



Bundesamt
für Bauwesen und
Raumordnung

Federal Office
for Building and
Regional Planning

RESEARCH NEWS

Editorial

Evaluation and new positioning of the BBR 's scientific part

Beginning with January 1998, the new Federal Office for Building and Regional Planning was created by fusing the former Federal Research Institute for Regional Geography and Regional Planning with the former Federal Building Office. Since then, we have been calling the sectors of this new office, working in the field of urban and regional development, housing and principal aspects of construction/architecture, "scientific part" in order to distinguish it from the part responsible for constructing Federal buildings.

This "scientific part" together with other scientific institutes forms part of the so-called "Ressortforschung" that means research institutes affiliated with different Federal ministries.

In 2005, the German Parliament (Bundestag) initiated a process of evaluation of Federal research institutes through the German Science Council in order to check their targets and functioning. Our institute became one of the first chosen for evaluation. The results of this evaluation procedure are now public. They show, on the one hand, that the scientific endeavours of our institute should be strengthened because they are endangered by a growing burden of sheer administrative workloads. On the other hand, it was stressed that our institute has the capabilities to develop into

a fine research institute if it has the time and the possibilities to run research in its fields.

By now, the total office, that means the sectors of construction and analysis, is under a new scrutiny for better organization of its working loads and its relation with the Federal Ministry of Transport, Building and Urban Affairs. We hope that finally, that means in the future, we will have a fine scientific institute working in the field of urban and regional development, housing and architecture being a capable scientific adviser for an efficient administration of our Ministry combining the functions of a think tank with a back office.

The current issue of the Research News provides in the usual way an insight into selected BBR's research activities, results and publications.

Wishing you a pleasant reading!

The editors

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New Orientations for a national urban policy

New Orientations for a national urban policy - last May, this was the topic of a colloquium our institute organized together with the two German academies concerned with urban and regional planning. The background of this colloquium was the fact that in Germany, but in Europe as well, cities are the motors of societal, economic, and cultural life. However, on account of the special federal structure in Germany there is some sort of a Bermuda triangle of responsibilities for cities especially compared with other European countries where due to their centralized structures national strategies for urban development have been developed. This is in total contrast to the many discussions and analytic results presented in this field. Thus, the target of this colloquium was to bring together analysts, practitioners and politicians in this important societal field. All participants of the presentations and discussions stressed the fact that under conditions of globalization and social change the cities and their regions are under continuous challenges coming from these general developments and national and regional peculiarities like demographic development or structural economic change. Within the German context, this requires a rethinking of the financial structure and a better inclusion of cities into the federal system, which, by now, has favoured the Federal and the Länder level.

A closer analytical look to the situation of German cities delivered by Hans-Peter Gatzweiler (BBR) revealed that, on the one hand, the process of growth and shrinking is not evenly distributed, does not follow a unique pattern in relation to the well-discussed North-South or East-West decline. On the other hand, we can observe that not all inner cities are "suffering" from demographic development caused by negative growth and that not all suburbanized areas are the winners. The real urban problems of the future will be the growing share of elderly people, on the one hand, and growing problems stemming from social polarization processes ending up in new segregational structures, on the other hand.

This constellation was picked up by Engelbert Lütke Daldrup, Secretary of State of the Federal Ministry of Transport, Building and Urban Affairs ("Urban Affairs" has recently replaced "Housing" in the title of the Ministry): He stressed the fact that with regard to Federal spatial policy former critical articulations concerning cities ("Stadtfeindlichkeit" - adverseness towards cities) have been taken away as in the context of the new principles ("Leitbilder") formulated for spatial development cities are now considered to be the strongholds for the future development of the country and its regional contexts as well. Thus, the Federal Government will continue its political measures to support cities within the national context and within Europe. The coming German presidency (first half of 2007) gives Germany the chance to stress the importance of cities for German and European development. This requires an open policy on the national and European level neglecting the problems of formal responsibilities or duties. In May 2007, within the context of an informal meeting of European ministers Germany will present a new territorial agenda for spatial development and a "Leipzig-Charta" for urban development.

All in all, this colloquium can be considered as an important step-stone into the right direction - namely the development of a national urban policy within an explicit federal system.

