are S&W Spiekermann & Wegener, the University of Dortmund, the University of Trier and the BBR.

### **Estimated use of results**

By the results of all projects reached within the framework of the ESPON 2006 Programme, the European Commission and the Member States in particular expect to receive:

- a diagnosis of the principal territorial trends at the EU level as well as of the difficulties and potentials of the European territory as a whole,
- a cartographic picture of the major territorial disparities and of their respective intensity,
- a number of territorial indicators and typologies assisting to set European priorities for a balanced and polycentric enlarged European territory,
- integrated tools and appropriate instruments (databases, indicators, methodologies for territorial impact analysis and systematic spatial analyses) to improve the spatial coordination of sector policies.

# Organization of the Programme and projects

Luxembourg is acting as Managing Authority of the ESPON 2006 Programme on behalf of all EU Member States with a Programme budget of 12m Euro. The Monitoring Committee is composed of representatives of the Member States. Over

20 projects aiming to improve the knowledge on the development of larger territories and regions on the European continent, which will cover a territory of 27 EU Member States plus two Neighbouring Countries, Norway and Switzerland, will be implemented by Transnational Project Groups. The contact between the official ESPON units and the different projects is provided by the ESPON Coordination Unit, which operates in close cooperation with the cross-sectoral ESPON Project 3.1 "Integrated Tools for European Spatial Development". The ESPON Project 3.1 is led by the Federal Office for Building and Regional Planning (BBR).

## **Accession and Neighbouring Countries**

Accession and Neighbouring Countries are invited to actively participate, either as observers or even as full partners of the ESPON 2006 Programme. For this purpose, a Memorandum of Understanding has to be signed to obtain the observer status. Up to now, Malta, Latvia and the Czech Republic have joined the ESPON 2006 Programme as observers. Switzerland, Slovenia and Norway plan to join the ESPON 2006 Programme as full partners. For latest information about the status of the accession and neighbouring countries please have a look at the official ESPON website.

## Results of the first five months

In November 2002, the first interim reports of the projects were published and therewith established a profound basis for the 1st ESPON Seminar held in Mondorfles-Bains (Luxembourg) with more than 130 participants at the end of November 2002. During the Seminar, the Coordination Unit, the different Lead Partners and Project Partners of the Transnational Project Groups, the representatives of the national ESPON Contact Points representatives of the Accession and Neighbouring Countries discussed the work realized so far, the results of the first interim reports and the further work for the second interim reports. Apart from this, the participation and integration of the Accession and Neighbouring Countries played an important role during the Seminar. An intensively discussed topic was the "New Map of Europe". A draft map (see figure) provided by the BBR formed the basis for this very fruitful discussion.



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# Federal Competition "Urban Restructuring in Eastern Germany" – Objectives and Outcomes

The Federal Competition "Urban Restructuring in Eastern Germany - for Liveable Cities and Attractive Housing" and its contributions managed within seven months in 260 cities of the new German Länder to create the basis for using the urban development grants provided in the framework of the Urban Restructuring in Eastern Germany Programme. The programme was initiated by the German Federal Ministry of Transport, Building and Housing (BMVBW), has a duration of 2002-2009 and is provided with a total of 2.7 billion Euro. It aims at strengthening inner cities, reducing the oversupply of housing and at revitalizing cities affected by deconstruction in Eastern Germany. The competition was announced in mid-November 2001 by the BMVBW and coordinated by the Federal Office for Building and Regional Planning (BBR). 34 cities were awarded a prize. Three cities received special prizes for child- and youthoriented concepts.

Increasing unoccupied housing, which was also ascertained by the expert committee "Structural Changes of the Housing Economy in the New Länder", provided the background for the initiative of the BMVBW. It is a consequence of growing housing demand and increased construction of new buildings by the end of the nineties, stagnating household figures and a lack of jobs. Urban development under restrictive conditions requires to rethink present objectives and strategies. This rethinking should be pushed by the Federal Competition "Urban Restructuring in Eastern Germany". It should at the same time elaborate planning principles for allocating the grants.

The German Federal Government and the Länder jointly selected 259 East German cities and ten urban districts of Berlin which participated in the competition. Urban development concepts, consisting of an overall city concept and of up to two urban district concepts, were submitted as contributions to the competition. The contributions were prepared – according to the initial situation of the relevant local authority at the beginning of the competition – within a rather short period from January to July 2002. Although the speed was criticized in the beginning, local

representatives and planning offices later affirmed that especially the speed gave enormous impetus to the local authorities and high importance to the task and made it available to a large public. The competition created a discussion atmosphere enabling to approach urban restructuring problems more openly. Independently of concrete solutions, the promotion of urban development concepts in many small cities enabled for the first time to analyse initial situation and forecasts regarding demographic development, housing market and urban conditions.

