



Bundesamt  
für Bauwesen und  
Raumordnung

Federal Office  
for Building and  
Regional Planning

## RESEARCH NEWS

### Editorial

Suburbia has arisen from different, extremely inconsistent ideas, based on incoherent, individual experiences. On the one hand, suburbia represents a very dynamic entity, on the other hand it is a result of political will, for this process is supported by a variety of national frameworks and assistance policies (road construction, home-ownership subsidies, commuter flat rates, low energy prices). Thus, the political objective of a “leveled middle-class society” in fact has been provided with a kind of “vision” – although one which has always been controversially discussed among planners. Until today, it has unanimously been refusing detached one-family houses, which, from its point of view, destroy the countryside and are an anti-urban symbol for lower middle-class narrowness and the decline of building culture. The participants in the Building and Regions Forum held in Berlin in March this year tried to avoid such rash judgements though. Suburbia has an individual history which reaches far into the past. It is certainly not a post-war phenomenon, as in the European debate the European city is saved from the American one in the disguise of “suburbia”. It is a phenomenon desired for different reasons. As a built reality it has to be carefully treated, however, this problem can only be solved at the regional level. One of the central tasks of the next years will be to create quality in suburbia and to design it by interlinking green areas, providing infrastructure within walking distance and implementing traffic calming, only to

mention some important components. Spatial, regionalized concepts seem to be more required than ever in order to orientate towards common visions – all this against the background of negative growth processes in city and region, which have to be counteracted.

But not only the topic of “suburbia” helped shape the profile of the Federal Office for Building and Regional Planning (BBR). First and foremost it is the ESPON 2006 Programme carried out within the framework of the EU Community Initiative INTERREG. The BBR is Lead Partner of the most crucial project within ESPON-2006-Programme’s scope and at the same time it is appointed German ESPON Contact Point. The 2nd ESPON Seminar was held lately and it brought the programme one important step ahead.

The EU Community Initiative INTERREG III B is being implemented at the moment. The mid-term evaluation which aims at revising the altogether 10 new programmes is on its way. The BBR fulfils a variety of tasks in the process of programme implementation.

A background information: The members of the new Scientific Advisory Board of the BBR were appointed recently by the German Federal Minister of Transport, Building and Housing, Manfred Stolpe.

The editors

#### Contents

Editorial

ESPON 2006 Programme  
– One Step Ahead

Building and Regions  
Forum: Suburbia

German-French Seminar  
on Urban Restructuring  
Issues

Transnational  
Cooperation on  
Spatial Development –  
Programmes on the Way

Short News



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

## ESPON 2006 Programme – One Step Ahead

In Research News No 2 / December 2002 an article was dedicated to the ESPON 2006 Programme. The organization and aim as well as outcomes of the first five months were explained. Now, ESPON is six months older. Progress has been made into many directions and the different projects have produced very promising results.

### Facts

Between the 1st ESPON Seminar in Mondorf-les-Bains (Luxembourg), November 2002, and the 2nd ESPON Seminar in Panormo (Island of Crete, Greece), May 2003, new projects have been started and some Accession Countries have become full members of the programme. Thus, there are presently 16 projects:

- 8 thematic studies (projects under Priority 1) on the main territorial development trends in Europe
- 7 policy impact studies (projects under Priority 2) on the spatial impacts of Community and Member States' spatial development and sectoral policies
- 1 horizontal and coordinating cross-thematic study (project under Priority 3) supporting the implementation of the ESPON Programme as a whole including the evaluation of the results of the single studies towards integrated results such as indicator systems and data, typologies of territories, and conclusions for territorial development.