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European Urban Knowledge Network (EUKN) in progress

European Urban
Knowledge Network



The European Urban Knowledge Network started in 2005. Its aim is to support the development of liveable European towns and cities by an improved exchange of information and experience. The first year has brought considerable interim results: Thematic, organisational and technical structures have been established and since October 2005 the EUKN has an own information platform in the Internet.

The www.eukn.org website is the Network's central information and communication instrument. Its core element is the e-library with information documents provided by practitioners, researchers and policy-makers from the field of urban development in Europe. This information supply now includes over 1000 contributions in six main EUKN areas:

- Urban environment
- Social inclusion and integration
- Housing
- Transport and infrastructure
- Economy: knowledge and employment
- Security and crime prevention

The information documents can be retrieved in two ways, via a search site and via a list of technical terms. Each document contains a structured general information as well as notes and links to further materials, contacts and sources. The standardised indexing of all documents allows a demand-oriented and systematic search for information.

Besides the e-library, there are further elements of information to be found on the EUKN website. Apart from a calendar of meetings it gives the latest news on urban development in Europe, some basic information about the Network itself as well as about the partners.

15 EU Member States, EURO CITIES, the URBACT Programme and the European Commission are now participating in the EUKN project. Further EU member states are to be won as partners in the near future. The EUKN Secretariat in Den Haag is responsible for the management of the overall Network. Each partner state has established a subnetwork with special institutions and with existing urban development networks.

The subnetworks in the partner states play an important double role. They first generate the contributions to the joint information platform of the overall Network. Second, they are involved in the qualification and distribution of information. Establishment and coordination of the subnetworks are organised by the National Focal Points (NFC). The Federal Office for Building and Regional Planning (BBR) has been commissioned as a NFC for the Federal Republic of Germany. Within this function, the BBR is a contact and collection point for information and contributions from the field of urban development on the Federal territory.

Within the German network, partner organisations from the fields of urban research and planning, housing and local authorities work together. By giving information and feedback they regularly contribute to the enlargement of the information supply and to a quality-oriented advancement of the EUKN in general. This cooperation has helped to fill all the main topics and the categories of the EUKN with various national contributions. They can be found on the EUKN homepage at www.eukn.org/germany.

Network and Internet platform on urban development in Europe are permanently tested and advanced. Apart from the continuous extension of contents, especially criteria of quality are to be advanced by the end of 2006 and the present process and the state achieved are to be evaluated. In this context, all specialists interested are welcome to contribute with information and incentives to the advancement of the EUKN.

The Network lives on the active participation of many. If a dynamic and autonomous pyramid mechanism can be activated, the EUKN will be able to come up to its demands and to establish as an important and useful instrument for the transfer of information and experience in the field of urban development in Europe.

Additional information:

www.eukn.org

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Stakeholder dialogue on the new EU Territorial Agenda

At their meeting in Rotterdam on November 29, 2004, the ministers responsible for spatial development in the EU member states launched a political agenda for the period by the end of the German Presidency (first half of 2007). They agreed on an agenda aiming at a better integration of the territorial dimension into the EU and of national policies based on the new EU objective "territorial cohesion", which was introduced in the new EU constitution.

A key product of this process will be the "Territorial Agenda of the EU", a short policy paper comprising policy observations and recommendations for an integrated spatial development policy which includes an evidence-based assessment addressing the *"Territorial State and Perspectives of the EU"*. The Territorial Agenda will be adopted during the informal conference of ministers responsible for spatial development in the EU member states in Leipzig on 24 and 25 May 2007.

The Territorial Agenda is based on the European Spatial Development Perspective (ESDP) which was adopted in 1999. It will adapt European spatial/territorial policy to the present-day situation of the enlarged EU and will focus on strategies in support of the Lisbon objectives (to make Europe more innovative and competitive in the world) in the light of territorial cohesion.