In order to select the prizewinners and in order to identify exemplary urban restructuring concepts for cities with different sizes and problems, the cities were combined in comparative groups:

- less than 15,000 inhabitants / lower order centres (67 cities),
- less than 15,000 inhabitants / mediumsized centres (63 cities),
- 15,000 30,000 inhabitants (76 cities),
- 30,000 100,000 inhabitants (40 cities),
- more than 100,000 inhabitants (13 cities),
- (the east of) Berlin with ten urban

The prizewinners were selected by a 21-headed jury of representatives of the Federal Government and the *Länder* as well as experts from the sectors of housing economy, finance, architecture, urban planning, sociology and preservation of historic monuments. The prizes were awarded according to the following criteria:

# Revealing of problems

- identifying urban restructuring problems by means of well-founded, small-scale analyses and forecasts on the development of inhabitants, households and unoccupied housing
- justified selection of focuses of action (urban districts)

# Answer to problems

 Do concepts, strategies and measures meet the problems presented?

Feasibility of the urban restructuring strategy

- · gradual feasibility
- · conclusiveness of financial plan
- demand and investors respectively assured



Documentation of the Competition

The awarded urban restructuring concepts are described in the documentation of the competition (in German language). It is expected to be published in February 2003 and will be sold free of charge.

Ordering address: stefanie.schliebe@bbr.bund.de



Presentation of awards

Process and steering quality

- coordination procedure with administration, houseowners and citizens
- coordination with urban hinterland communities
- monitoring

#### Results

When awarding the prize, the different groups of cities and the different problems were taken into account. Nearly all 34 prizewinners were characterized by the fact that they did not present innovative ideas but rather presented in a consequent and solid way what is gradually feasible while setting clear objectives for urban restructuring.

The evaluation revealed that the quality of urban restructuring concepts is not dependent on the size of a city, the urban structure or the situation. It is though influenced by the date when the preparation of the urban development concepts was started. Cities, which started to elaborate their concept at the beginning of the competition, mostly submitted sound strategies. The strategies of cities, however, being in the process of restructuring were often characterized by compromises or problems implementation.

20-30 % of the cities focus on neighbourhoods with old buildings. Most other cities also include Plattenbausiedlungen (housing estates in the former GDR with residential buildings made from prefabricated slabs). Only a few cities deal exclusively with Plattenbausiedlungen. While in old neighbourhoods revitalization measures dominate and partly correspond to classical redevelopment measures, the Plattenbausiedlungen are characterized by a reduction of housing stock which today partly exceed unoccupied housing. In many cases, the unoccupied areas shall be used for the construction of one-family houses. The urban district concepts for Berlin especially focus on the revitalization of unoccupied day nurseries and schools. In presenting their urban restructuring strategies, the cities generally concentrated on eligible objects.

It was surprising that the concepts partly showed very different qualities as regards those aspects relevant for evaluation: wellfounded presentations of problems were not always followed by appropriate strategies. Conversely, less precisely described problems were followed by strategies which – as far as could be concluded from the competition – were convincing as regards idea and feasibility and provided an excellent strategy to implement the urban restructuring tasks.

The following approaches to develop the urban restructuring concepts can be derived:

- Nearly all concepts are based on forecasts concerning inhabitants and households. Only a part of them includes forecasts concerning unoccupied housing. Only a part of them also uses the results of the analyses and forecasts for the spatial localisation of future urban restructuring problems. A "desired" removal behaviour within a city is often assumed without further justifying it. The early focussing of problem presentation on selected urban districts results in the fact that effects of planned measures on the overall city are often not taken into account. Previous restraints for urban restructuring are frequently not mentioned in presenting the problems.
- The strategies often take up urban restructuring problems in a convincing way from the point of view of urban development. However, housing economy aspects partly get a raw deal.
- Only a few measures are presented in different steps of implementation. Although cost plans are prepared, financing plans are missing. The readiness of private investors and houseowners to invest is often taken for granted.
- The concepts show a high sensibility for necessary coordination procedures. They partly propose relatively complex and differentiated coordination procedures between administration, citizens, houseowners and public utilities which partly have already been launched and are running successfully. The end results of coordination with the urban hinterland communities are less positive though.

The written fixing of urban restructuring ideas and their quanification provide excellent preconditions for urban restructuring, which must be understood as a permanent task, and for an appropriate distribution of funds. This goes especially against the background of the flood disaster of summer 2002 in Eastern Germany, for good urban development concepts are also required for the reconstruction of communities affected by the flood.

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# The Spatial Monitoring System: INKAR / INKAR PRO Current Status of Spatial Development and Regional Population Forecast

The current status of spatial development reflected by indicators is updated by issue 2002 of the report Aktuelle Daten zur Entwicklung der Städte, Kreise und Gemeinden (Actual Data on the Development of Cities, Counties and Municipalities) and the relevant CD-ROM INKAR - Indikatoren und Karten zur Raumentwicklung (Indicators and Maps on Spatial Development). The report is yearly published by the Federal Office for Building and Regional Planning (BBR) in cooperation with the local authority associations. the Federal Statistical Office and the statistical offices of the German Länder. The multitude and variety of indicators on regional statistics enable comprehensive analyses on the conditions of living comparing space and time for the whole territory of Germany.

This time, the report Aktuelle Daten ... includes 17 tables for Germany with 225 indicators calculated for the German territorial units on over 400 pages concerning the following topics: population and settlements structure, natural development, migrations, age and social structure, economy, employment and unemployment, education, social and cultural infrastructure, transport and energy, building site market and housing stock as well as building activities.