All EU Member States are participating in one or more Transnational Project Groups (TPGs). See also

[http://www.espon.lu/online/documentation/network/transnational\\_pg/590/tpg\\_map.pdf](http://www.espon.lu/online/documentation/network/transnational_pg/590/tpg_map.pdf)

The Federal Office for Building and Regional Planning (BBR) is Lead Partner of the above last mentioned project called ESPON project 3.1 "Integrated Tools for European Spatial Development". The University of Kiel (TPG 2.1.1) and the Institute for Regional Development and Structural Planning (IRS, TPG 2.2.2) as well as German Lead Partners of ESPON transnational projects groups. Other five German research teams are participating as partners in a total of ten Transnational Project Groups. The German participants mainly focus on the following topics:

- Trans-European transport networks
- application of the Structural Funds
- enlargement of the EU

A complete overview of all ESPON themes and projects is given by the above mentioned table.

### 2nd ESPON Seminar and results

In spring 2003, the current 16 ESPON projects presented their first or second interim reports (depending on their project start). These formed the basis for the 2nd ESPON Seminar in Panormo, Crete / Greece, on 5 and 6 May 2003. The Lead and Project Partners of all TPGs, the members of the ESPON Monitoring Committee (including the European Commission), the ESPON Contact Points as well as the ESPON Coordination Unit were the participants of the Seminar. Apart from the EU Member States, Norway, Switzerland, Slovenia and Hungary are now full members of the ESPON and thus part of the Monitoring Committee.

The ESPON Seminar was jointly prepared and implemented by the Coordination Unit and the BBR as Lead Partner of the Coordination Project 3.1. Main concern of the seminar was to build up a common platform of the ESPON 2006 Programme about the aims and expected results. A central element was, on the one hand, to create consensus among the 16 projects to reach common "ESPON results" instead of individual and incompatible project outcomes. On the other hand, an exchange between science and policy about the presented and expected results was envisaged.

During the seminar the European Commission made very clear that already in the short term perspective utilisable ESPON results are urgently needed to help mastering the coming tasks (drafting the 3rd Cohesion Report, preparing concepts for the reforms of the Structural Funds). The ESPON Programme will contribute to these tasks with the following elements:

- common regional data and indicator base for the 27 future EU Member States plus Norway and Switzerland
- tools for data analysis and cartography

<b>Priority 1</b>	
1.1	Polycentric Development and urban rural-relations
1.1.1	The role, specific situation and potentials of urban areas as nodes of polycentric development
1.1.2	Urban-rural relations in Europe
1.1.3	Particular effects of enlargement of the EU and beyond on a polycentric spatial tissue with special attention on discontinuities and barriers
1.1.4	The spatial effect of demographic trends and migration (start 2004)
1.2	Access to infrastructure and knowledge
1.2.1	Transport services and networks: territorial trends and basic supply of infrastructure for territorial cohesion
1.2.2	Telecommunication and energy services and networks: territorial trends and basic supply of infrastructure for territorial cohesion, the role, specific situation and potentials of urban areas as nodes of polycentric development.
1.2.3	Identification of spatially relevant aspects of the information society
1.3	Natural and cultural heritage
1.3.1	The spatial effects and management of natural and technological hazard in general and in relation to climate change
1.3.2	Territorial trends in the management of the natural heritage
1.3.3	The role and spatial effects of cultural heritage and identity
<b>Priority 2</b>	
2.1	The territorial effects of sector policies
2.1.1	Territorial impact of the EU transport and TEN policies
2.1.2	Territorial impact of the EU research and development policy
2.1.3	The territorial impact of CAP and rural development policy
2.1.4	Territorial trends of energy services and networks and territorial impact of EU energy policy
2.2	Structural Funds and related funds
2.2.1	The territorial effects of the Structural Funds
2.2.2	Territorial effects of the "Aquis Communautaire", Pre-accession Aid and PHARE / TACIS / MEDA Programmes
2.2.3	Territorial Effect of Structural Funds in Urban Areas
2.3	Institutions and instruments of spatial policies
2.3.1	The application and effects of the ESDP in the Member States
2.3.2	The coordination of territorial and urban oriented policy from the EU to the local level
<b>Priority 3</b>	
<b>3</b>	<b>Coordinating and cross-thematic projects</b>
3.1	Integrated tools for European spatial development
3.2	Spatial scenarios and orientations towards the ESDP and the Cohesion Policy
<b>Priority 4</b>	
<b>4</b>	<b>ESPON Research briefing and scientific networking</b>
4.1	Data navigator: preparatory surveys on data access