The Territorial Agenda is mainly based on ESPON analyses. ESPON, the European Spatial Planning Observation Network, is a Community Initiative programme which has been set up to support policy development by delivering territorial analyses on territorial structures, trends and policy impacts in an enlarged European Union. The assessment of the territorial state shows a challenging

picture of the Union's territorial structure in the light of the Lisbon objectives with an unbalanced distribution of factors of competitiveness, serious challenges for urban networking to create strong clusters, a growing environmental pressure and some serious trans-European bottlenecks and missing links in key transport, ICT and ecological networks. The key challenge appears to be a better exploitation of the specific territorial potentials of Europe's regions and a more effective trans-European territorial integration. Against this background, six priorities for strengthening territorial cohesion in the light of the Lisbon objectives have been identified (see box). Beside these priorities, the ministers responsible for spatial development decided at the informal conference in Luxembourg in 2005 to organise a stakeholder dialogue on territorial cohesion in order to have a thorough debate on territorial cohesion and to achieve broad support for the Agenda.

Stakeholder dialogue opened on June 28

The EU stakeholder conference "Territorial Cohesion and the Lisbon Strategy" in Amsterdam on June 28 marked the start of the stakeholder dialogue. A broad range of stakeholders from EU institutions, local, regional and national representatives and NGOs discussed how Europe can better exploit its diverse territorial potentials. In this context, Wolfgang Tiefensee, German Minister of Transport, Building and Urban Affairs, stressed the necessity of a territorial agenda: "If Europe wants to achieve the objective formulated in the Lisbon Agenda to become the territory with the highest economic strength in the world by the end of this decade, the EU should involve towns, cities and regions more in its activities.

Drafts of the two documents "Territorial State and Perspectives of the EU" and "Territorial Agenda of the EU – Guidance Note" as well as further information on the process can be found in the internet at <http://www.bmvbs.de/artikel,-963636/Territorial-Agenda-of-the-EU.htm>

Information on the EU stakeholder conference "Territorial Cohesion and the Lisbon Strategy" can be found at <http://international.vrom.nl/pagina.html?id=9951>

Priorities for Strengthening the Structure of the EU Territory

1. Promoting a Territorial Policy for Agglomerations, Cities and Urban Areas in a Polycentric Pattern as Motors of Europe's Development
2. Strengthening Urban-Rural Partnerships and Ensuring a Sufficient Level of Services of General Interest for Balanced Territorial Development
3. Promoting (Trans-)National Clusters of Competitive and Innovative Activities [...]
4. Strengthening the Main Trans-European Transport, ICT and Energy Networks in View of Connecting Important Economic Poles in the EU and their Links to Secondary Networks [...]
5. Promoting Trans-European Technological and Natural Risk Management, Including Integrated Development of Coastal Zones, Maritime Basins, River Basins and Mountain Areas
6. Strengthening the Main Trans-European Ecological Structures and Cultural Resource

Europe therefore needs a territorial agenda.“

The stakeholder process opened in Amsterdam will be continued. The drafts of the “Territorial Agenda” and of the document “Territorial State and Perspectives of the EU” have been published on the homepage of the German Ministry of Transport, Building and Urban Affairs. Interested stakeholders (which include all citizens and as well as experts) have been invited to participate in this open dialogue and to answer the following questions:

- How do you see the present analysis?
- What responses to the territorial challenges do you expect from EU policies?
- How do you think the political process should be shaped?
- What good practices should be integrated in the documents?

Based on this process, a second revised version of the documents will be presented at the end of this year.

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ESPON 2006 on the home straight – ESPON 2013 ready for takeoff

The European Spatial Planning Observation Network (ESPON 2006) is on the home straight. The ESPON seminar on 14-15 November 2006 in Espoo near Helsinki will be the last one of this programme. It will offer an opportunity to discuss final results, to look back to the programme period 2002 to 2006, and to look to the future, to ESPON 2013. In Espoo some final summary documents will be presented, especially the ESPON Synthesis Report, the ESPON Scientific Progress Report and the ESPON Atlas. Scientists from BBR had an important part in the making of these documents.

The ESPON seminar is combined with a meeting of General Directors responsible for spatial development policies in the EU member states. They will discuss the evidence document on the “*Territorial State and Perspectives of the EU*” (cf. previous article on p. 4f.) and have the opportunity to take part in the ESPON seminar and discuss ESPON results first hand.

The follow-up programme, ESPON 2013, is currently under preparation. A draft version is published on the website www.espon.eu and is open for public discussion. ESPON 2013 will be part of the mainstream structural funds programme and will run under the objective *European Territorial Co-operation*.

The ESPON 2013 Programme will carry through activities within five priorities at programme level, which reflect the programme strategy and overall objectives defined.