The report mostly updates the table programme of the previous years. Some important fields have, however, been added and largely extended respectively. The report e.g. presents the results of the landuse survey as well as current indicators on water supply and sewage disposal in the public sector and in the mining and manufacturing sector respectively (last updated in issue 1999). The topic "Economic Power and Finances" presented by two tables and distinguishes between "Economic Power" - based on gross domestic product and gross value added - and receipts and expenditure of "Public Households". The last-mentioned table provides a completely new monitoring field which is more than up-to-date against the background of the present discussions about the financial situation of local authorities. The description of "Social and Cultural Infrastructure" is added by

indicators concerning day nurseries and child welfare facilities. The table "Building Activities" has been supplemented by indicators on building permits, turnover and employees in the construction industry. The 17 tables, which are related to the German counties, *Länder* and non-administrative units, are supplemented by two tables with 21 indicators on the sociodemographic and financial situation of local authorities with more than 20,000 inhabitants.

Concerning the development in the regions of the European Union, issue 2002 also provides 40 indicators on the population and age structure, on gainful employment and unemployment. The user will be able to the analyse situation of counties. municipalities and regions not only in the internal German comparison but also in the context of regional development in Europe. The report presents these indicators at EU NUTS levels 0, 1 and 2. On the INKAR CD-ROM, they are for the first time complemented by a number of central indicators for the more than 1.000 regional units of NUTS level 3.

# INKAR 2002: New graphic and cartographic functions

As usual, INKAR 2002 will also offer the possibility to combine indicators from different monitoring fields with spatial references in individual tables. The data retrieval programme furthermore enables to export these tables easily into all current formats.

The cartographic options have been totally improved as follows:

- · quicker display of maps
- automatic zoom to fade in more map details with increasing magnification
- flexible selection of cities depending on the shown map detail (overall view of the most important cities; display of smaller cities in a zoomed map)
- arbitrary structuring of layers (e.g. texts, proportional symbols, rivers, areas of territorial units etc.)
- labelling of watercourses, motorways and A roads with name, numbers etc.





"Aktuelle Daten ..., issue 2002" (volume 14 of the BBR series "Berichte") (in German language), nominal charge: 12 Euro

CD-ROM "INKAR, issue 2002" (in German language), nominal charge: 25 Euro

Complete package (printed version and CD-ROM), nominal charge: 32 Euro (plus dispatch), can be obtained from:

Selbstverlag of the BBR Postfach 21 01 50 53156 Bonn Tel.: +49 1888 4012209 Fax: +49 1888 4012292 selbstverlag@bbr.bund.de



CD-ROM "INKAR PRO" (in German language), nominal charge: 100 Euro, respectively 50 Euro for students (in each case plus dispatch) can be obtained from

Postfach 21 01 50 53156 Bonn Tel.: +49 1888 4012209 Fax: +49 1888 4012292

selbstverlag@bbr.bund.de

Selbstverlag of the BBR

The maps may cover all territorial units and thus the complete territory of Germany and the European Union respectively. New is the possibility to illustrate only selected territorial units (geographical selection). For thematic maps referring to Germany this implies e.g. that only city and rural counties in selected spatial planning regions, regional districts (Regierungsbezirke) or Länder can be pictured. The same goes for the spatial planning regions in selected regional districts or Länder. An analogous hierarchical selection territorial units to be illustrated is also possible for the NUTS levels of the European Union. Any territorial units can also be visualized by means of a thematic map. They can be selected from a list of territorial units or interactively by clicking with the mouse into a map. Another new function in INKAR 2002 is the chance to picture indicator values at the different territorial units by means of bar charts, line charts or pie charts. These charts can be printed. The user may also export them and the maps in order to integrate them into other applications or documents.

# The current situation of future development perspectives: INKAR PRO – a new publication of the BBR

Apart from INKAR, which updates current indicator reports, INKAR PRO has a look at the future development in the regions of Germany. Spatial planning forecasting has a long tradition in the BBR. Forecasts for key figures of spatial development have been executed for approximately 20 years. The most important forecast model deals with population development. Further models deal with private households, the housing market, the labour market and settlement areas. Forecasts have up to now been executed at irregular intervals. The models had changing spatial and thematic degrees of differentiation with different technical stages of maturity for different reasons. In the last five years, the models been further formlized harmonized so that the forecast frequency can be increased.

The forecast results have previously been transferred on request or by publishing them in BBR publications. From now on, the good experiences with the INKAR CD-ROM, which presents spatial monitoring system indicators every year, have induced us to develop a similar concept for forecast results.

In future, spatial planning forecast results will be published by INKAR PRO. It has been based on INKAR so that the CD-ROM enables to interactively use different kinds of forecast results on changing spatial levels. Normally, forecasts focus on the dynamics of time. So, compared with INKAR, graphical representations are done through flow charts and dynamic processes are visualized by the quick illustration of spatial situations.