**Contact:**

ESPON Contact Point of Germany  
 Dr. Karl Peter Schön &  
 Dr. Wendelin Strubelt  
 Tel.: +49 1888 401 23 29

**Project-Related Contacts:**

Dr. Karl Peter Schön  
 Tel.: +49 1888 401 23 29

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

Lars Porsche  
 Tel.: +49 1888 401 23 51  
 Volker Schmidt-Seiwert  
 Tel.: +49 1888 401 22 46

The above are members of Unit I 3  
*European Spatial and Urban Development*

Martin Spangenberg  
 Unit I 1  
*Spatial Development*  
 Tel.: +49 1888 401 22 35

- clarification and operationalization of core concepts of European spatial planning (territorial cohesion, polycentrism and accessibility, balanced development)
- identifying the main structures of the European territory (urban system, networks and linkages)
- analysing the territorial impacts of European policies (regional policies, trans-European networks, agricultural policy, R&D policy)
- conclusions and recommendations for European policies

These themes formed also the basic structure of the presentations and discussions during the 2nd ESPON seminar.

The seminar has shown that most of the TPGs have reached more results than expected at this stage, which facilitated the process of establishing a common platform. Not only the short-term perspective and expected results were agreed upon. The long-term perspective of ESPON was given a better base as well.

**Further steps**

The next round of ESPON interim reports will be available in September 2003. The 3rd ESPON Seminar will take place in Italy at the beginning of October 2003.

## Suburbia: Urban Perspectives beyond Urban Sprawl – Integrated Development Concepts instead of Parish-Pump Politics

Building and Regions Forum, Berlin, 26-28 March 2003

The 1st Building and Regions Discussion has been documented in the BBR journal *Informationen zur Raumentwicklung (IzR)* No 7/8.2000, the 2nd Building and Regions Discussion in IzR No 11/12.2001. Both volumes (in German with English abstracts) can be ordered from

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Postfach 21 01 50  
53156 Bonn  
Germany

This year's Building and Regions Forum – the 3rd Building and Regions Discussion – will be soon published (in German).

### Contact:

Dr. Robert Kaltenbrunner  
Tel.: +49 1888 4011200  
robert.kaltenbrunner  
@bbr.bund.de

Head of Department II  
*Building, Housing,  
Architecture*

André Müller  
Unit II 3 *Architecture /  
Building Culture,  
Competitions, Data on  
Buildings*  
Tel.: +49 1888 401 2304  
andre.mueller  
@bbr.bund.de

“Ein Land aus Beton” (A country made of concrete) was the title of an article in the German weekly journal *DIE ZEIT* No 46 from 7 November 2002, which dealt with the German's urge to move to the countryside, away from the narrowness of the city. On the other hand, in the framework of the Ladenburg Collegium on the topic “Interim City: Perspectives on Life in Suburbia”, funded by the German Gottlieb-Daimler- and Karl Benz-Foundation, famous scientists and practitioners have for some time been dealing with “a type of urban structure that developed only in the last decades and that cannot be adequately described with categories such as ‘city’ or ‘countryside’ and for which even the common expression ‘suburbia’ no longer seems to fit”. (Source – in German: [http://www.daimler-benz-stiftung.de/home/discussion\\_research/collegia/city/en/center.html](http://www.daimler-benz-stiftung.de/home/discussion_research/collegia/city/en/center.html)).