The five programme priorities are the following:

1. Applied research on territorial development, competitiveness and cohesion: Evidence on territorial trends, perspectives and policy impacts
2. Targeted analysis based on user demand: European perspective to development of different types of territories
3. Scientific platform and tools: Comparable regional data, analytical tools and scientific support
4. Awareness raising, empowerment and involvement: Capacity building, dialogue and networking
5. Communication and technical/analytical assistance

Under these programme priorities following actions are foreseen (selection):

- Cross-thematic and thematic analysis (defining territorial potentials and challenges), including studies of territorial trends and prospective studies
- Territorial impact of EU policies
- Knowledge Support System constituted by a pool of scientists (being specialists in different thematic fields)
- Targeted analysis based on user demand through
 - Integrated studies and thematic analysis
 - Knowledge support to experimental and innovative actions

- Joint actions related to other Structural Fund Programmes, in particular, programmes within the objective European Territorial Cooperation
- ESPON Territorial Database, including data validation and improvement
- Tools development and maintenance
- Territorial Monitoring System and Reports
- European seminars and events
- Transnational networking activities
- Synthesis reports and publications
- Implementation of Communication Strategy with ESPON Contact Points promoting national dissemination of results

The European Commission, the 25 EU Member States and the EU Acceding Countries, Romania and Bulgaria, will constitute the 28 core partners carrying through the programme. The current EU Candidate Countries, Croatia, the Former Yugoslav Republic of Macedonia and Turkey, will be invited to join the ESPON II programme as full members. Also the neighbouring countries that were already invited as partners in the ESPON 2006 programme will be invited to continue cooperation within the ESPON 2007-2013 Programme. These countries are Norway, Switzerland, Iceland and Lichtenstein. During the programme implementation it is the intention to consider the optimal way to involve further countries in the applied research and studies.

The ESPON programme digs deeper – from MEGAs to the role of small and medium-sized towns

Everybody knows what a small or medium-sized town is and what is its role and function – as long as nobody is asked to define it precisely starting to describe what distinguishes a small or medium-sized town from a larger town, city, a metropolis, a central place, a village or an urban area. It becomes clear that the meaning is vague and differs with the respective context and particularly from country to country. The question on the definition, role and function of small and medium-sized towns is not only on the agenda of German researchers (e.g. BBR, IzR no. 8/2005). More and more countries become aware that these kinds of towns play an important role in a complex spatial system and that they are not “dozy rural communities”. Now the

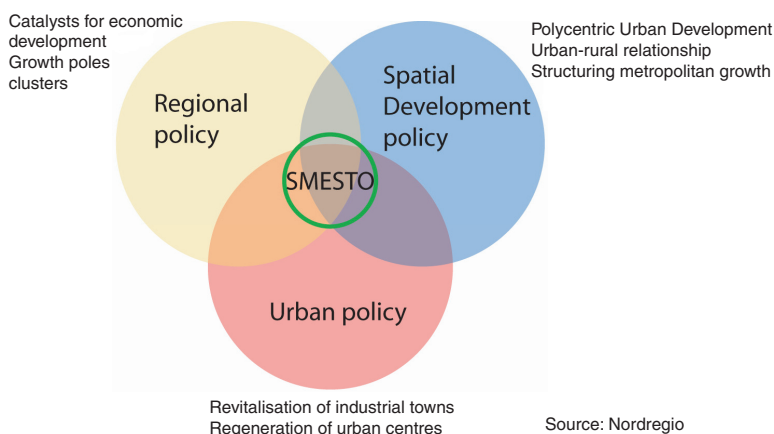
issue has also reached the European level and BBR has taken part as a project partner in a preparatory ESPON study on the issue led by the Austrian Institute for Regional Studies and Spatial Planning (ÖIR).

Background

Last May, the ESPON preparatory study on the role of small and medium-sized towns (SMESTO) finalized its work and delivered its report after 15 months of research. By inviting tenders for this study the programme made two very important steps. It made clear that for a comprehensive view on the European urban and spatial system putting the focus on MEGAs (Metropolitan European Growth Areas) is not enough. Furthermore, it had to consider the local or municipal level as well as functionally interconnections between various kinds of towns and cities on various scales.