The development of INKAR PRO has turned out to be a longer process which must be divided up into steps. Therefore, the first INKAR PRO 2020 CD-ROM focuses exclusively on the population dynamics. In the meantime, the forecast of private households has been finished, the forecast on working persons is being prepared. These two indicators are planned to be included on the next INKAR PRO CD-ROM.

The population forecast is the first component of the spatial planning forecast 2020. Apart from an enlarged time perspective, it has to be stressed that the illustration of territorial units has been extended to the level of the existing 440 counties. The forecasts are based on trends of the near past, i.e. of the 90s. The particularly critical out-migration forecasts are the result of coordination with the German Institute of Economic Research in Berlin. They are integrated into the corridor of assumptions, the population forecast of the official statistics (9. Koordinierte - 9th Coordinated Population Forecast) and the German Federal Government (working group on population issues of the German Federal Ministry of the Interior).

The present CD-ROM data are much more differentiated than before. However, as the quality of a forecast is closely connected to the size of the forecasted features, the BBR's spatial and at the same time thematic differentiation of results is limited. If it is intended to extend the illustration of territorial units, it is only possible to make a rough differentiation (e.g. according to demographic features such as age and gender of the population). Conversely, very precise thematic differentiations are possible for larger territorial units.

The users are welcome to present any ideas or wishes as regards the development of the INKAR PRO CD-ROM.

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# **Priorities and Deficits in Eastern and Western Germany**

The Federal Republic of Germany reveals extraordinarily consistent patterns with regard to the living conditions desired by people in their places of residence. The permanence of these patterns is also confirmed in the "Permanent Survey of the Federal Office for Building and Regional Planning (BBR)" for 20011:

In the East and in the West, for young and old people, women and men, large and small cities, "peace and order" rank first both in the literal and in the figurative sense.

The same goes for the further ranking, the impression of a conservative/pragmatic orientation being underlined by the high importance of "composition of the neighbourhood", environmental quality (parks) and suitability in everyday life (shopping possibilities).

These orientations can not be directly related to concrete local problems and to east-west disparities. They are the result of a social consensus which again is based on a largely shared value orientation. The higher importance of urban development and economic aspects in the East (attractiveness of the inner city/centre, design and maintenance of buil-dings and roads, working and income possibilities) furthermore indicates the local situation.

These concrete references become clearer if the data concerning "importance" are confronted with those concerning "satisfaction" producing a profile of "deficits of subjective relevance" (% "very important" minus % "very satisfied" = extent of not honoured satisfaction with important things).

A part of the important aspects turns out to be perceived as satisfactory. This goes for "composition of the neighbourhood", but outside of core cities also for "quiet residential area, no noise pollution". Nevertheless, highly important aspects become more explosive as they are related to dissatisfaction. This goes e.g. for internal safety: in the East and in the West, "protection against crime" forms the sector deviating the most from assigned importance and real satisfaction, above all in larger cities. The safety aspect there is also underlined by "safety in road transport".

In small cities / villages, however, socioeconomic deficits like working and income possibilities, vocational training places and leisure facilities for the youth have a higher weight. Especially these subjective deficits for young persons increase with decreasing municipality size or with decreasing central place function.

The results are based on the "Permanent BBR Survey" conducted in East and West Germany. IzR 2/3.2001 will about report the results reached by 2000: On the evaluation of housing and living conditions in East and West Germany. It focuses on the question about importance of and the satisfaction with different living conditions with regard to the place of residence. The data are collected within a ranking reaching from 1 (very unimportant/ very unsatisfied) to (very important / verv satisfied). Ranks 6 and 7 are combined

Priorities among the types of settlement structures (in % of all interviewees)

			West German			
	Core cities		Higher order/medium-sized	Small towns, villages		
Rank		%		%		%
1.	Protection against crime	89	Protection against crime	85	Protection against crime	87
2.	Transport safety	83	Transport safety	76	Transport safety	82
3.	Quiet residential area	78	Quiet residential area	76	Quiet residential area	79
4.	Shopping possibilities	78	Shopping possibilities	71	Shopping possibilities	73
5.	Composition of the neighbourhood	71	Composition of the neighbourhood	70	Composition of the neighbourhood	69
6.	Public transport	70	Parks	63	Public transport	61
7.	Parks	70	Car parking	61	Design of roads	60

	East Germany							
	Core cities		Higher order/medium-sized	Small towns, villages				
Rank		%		%		%		
1.	Protection against crime	92	Protection against crime	93	Protection against crime	92		
2.	Transport safety	86	Transport safety	89	Transport safety	90		
3.	Quiet residential area	82	Quiet residential area	81	Quiet residential area	85		
4.	Parks	78	Parks	77	Composition of the neighbourhood	75		
5.	Public transport	75	Attractive inner city	76	Parks	69		
6.	Shopping possibilities	73	Composition of the neighbourhood	75	Working and income possibilities	68		
7.	Design of roads	72	Design of roads	72	Design of roads	67		

Deficits of subjective relevance among the types of settlement structures (difference in percentage points; all interviewees)