Rather negative connotations are connected with the term “suburbia”. At the same time, we have to consider that insufficient attention is paid to this topic. Therefore as well, the Federal Office for Building and Regional Planning (BBR) attended to the phenomenon of suburbanization in Germany and invited representatives from the sectors of science, planning and design as well as from property and housing economy to attend the Building and Regions Forum taking place in the framework of the Building and Regions Discussions from 26 to 28 March 2003 in Berlin at “Haus Schwanenwerder”. The Forum's purpose was to discuss and analyse the suburbia topic from the perspectives of the different actors, but also among the different BBR departments – detached from any ideologies.

The series of the Building and Regions Discussions started in 1999 with the 1st Building-Regions Discussion in Berlin under the motto “Ten Years of Transformation Processes in the Middle of Europe”. The 2nd one took place in 2001 on the German-Polish border in Frankfurt (Oder) and Slubice and had the topic

“Regional Implications of the EU Enlargement to the East” (please refer to Research News No 2 / December 2001, p. 13).

The topic discussed during this year's Building and Regions Forum is a large field. The Forum dealt with the voluntary migration of well-to-do people from the core cities, with the shifting of assumed privileged housing to the suburban area, with relevant urban development – not only in the sense of urban design, but as a whole, and its points of contact to architecture, housing, socio-logy, finances, economy, participation and cooperation, only to mention some areas. The discussion about commercial sub-urbanization has been avoided in order to focus on one thematic spectrum; it has, however, been identified and approved as an important topic for further discussion. An open round of talks has been arranged which helped to overcome the limits of the disciplinary respectively professional discourses and national as well as international points of view.

While the established, though limited term “city” de facto has become inappropriate, the term “city (region)” has become common. The term “suburbia”, however, is intellectually not accepted respectively backed by coherent concepts. In examining a large spectrum, from the construction of owner-occupied housing in the countryside to “recreational suburbanization”, from changing mobility patterns to the migration of industries to the urban fringe, and supplemented by case studies of settlement models in the south-western fringe area of Berlin (e.g. *Landstadt Gatow, Teun-Koolhaas-Siedlung / Groß Glienicke, Bornstedter Feld* and *Kirchsteigfeld, Potsdam*) a new perspective was discussed, a systematic first overview of this complex phenomenon and a contribution to eliminating a deficit not only of research but also of perception was given.

## German-French Seminar on Urban Restructuring Issues

Bremen, 27 March 2003

“Similar as France, the German Federal Government has reacted to the impacts of changing demographic, social and economic framework conditions on urban development with special assistance programmes”, Achim Großmann, Parliamentary State Secretary at the German Federal Ministry of Transport, Building and Housing said during the German-French Seminar on Urban Restructuring Issues in Bremen, Osterholz-Tenever. The programmes “*Stadtumbau Ost*” (Urban Restructuring in East Germany), “*Stadtumbau West*” (Urban Restructuring in West Germany) and “Districts With Special Development Needs – The Socially Integrative City” implemented in the framework of urban development promotion were the response to increasing structural changes in housing economy and urban development.

The Socially Integrative City Programme newly initiated in 1999 had clearly strengthened the socio-political importance of urban development promotion. The new approach aimed at an integrated promotion of urban districts with special development needs, which required inter-ministerial cooperation at the Federal and Länder level as well as with the local level. Different policy measures would be concentrated in an active and integrative urban development policy during perennial programmes, explained the Parliamentary State Secretary. Thus, investive measures in the fields of civic participation, life in urban districts, local economy, work and employment, improvement of living conditions as well as local neighbourhood management would be supported. About 767 million € in total including Länder and local funds were provided for programme implementation in the first four years of the programme period. “This year as well, funding at a high level will be ensured by Federal Government Funds of 80 million €”, Achim Großmann explained.

Initial considerations on urban restructuring were caused by the high unoccupied housing rate in the new Länder, Achim Großmann continued. As a reaction to this, the Federal Government developed the *Stadtumbau Ost* Programme, by which, the Federal Government, the Länder and local

authorities provided 2.7 billion € in total by 2009 for the deconstruction of unoccupied flats and the revitalization of inner-city neighbourhoods. This had launched a number of long-term measures to cope with the structural changes in the housing economy.