The objectives of the study were:

- to find ways to conceptualise small and medium-sized towns (SMESTOs) which can be applied all over Europe
- to assess possibilities and restrictions to empirically identify concrete SMESTOs on the European (and national) level
- to describe the main roles that SMESTOs are playing in the context of territorial development
- to derive options for typologies of SMESTOs and their regional contexts



Findings and recommendations

One result which became apparent very quickly was that urban studies on the European level concentrate on large towns and cities or even only on metropolises. There is no systematic research on SMESTOs although policy-makers increasingly refer to them. The same goes for Germany. The European situation on data and statistical information is very poor and does not enable a conceptual comparability.

The definition of “urban”, “town” and “cities” varies widely within the 29¹ countries involved. The example below only using the threshold by inhabitants shows the differences between seven European countries.

This example only represents a small part but highlights a fundamental difficulty concerning the comparability of SMESTOs within the ESPON countries. Other starting points had to be developed. Finally, the project produced three classifications to be used in the future and to be further developed for a definition of SMESTOs.

- Spatial position:
 - o agglomerated, networked and isolated
- Socio-economic performance:
 - o dynamic/growing
 - o declining
 - o restructuring
 - o potential development
- Relationship between urban nodes and administrative units

Even if today the related data do not exist for the points listed, it shows that the future work on the issue is on the right track.

As mentioned above, SMESTOs have to be put again on the agenda of politicians and policy-makers. Here the study primarily refers to different EU policies e.g.

- Urban policy addressing the regeneration of urban centres and the revitalisation of industrial towns
- Regional policy being a major catalyst for economic development
- Spatial development policy aiming at a polycentric urban development, urban-rural relationship and structuring metropolitan growth

The potential of SMESTOs can be considered on three levels:

Macro level:

- SMESTOs are important elements in a European polycentric urban development

promoting territorial cohesion on the one hand and reinforcing the competitiveness of the individual region on the other hand

- SMESTOs in peripheral rural areas can play a crucial role by attempting to diversify the economic base of these areas and by ensuring a minimum level of services

Meso level:

- At national level SMESTOs can be used as tools in the effort to counteract the polarisation of urban growth.

Micro level:

- At the regional and local level, SMESTOs offer good possibilities as habitats of high quality.

Summary

In general, the study pinpoints the weak standing of small and medium-sized towns within the perception of politicians as well as of researchers. However, it shows the potentials and importance of SMESTOs in a rough but emphasized way. Thus, a further structured and targeted research is needed. It has to be borne in mind that there are mainly two points of view of the issue. One is the spatial view and the other one is the governmental /administrative view.

The study was a first step into the right direction. ESPON II has to deal with the issue more intensively and comprehensively. Hopefully, the study is also an incentive for countries and regions to focus on the complete and comprehensive spatial picture and not only on metropolises.

(1)
EU member states + Romania and Bulgaria + Norway and Switzerland

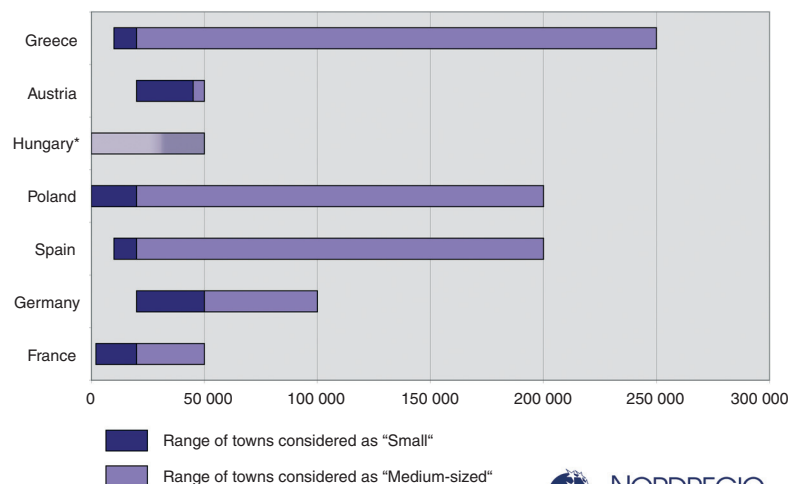
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Quantitative definition of SMESTO



*For Hungary, only the upper limit for medium-sized towns was given

Source: Based on the answers to the ESPON 1.4.1. questionnaire sent to the project's national experts as well as ESPON ECPs



ESPON YoungStars Seminar – a successful continuation

The European Spatial Planning Observation Network started the YoungStars activity with a first seminar in Ljubljana in 2005 aiming at the involvement of young people into the ESPON programme and making them familiar with ESPON results.