	West						East					
Rank	Core cities		Higher order/ medium-sized cent	tres	Small towns villages	5,	Core cities		Higher order medium-sized ce		Small towns villages	\$,
œ		%	1	%		%		%		%		%
1.	Crime	46	Crime 4	12	Leisure facilities for the youth	36	Crime	61	Crime	66	Training places	61
2.	Transport safety	38	Working and income 2 possibilities	28	Crime	35	Transport safety	47	Working and income possibilities	63	Working and income possibilities	61
3.	Quiet resi- dential area	29	Leisure facilities for 2 the youth	27	Working and income possibilities	35	Leisure facilities for the youth	45	Training places	59	Crime	57
4.	Working and income possibilities	24	Transport 2	26	Training places	35	Training places	43	Leisure facilities for the youth	54	Leisure facilities for the youth	53
5.	Leisure facilities for the youth	23	Training places 2	25	Shopping possibilities	32	Working and income possibilities	42	Transport safety	52	Transport safety	44
6.	Design of roads	23	Facilities for the elderly	20	Transport safety	30	Design of roads	37	Attractive inner city	40	Inner city,	
7.	Training places	21	Quiet residential area	19	Public transport	29	Parks	33	Design of roads	39	playgrounds, facilities for elderly, roads	32

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the training situation. Accordingly, 80% consider the "working and income possibilities" in small places (not only there) to be important (West: 63%), although only 9% of them are satisfied (West: 23%).

The interviewees thus do not establish their subjective priorities according to the pattern of a "fun society". They are rather strongly orientated towards basic needs (safety, job, training), which still show clear deficits. These deficits may be relevant e.g. as regards removals. Identifying such deficits of subjective relevance is therefore an essential part of spatial monitoring.

Deficits of subjective relevance (difference in percentage points; persons affected)

	West							
Rank	Core cities	Higher order/ medium-sized centres	Small towns, villages					
ш.	%	%	%					
1.	Crime 46	Crime 42	Training places 44					
2.	Transport 38	Leisure facilities 34 for the youth	Leisure facilities 43 for the youth					
3.	Leisure facilities 30 for the youth	Training places 33	Working and income 40 possibilities					

		East							
	Rank	Core cities	Higher order/ medium-sized centres	Small towns, villages					
	2	%	%	%					
•	1.	Crime 61	Working and income 76 possibilities	Training 72 places					
	2.	Training 58 places	Training places 73	Working and income 71 possibilities					
	3.	Leisure facilities 45 for the youth	Crime 66	Leisure facilities 60 for the youth					

# Report on the Use of the Home-Ownership Subsidy in the Years 1996–2000 Home-Ownership Subsidy as a Central Instrument of Tax-related Promotion of Home-Ownership

The support of owner-occupied housing is an important element of German housing policy. It aims at strengthening the formation of property and general provision for risks – especially retirement provisions – of the population by means of home ownership. With a home ownership rate of approximately 42 % ahead of Switzerland with 31 %, Germany is bottom of Europe in the international comparison. The homeownership subsidy shall facilitate the acquisition of property of upwardly mobile households – mainly with children.

The present home-ownership subsidy is an allowance for production and purchase costs which is independent of tax progressiveness. Eligible persons receive a maximum allowance of 2.556 Euro until 31 December 2002 for the construction of new buildings, 1,278 Euro per year over eight years for the acquisition of old buildings. The subsidy includes a children's allowance of 767 Euro per child and year. Eligibility exists up to a certain income limit, which depends on marital status and number of children. Subsidies can also be granted for building measures aiming to reduce energy consumption and to purchase cooperative shares. The introduction of the home-ownership subsidy in 1996 meant to turn away from the previous dependence on tax progressiveness according to the Income Tax Act so that especially low-income households could be fully subsidized.

Since the establishment of the homeownership subsidy, the use of the present regulations has not been analysed in detail. For the first time, the Federal Office for Building and Regional Planning (BBR) this year submitted a comprehensive evaluation on the home-ownership subsidy together with a working group on the impact analysis of the home-ownership subsidy within the Konferenz der für Städtebau, Bau- und Wohnungswesen zuständigen Minister und Senatoren der *Länder – ARGEBAU* (Housing Committee of the German Working Committee of Länder Ministers responsible for Urban Development, Building and Housing).

#### Problems and sources

Central problems are the regional distribution of the use of the homeownership subsidy as well as analyses on the social accuracy of funding. The investigation is based on 2.6 m subsidized cases registered in the home-ownership subsidy statistics of the German Federal Finance Office between 1996 and 2000. Furthermore, the interactions between different influence factors concerning the acquisition of property and the use of the home-ownership subsidy are analyzed in detail by means of selected regions. Four German metropolitan regions in total (Erfurt, Hamburg, Koblenz, Munich), which represent types of regions with very different preconditions for the acquisition of property, were included in the investigations.