The research focus *Stadtumbau West* would counteract negative trends in the cities of the old Länder characterized by economic structural change, declining population figures, unoccupied housing, high unemployment and changed demographic composition, continued Achim Großmann. Presently, eleven pilot projects were implemented in the context of the Federal Government’s Experimental Housing and Urban Development Programme. Three pilot projects were funded in elaborating urban development concepts. The other pilot projects had considered a range of different problems and dimensions being as broad as possible. This would help to test adjustment and deconstruction measures, re-use and revaluation measures as well as other building and regulation measures being necessary for urban restructuring. Federal Government Funds of 15 million € would be provided for this and paid by 2006. One of the projects was the venue Bremen, Osterholz-Tenever, which at the end of the 1960s / beginning of the 1970s was built as a demonstrative building project of the Federal Government and contended with a considerable unoccupied housing rate and with acceptance problems.

“Not only cities in Germany, but in other European countries as well have similar problems with large housing estates. The economic structural change, high unemployment and permanent in-migrations cause social tension. Apart from France, also Belgium, Denmark, Great Britain and the Netherlands have realized the urgent need for action and have elaborated integrated assistance programmes for urban problem areas. Since the beginning of the 1990s, new assistance programmes in these countries meet the acute urban problems by different organisational provisions and funding possibilities”, Achim Großmann concluded.

Note:

This article is based on press release No 093/03 of the German Federal Ministry of Transport, Building and Housing of 27 March 2003.

### Contact:

Jürgen Göddecke-Stellmann  
Unit I 3 *European Spatial and Urban Development*  
Tel.: +49 1888 401 2261  
juergen.goeddecke@bbr.bund.de



The BBR produces periodically progress reports about the implementation of the Community Initiative on transnational cooperation for spatial development (INTERREG II C / III B) on behalf of the German Federal Ministry for Transport, Building and Housing. Reports can be downloaded as pdf-file from the homepage of BBR ([www.bbr.bund.de](http://www.bbr.bund.de)). The homepage gives also overviews on approved projects in German language and other information on the five programmes with German participation.

Europe-wide interactions between different programmes of the Community Initiative INTERREG are also supported through the programme INTERACT. More information can be obtained from [www.interact-online.net](http://www.interact-online.net)

#### Contact:

Dr. Wilfried Görmar  
Unit I 3  
*European Spatial and Urban Development*  
Tel.: +49 1888 401 2328  
[wilfried.goermar@bbr.bund.de](mailto:wilfried.goermar@bbr.bund.de)

## Transnational Cooperation on Spatial Development – Programmes on the Way

10 new programmes of the Community Initiative INTERREG III B on transnational cooperation for spatial development (+ 3 programmes for specific remote regions) are now in their implementation phase. Germany takes part in five of them (see Research News No 1 / July 2002).

The Federal Office for Building and Regional Planning (BBR) fulfils several tasks in the programme implementation process:

- supporting day-to-day programme management (inputs to programme preparation, evaluation and project selection etc.);
- working in programme implementation structures (national sub-committees, task forces and other transnational bodies);
- monitoring the implementation of programmes and advising the German Government and the Federal States as well as transnational committees;
- developing and updating an own project and programme database for co-operation areas with German participation;
- help generating and supporting suited projects through a specific programme "Demonstration projects of Spatial Development and taking care of policy transfer";
- information and publicity.

Although being implemented with different speed, all five programmes have approved first projects. Preparation and imple-

mentation of transnational cooperation projects is still a difficult and time-consuming issue. Several improvements however have contributed to a high demand for project financing under the INTERREG III B Programme and to intensive competition. As a result, in the first decision rounds on projects in 2002, almost one third of ERDF funds available for projects was committed, although only a limited number of projects was approved. Some programmes reached almost 40 % (see table).

The table shows also differences between the individual programmes, e.g. in terms of average number of partners and budget per project.