The idea was born in 2004, among others by the national Contact Point Germany, when realizing that the percentage of young people participating in ESPON was at that time very low and that the 'planners of tomorrow' are not aware of European territorial characteristics and spatial challenges of today and the future.

The ESPON YoungStars Seminar is the only European-wide public event of such a kind providing a forum and discussion platform especially to young professionals and students involved in spatial planning and related fields. It is organised by a core group of younger colleagues.

The Seminar intends to present the ideas and concepts of ESPON and gives participants the opportunity to discuss relevant topics of European spatial processes and planning issues. The results are fed back to the ESPON Programme. The Seminar brings together representatives of national ministries, national authorities, regional planners, policy-makers, university students and PhD students, researchers, ESPON projects representatives and other academics in the above-mentioned field of European spatial planning and development.

Besides discussing ESPON results and European spatial planning issues, the networking is one of the most important elements of the Seminar. In this way, problems and challenges are getting more tangible and real. Furthermore, contacts with potential future colleagues are established in a free and unconstrained atmosphere.

As mentioned above, the first YoungStars Seminar took place in Ljubljana, Slovenia, in May 2005 with 70 participants. The BBR acted as the lead partner in close co-operation especially with the ECP Slovenia. For the ESPON programme it was a very successful "test" which was

followed by the second YoungStars Seminar in Budapest, Hungary, one year later. The first Seminar gave a very comprehensive and intensive insight on ESPON themes and corresponding results. Its slogan was "Create Europe". With its motto "Reach each other" the second Seminar in Budapest concentrated on accessibility as well as (terrestrial and digital) aspects in spatial planning. Similar as the first Seminar the second one was successful and revealed the importance of the YoungStars activity. With regard to the participants it has to be highlighted that both Seminars were also attended by young colleagues from non-EU countries.

Both Seminars have shown the importance of this kind of seminar and transfer of knowledge. The mix of lectures and working sessions using the World Café technique was very fruitful and seemed to be a very proper combination. The open-minded and unhierarchical atmosphere contributed to this effect as well.

The Seminars showed that young colleagues with their impartiality deal more freely and openly with the issues discussed. For established colleagues unconventional and partly innovative solutions are proposed e.g. concerning environment and transport issues. Furthermore, social aspects and questions are more often put into the debate.

It is sure that the YoungStars Seminars will continue during ESPON II. The idea is to have it as a series rotating yearly according to the four points of the compass to reach 'the planners of tomorrow' all over Europe.

The results of the Seminars are available under:

- http://www.espon.eu/mmp/online/website/content/network/92/469/index_EN.html
- or
- <http://www.bbr.bund.de>

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Talks on Europe – a new round of talks in Bonn

**Discussion on Europe and Turkey: city love – country love
on 31 May 2006 at the BBR in Bonn**

The European Commission Representation in Bonn and the Federal Office for Building and Regional Planning with its scientific departments – especially the unit “European Spatial and Urban Development” – have launched a series of Talks on Europe in order to discuss with selected speakers topics of European importance and current interest “off the beaten track”. Spatial and urban development topics in a European context are of main interest in this respect. It is principally planned to organise the Talks once per half-year on current issues of the European Union and its member and neighbouring countries.

The first Talk on Europe was devoted to the topic “Turkey – City Love – Country Love.” Its focus lied on sociopolitical changes and challenges which Turkey faces. In this country as in many other countries cities increasingly gain in importance. Most of them do not only steadily grow in size and population they also increasingly assume the sole function of driving forces for development. Nevertheless, Turkey is also characterised by a rural culture which is important as well for Germany's development through the Turks living in Germany. The Talk was supposed to provide a framework for discussion on this issue.

Prof. Dr. Hans-Dietrich Schultz, professor for didactics of geography at Humboldt University of Berlin, as well as Dr. Gülistan Gürbey, private lecturer at Otto Suhr Institute for Political Science at the Free University of Berlin specialised on Turkey, international relations, migration and integration, were invited as speakers.