# Acquisition of existing housing stock more important than new construction

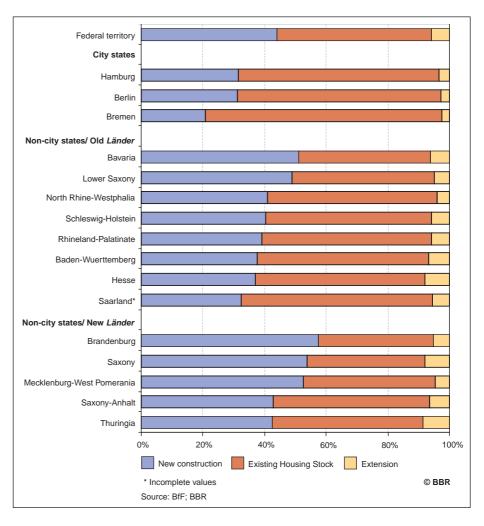
Contrary to the wide-spread opinion, owner-occupied housing at the national level was not reached by the construction of new buildings (44 %) but within the existing housing stock (50 %). Approximately 6 % were dedicated to the support of the extension of existing buildings. In the new German Länder, in which the significance of new construction is above average with more than half of cases as they have to keep pace with the number of new constructions in the old Länder, the acquisition of existing housing stock is 45 % of all subsidized cases. In the city states, the acquisition of existing housing stock exceeds new constructions by up to 3.5 times. The generally dominating role of acquisitions of existing housing stock proves the high importance of existing funding for use and maintenance of the existing housing stock.

# **Funding of families**

The relevance of the home-ownership subsidy for families, which is presently discussed in the context of a planned new subsidy regulation, becomes apparent as regards the use of the children's allowance. The report plus volume including annexes and maps can be ordered from the Federal Office for Building and Regional Planning (BBR), Ursula Rech-Lamberz, Tel.: + 49 1888 4011423, ursula.rech-lamberz@bbr.bund.de or downloaded as pdf file free of charge from

www.bbr.bund.de

Use of basic subsidy – relative significance according to the type of eligible residence (1996–2000)



While in Germany families with children represent one third of all households, the children's allowance has been paid to nearly 60 % of all cases using the homeownership subsidy. For families – especially those with more than one child – new constructions have a higher significance. Nevertheless, the high number of cases in the existing housing stock receiving children's allowance (more than 50 %) shows the important role of second-hand properties.

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# Heterogeneous spatial distribution of use

The question concerning the spatial distribution of the use of the homeownership subsidy is especially important for the discussion about migrations from cities to the urban hinterland due to the acquisition of property. Spatial structures, which are unique in the whole Federal Republic of Germany and speak in favour of a regionalization of the home-ownership subsidy, cannot be derived from the use of the subsidy though. Clear spatial patterns such as suburbanizations due to the

acquisition of new buildings in the new Länder only appear partly or are regionally limited. The heterogeneous spatial structure of owner-occupiers is a result of complex individual decision-making processes influenced by different factors but not crucially by funding.

This result is also confirmed by detailed analyses by means of model calculations on small-scale differences in the acquisition of property. They revealed that the acquisition of property is limited by a very high absolute level of soil prices. Such regions show a clear correlation between purchase prices and the use of the home-ownership subsidy for new constructions from core cities to the fringe communities. In areas with relatively low soil prices, these correlations are much weaker.

The home-ownership subsidy lowers the threshold to the acquisition of property. Its effects strongly depend on the local situation, especially on favourable soil prices, a sufficient and demand-oriented supply. If these preconditions exist, the home-ownership subsidy is an effective contribution to the acquisition of property.

# Journal "Informationen zur Raumentwicklung – IzR" (Information on Spatial Development) Retrospective 2001 / 2002

The journal "Informationen zur Raumentwicklung - IzR" (Information on Spatial Development) is a specialist journal for spatial planning and policy wellestablished since more than 25 years. It is published by the Federal Office for Building and Regional Planning (BBR) and is conceived as thematic volumes commenting on present and middle-term tasks in the fields of spatial planning, urban development, housing and building. The themes of each volume are especially determined by the tasks of the BBR departments I (Spatial Planning) and II (Building, Housing, Architecture). A short retrospective shall illustrate what has been commented on within 2001 and 2002.

# **Evaluation and Quality Management of the EU Structural Policy**

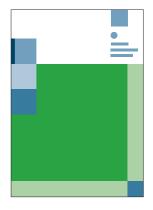
The evaluation of the EU Structural Funds is publicly discussed. Following the intermediate evaluation of the Structural Funds period 1994-1999, the administrations of the Structural Funds Programmes have started the ex-ante evaluation for the period 2000-2006. However, the ex-post evaluation of the programmes of the old funding period has not yet been done. The new EU Structural Funds regulation with its implementary provisions and instructions has specified the demands on evaluations. The new programming documents include a variety of indicator catalogues. Although the European Commission considers these demands to be necessary, they are discussed among national administrative authorities. The IzR volume discusses the topic in two ways: In the first part, the socalled debate part, representatives from the European to the German Länder level show their points of view on the significance of the evaluation. They are complemented by positions of evaluating persons. In the second part, experiences, models and examples for evaluations of several countries, different thematic and institutional contexts are presented.