Through the mid-term evaluation, which is currently on the way, conclusions will have to be drawn from the performance of the programmes. The mid-term evaluation will be finalized by the end of 2003. Some programmes will have to be revised also in view of the forthcoming EU Enlargement, e.g. those of BSR, CADSES and Alpin Space. Although the new EU Member States have already taken part in INTERREG III B Programme implementation, a new situation will emerge. Project development from one source will be possible for an enlarged Community of EU Member States.

From the evaluation, inputs are expected for revising programmes but also for the probable continuation of the initiative under INTERREG IV after 2006.

State of project approvals in INTERREG III B cooperation areas with German participation

Date 31 March 2003	Project Appli- cations	Ineligible	Eligible	Recom- mended for approval	Approved projects	Share of approved projects in appli- cations	Partners	Partners- per- project	ERDF- committed (1)	ERDF- per- project	Share of committed ERDF of programme (2)
	Number	Number	Number	Number	Number	%	Number	Number	Mill. €	Mill. €	%
Alpine Space	40	3	37	28	8	20	68	9	8,6	1,1	15,3
CADSES (4)	88	54	34	30	34	39	405	12	49,4	1,5	41,3
North Sea (3)	49	9	35	18	20	41	189	9	48,1	2,4	39,2
NWE	47	27	20	9	14	30	123	9	50,2	3,6	15,9
Baltic Sea	136	20	116	38	43	32	982	23	39,5	0,9	41,7
Total	360	113	242	123	119	33	1767	15	195,8	1,6	27,6

Source: INTERREG-III-B-Datenbank des BBR, Bonn

(1) Preliminary Figures, budgetary changes partly possible, in cases of additional approval

(2) Project funds (in Mill. € excl. technical assistance): Alps = 56,2; CADSES = 119,7; North Sea = 122,8; NWE = 315,2; Baltic Sea = 94,8

(3) Project extensions through additional partners are only considered financially, not in number of projects

(4) CADSES = Preliminary results

## Short News

### New Scientific Advisory Board of the Federal Office for Building and Regional Planning (BBR)

The members of the new Scientific Advisory Board of the Federal Office for Building and Regional Planning (BBR) were appointed by the German Federal Minister of Transport, Building and Housing, Manfred Stolpe. Members of the Board are 13 experts from research and practice representing the functions of spatial planning, urban development, building and housing. One of these experts is an elected scientific collaborator of the BBR:

- Dr. Heidede Becker  
Deutsches Institut für Urbanistik
- Professor Harald Bodenschatz  
Technische Universität Berlin  
Institut für Soziologie
- Professor Ingrid Breckner  
Technische Universität Hamburg-Harburg
- Professor Andreas Faludi  
Universität Nijmegen
- Professor Heinz Faßmann  
Universität Wien  
Institut für Geographie und Regionalforschung
- Professor Peter Hansen  
Hannover
- Professor Uta Hassler  
Universität Dortmund  
Fakultät Bauwesen  
Lehrstuhl für Denkmalpflege und Bauforschung
- Professor Helmut Holzapfel  
Universität Gesamthochschule Kassel  
Fachgebiet Verkehrsplanung
- Professor Johann Jessen  
Universität Stuttgart  
Fakultät Architektur und Stadtplanung
- Professor Ingrid Krau  
Technische Universität München  
Lehrstuhl für Stadtraum und Stadtentwicklung
- Professor Arno Lederer  
Universität Karlsruhe  
Institut für Gebäudeplanung  
Lehrstuhl für Gebäudelehre und Entwerfen
- Dr. Iris Reuther  
Büro für urbane Projekte, Leipzig

- Professor Ulrike Sailer  
Universität Trier  
Fachbereich Geographie /  
Geowissenschaften  
Fach Kultur- und Regionalgeographie

The chair of the new Scientific Advisory Board, Professor Harald Bodenschatz, was elected during a constituent session on 14 February 2003.