## **Regions in Competition**

The support of regional cooperation has been on the agenda of German spatial planning policy for several years. Whether the promotion of regional conferences, the large strengthening of urban networks or the German Federal competition "Regions of the Future" are concerned: Regional cooperation is a focus and - via the "Demonstration Projects of Spatial Planning" action programme of the German Federal Ministry of Transport, Building and Housing - forms an important programmatic support for spatial planning policy. At the same time, competition among the regions is steadily increasing. Both at the national and at the European level, this process has not yet been finished by any means. Under the severe macroeconomic framework conditions and perspectively, it will further intensify also against the background of the future enlargement of the European Union. Cooperation is therefore required. The question for spatial planning policy is which strategies might effectively support cooperation between the cities and communities of a region and turn cooperation into a dominant strategy for actors in the regions. As decisions about cooperations principally have to be made by potential, autonomously acting cooperation partners, the question has to be increasingly analysed with regard to an adequate steering of the societal system. This again means that a promotion of intercommunal cooperations in single cases might only have an announcement effect and might encourage cooperations in the regions by spreading best practices. This IzR volume shall contribute to this.

# Urban Development Support -Historic and Sustainable

Urban redevelopment and urban development in cities and communities have been counting among the main tasks of the German *Länder* and their communities for decades. The objective is to create urban life with a sound mixture of living, working and recreation. Success is proven by a functional diversity of inner cities, the



Currently available volumes are dealing with:

Volume 6/7.2001 Evaluation and Quality Management of the EU Structural Policy

Volume 8.2001 Regions in Competition

Volume 9/10.2001 Urban Development Support – Historic and Sustainable

Volume 11/12.2001 Regional Implications of the EU Enlargement to the East

Volume 1/2.2002 Rio +10: Sustainable Urban Development – Reflections from the BBR

Volume 3.2002 Perspectives of Housing Markets

Volume 4/5.2002 Culture as a Factor of Urban and Regional Development in Europe

Forthcoming volumes will focus on:

Large Interactions between German Metropolitan Regions

International Migration and Spatial Integration

Spatial Development in Urban Region

Railway Transport in Rural Areas – Top or Flop?

Building Culture / Planning Culture

maintenance of the architectural heritage, by traffic-reducing urban structures and by a variety of interdependent single measures. All these aspects increase the attractiveness of cities and become important factors in the ever increasing competition for locations. In spite of its unquestioned importance, urban development support still counts among those policies which are less noticed by the public. Therefore the IzR volume gives an overview of the federative-vertical political interactions with regard to the co-financing competence of the German Federal Government towards the Länder and local authorities. It derives from it the importance of urban development support for the Federal policies and provides an overview of urban development support in the Länder according to different factual and spatial focuses.

# Regional Implications of the EU Enlargement to the East

The 2nd Building Regions Discussion, which took place at the end of October 2001 in Frankfurt (Oder) at the premises of the Europa-Universität Viadrina and in Slubice in the Collegium Polonicum, dealt with the topic "Regional Implications of the EU Enlargement to the East". The BBR has thus continued its series of "Building Regions Discussion", which handle different European topics according to the BBR's working results and research interests. The IzR issue documents the contributions to this meeting and thus forms the thematic framework. The venues, which in fact, have not been the BBR offices in Bonn respectively Berlin, have arisen from the topic of the event as the river Oder does not only form the eastern border of Germany, but also that one of the existing European forthcoming enlargement Its beyond the river Oder to Poland as well as to the Czech Republic and Hungary and some other countries, especially the Baltic countries, is part of the political agenda. Although there are a lot of expectations, people have to be realistic, for as Slavenka Drakulic says in an article called "Café Europa" introducing the play "Hotel Europa": "Europe is not a mother who owes something to her long-neglected children; neither is she a princess one has to court. She is not a knight sent to free us, nor an apple or a cake to be enjoyed; she is not a silk dress, nor the magic word

'democracy'. Most likely, Europe is what we – countries, peoples, individuals – make of it for ourselves." Realistic views, which are held in the world of arts, should also exist in politics. The 2nd Building Regions Discussion contributed to it, as it should generally be the task of science with regard to political advice.

# Rio +10: Sustainable Urban Development - Reflections from the BBR

Since the mid-90s, sustainability aspects in present and future spatial development have been an outstanding field of research and policy of the BBR and the former Federal Research Institute for Regional Geography and Regional Planning (BfLR) respectively. The following mile-stones have been reached:

- the German preparation of the United Nations World Conference on Human Settlements HABITAT II in 1996 in Istanbul aiming to promote a sustainable development of settlements and cities,
- the preparation of an urban development report "Urban Development and Urban Policy in Germany",
- the implementation of projects like the "Regions of the Future" competition and "Cities of the Future" within the action programmes "Demonstration Projects of Spatial Development" and "Experimental Housing and Urban Development" of the German Federal Ministry of Transport, Building and Housing,
- the preparation and implementation of the Global Conference on the Urban Future (URBAN 21) in July 2000 in Berlin,
- the preparation of the German National Report for the Special Session (Istanbul +5) of the United Nations in 2001 in New York, which, five years after HABITAT II, made a first interim assessment on the HABITAT Agenda.

The World Summit on Sustainable Development held from 26 August to 4 September 2002 in Johannesburg and the many experiences of the BBR in the field of sustainability have given enough reason to prepare a volume which is exclusively based on the BBR's work and written by BBR authors.

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

Selbstverlag des BBR Postfach 21 01 50 53156 Bonn Germany

Tel.: +49 1888 4012209 Fax: +49 1888 4012292 selbstverlag@bbr.bund.de

## **Perspectives of Housing Markets**

The situation on the housing markets of the Federal Republic of Germany has drastically changed within a few years. In the second half of the last decade, measures to increase the housing stock and - against the background of generally less tense markets in the old German Länder - plans to increase the efficiency of housing instruments were on the agenda in the new Länder. The fact that markets become more and more differentiated in the regional, urban development and socio-structural respect, the parallel existence of growing and shrinking regions and not least the foreseeable demographic changes (dramatically ageing population and decreasing population figures) result in changing preconditions and possibilities of the "traditional" housing policy. The future housing policy will far less than before orientate towards housing and housing maintenance. Rather become urban and settlement aspects of housing increasingly important and suggest a stronger networking and interlinking with urban policy. Housing policy should, more than before, receive an integrative orientation. This concerns social and ethnic integration as well as regional integration in terms of a spatially compatible development of settlement areas in the Federal Republic of Germany. This IzR volume documents some selected aspects of the numerous factors which will determine future housing market trends. They involve the question for the importance of real property in the context of retirement, the impacts of stagnating or declining markets on housing policies, the context between suburbanization and motives of migration from cities to surrounding areas as well as the perspectives for housing investments in the new *Länder*.

# Culture as a Factor of Urban and Regional Development in Europe

The historical cultural diversity in the cities and regions in Europe with its specific characteristics is worldwide unique. This uniqueness is a chance and also a burden for the development of cities and regions. Targets and measures to protect this diversity have already been determined. Consequently, the demand not only for maintenance, but also for the management, use and development of the built and unbuilt cultural heritage and of the natural heritage has already been legally established in spatial planning frameworks. It has explicitly been formulated in the **European Spatial Development Perspective** (ESDP) as a basic objective of spatial planning activities in Europe, transnational EU Community Initiative INTERREG Programmes (II C, 1997-1999 and III B, 2000-2006) are inter alia oriented towards its implementation. However, this is only an aspect of many. Cultural identity, cultural events and cultural heritage are in different ways important for the development of European cities and regions. In all cities and regions, people have a common history. Culture is thus a source for national and regional abuse, regional isolation and social exclusion. Especially for cities and regions away from large transport links - beyond structurally weak areas in the centres of Europe culture provides a very important, if not the only possibility for economic development. This is for example reflected by cultural tourism, but also by the considerable economic use of products and means of production related to local and regional traditions. The present IzR volume presents general specific articles giving different kinds of access an increasing people's awareness of different, also critical points of view. Practical examples offer parts of the wide range of utilizing culture for spatial development.

"Informationen zur Raumentwicklung – IzR" (Information on Spatial Development) is published monthly. Annual subscription 40 Euro (plus postage and packing). Single volumes 5 Euro (double issues 10 Euro).

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.

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Research News is published twice a year. It is available in the internet at the website of the BBR at www.bbr.bund.de
Print copies can be ordered free of charge.

Free to reprint. Please send a voucher copy to the editor.

Citing:

Research News BBR 2/2002

ISSN 1437 - 5850

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

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# Events

3rd Building Regions Discussion

The series of Building and Regions Discussion will be continued. The 3rd Building and Regions Discussion will be held in Berlin, 26-28 March 2003, under the headline of Suburbia: Urban Perspectives on the Other Side of Urban Sprawl – Integrated Development Concepts instead of Parish-Pump Politics.

# Orders and subscriptions

Individual orders and subscriptions as well as a list of publications can be obtained from

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News will be provided continously at the website of the BBR at www.bbr.bund.de

#### **Publications**

# Building and Regions *Bau und Raum* Annual *Jahrbuch* 2002 / 2003

Well done! These words of wisdom of the American engineer Edward A. Murphy known as Murphy's Law - haunt everybody who has anything to do with building. In spite of all modern planning, managing, and constructing techniques, even today all ambitious building projects are still equations of the unkown. Nevertheless: The Alte Nationalgalerie on the Museum Island was completed ahead of time for the 125th anniversary of its founding and within the scope of planned costs. The costs of Villa Mylius-Vigoni on Lago di Como were markedly less than those calculated. The German Embassy in Santiago de Chile was built as quickly and as economically as planned. (...) The annual shows also the "Schürmann Building" at the Rheinaue in Bonn, which fell victim to the Christmas flood of the Rhine in 1993, when it was still intended for the German Bundestag. The ruin of this building - partially demolished and partially renovated - become the shell for the Deutsche Welle Radio Station. It took almost two decades for it to be completed. And the courts still have to decide who will pay for the damages. (...) We also report on our office's "Building and Regions Talks" on

the results of the eastern expansion of the EU. The talks were held on both sides of the Oder, in Frankfurt and Slubice. We take a look at the history of the European city. And we document the "Schloss Debate" in the Bundestag which led to a clear decision in favour of the reconstruction of the Baroque façade of the Berlin City Palace. (...) This publication can be obtained at Wasmuth Verlag. Please refer to www.wasmuth-verlag.de (price 35 Euro).