In accordance with the Foundation Act from 15 December 1997, the BBR conducts scientific research in the sectors of spatial planning, urban development and housing in the framework of the tasks of the German Federal Ministry of Transport, Building and Housing (BMVBW). In order to fulfil this function and with regard to basic building issues and their integration, the BBR requires scientific advice. With the approval of the BMVBW, the Scientific Advisory Board has been established in the BBR, which supports the BBR in the fields of spatial planning, urban development, housing and principle concerns of construction in the realization of its work programme and the evaluation of results, including publications.

### CEMAT Guiding Principles – Successfully Implemented in Russian Regions

Under the umbrella of the Council of Europe the project “CEMAT Model Region” was started in 2001 which aimed at exemplary implementing the “Guiding Principles for Sustainable Spatial Development of the European Continent” (CEMAT Guiding Principles) in two Russian Regions, namely Oblast Leningrad and Oblast Moscow (see Research News No 1 / 2001). The most exciting project result is that in both oblasti all actors involved in the project – local / regional authorities and stakeholders – seized the opportunity to express their wishes and needs. Own project ideas – especially in the context of the EU Initiative INTERREG – have further been developed. A strong interest was shown in continuing the process. The project’s outcomes will be presented on the occasion of the 13th CEMAT to be held in Ljubljana in September this year.

For further information please refer to the project website at [ww.cemat-region.ru](http://ww.cemat-region.ru) (in Russian).

### Contact:

Dr. Wendelin Strubelt  
Tel.: +49 1888 401 2290  
[wendelin.strubelt@bbr.bund.de](mailto:wendelin.strubelt@bbr.bund.de)

Vice-President and  
Professor of the BBR

**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

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

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**Homelessness in Germany**

Final report on the follow-up study  
“*Dauerhafte Wohnungsversorgung von  
Obdachlosen*” (Permanent Housing for  
Homeless People) (Werkstatt Praxis 3/2003)

Is it possible to permanently integrate  
formerly homeless people into the normal  
housing stock? Under which conditions?  
What are the possibilities for ensuring  
housing supply in the case of a housing  
shortage at the local level? These key issues  
formed an integral part of the follow-up  
study on the “Permanent Housing for  
Homeless People” research field executed  
between 1993 and 1997 within the  
Experimental Housing Construction and  
Urban Development Research Programme  
(*Experimenteller Wohnungs- und Städte-  
bau – ExWoSt*) of the German Federal  
Government. During the initial exami-  
nation, innovative approaches of the  
housing supply of homeless households  
and persons should be documented and  
analysed by means of selected model  
measures. At that time, the advantages  
and disadvantages of different housing  
suppliers as well as the aptitude of funding  
instruments for the creation of housing and  
the supply of housing-related measures  
were in the foreground. The then realised,  
seven so-called “social housing projects”  
became a matter of evaluation in the frame-

work of the follow-up study. Additionally,  
further four reference projects, which have  
not developed under ExWoSt conditions,  
were involved in the examination. Conse-  
quently, following an average phase of use  
of four years in the projects, a follow-up  
study has been executed by the Institute  
for Housing and *Environment (Institut  
Wohnen und Umwelt – IWU)* in Darmstadt /  
Germany from the year 2000 on. The results  
point out that, owing to the permanence  
of housing situations found among the  
majority of households, the housing pro-  
jects can be assessed as successful. The  
normalisation of the housing situation has  
resulted in an expected stabilisation of the  
total living conditions as well as in social  
integration. A socially oriented housing  
administration and exercise of tenancy as  
well as the supply of appropriate social  
care, if necessary, are decisive to maintain a  
residence. According to the results of the  
study, two-thirds of households have a  
perspective – under certain framework con-  
ditions – to live in normal social housing.  
Therefore, local authorities should  
continue their often practised moderating  
role between housing industry and social  
agencies and develop appropriate occu-  
pation potentials in favour of these target  
groups within different cooperation mo-  
dels. (Price 11.00 €, publication in German)