Professor Dr. Hans-Dietrich Schultz introduced the event with a very vibrant lecture on the geographical borders of Europe. He thus went on a historical journey and showed that general political conditions and moods influence and change the view to geographical affiliations. As a result, the geographical demarcation of Europe always follows social conventions to a certain degree and is produced by society. In the framework of the Talks on Europe it was as well not possible to definitely answer the question whether Turkey is a geographical part of Europe or not. However, there were times in which Turkey was naturally

considered as a part of the geographical Europe, so much is certain.

Dr. Gülistan Gürbey concentrated on the society and sociopolitical changes in Turkey as well as on resulting challenges. The current reform processes in Turkey could not have been implemented so rapidly and probably so radically without the perspective of joining the European Union. Although from a Western point of view there are repeated doubts about the ability of an Islamic country to integrate, Dr. Gülistan Gürbey stressed the potentials provided by the dialogue between different societies – also based on own experiences. The successful integration and communication of different societies may produce new positive potentials. However, especially the reform efforts initiated in Turkey by the enlargement negotiations with the European Union do not only bring Turkey closer to Europe in the political respect but also cause positive changes in the country itself – whether in the political, in the economic, social or ecological context.

The following panel discussion, in which, besides the two speakers, Mrs. Barbara Gessler, head of the European Commission Representation in Bonn, and Prof. Dr. Wendelin Strubelt, vice-president of the Federal Office for Building and Regional Planning, participated, was moderated by Mr Erkan Arikan, head of Turkish channels at WDR/Funkhaus Europa broadcasting station.

Although the talk on the topic “City Love – Country Love” consciously did not want to resume the currently broad discussion on the accession of Turkey, the audience's interest led to an active discussion especially on the accession. With their specific experience Prof. Dr. Hans-Dietrich Schultz and Dr. Gülistan Gürbey provided valuable inputs to the discussion and helped to achieve the overall goal of the Talks on Europe – to create new perspectives.

The next Talks on Europe in the BBR will deal with the German EU presidency and with the positive perception of Europe abroad. It is scheduled for February/March 2007.

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Growing and shrinking regions in Europe

It is no longer self-evident for cities and urban regions to grow but they often experience structural changes in terms of job loss and declining population. These changes towards shrinkage, which should not only be considered as a loss but also as a chance and a challenge for future development, are the subject of the BBR research field "Urban Restructuring in West Germany" (*Stadtumbau West*) funded under the Federal Government-Länder programme Experimental Housing and Urban Design (Experimenteller Wohnungs- und Städtebau ExWoSt). The paradigm of "controlled growth" has to be changed into a "well-regulated reduction".

But the shrinkage of cities and urban regions is not restricted to Germany but can also be observed in other European countries. The purposive comparison of ten European cities has revealed similar developments around Europe. The results were presented at 3. *Fachöffentliches Forum 2005* on 15/16 September 2005 in Völklingen. The Forum is an annual conference organised by the BBR and *Forschungsagentur Stadtumbau West*, a research agency. The main purpose of the Forum is to inform and discuss current questions of restructuring cities with experts of research, local authorities as well as of building and housing institutions. The topic of the 3. *Forum* was "Urban Restructuring in West Germany - what can be learned from Europe?"

The qualitative research on shrinking cities within the ExWoSt programme is accompanied by an indicator-based quantitative research. In 2003, the BBR developed a method to quantify the process of shrinkage and growth based on six indicators on the local level. The *Forum*

inspired to transfer the quantitative method of the German local level onto European regions. On the NUTS 3 level the required data are available to repeat the analysis for European regions.

Growth and shrinkage respectively are understood as multidimensional, systemic processes. Shrinkage and growth are systemic processes when decreasing negative developments and growing positive developments respectively become dominant and amplify one another. Shrinkage will mostly be characterised by a population decrease and out-migration. A population decrease is often caused by a decline of jobs followed by an increase of the unemployment rate. Both population and job decrease cause a weakening of public income and economic prosperity as well as a decrease of the purchasing power of resident households on the one hand. On the other hand, economic growth in terms of an increase of jobs and of a decline of the unemployment rate fosters in-migration and leads to a growing population. As a consequence, economic prosperity, the income of regions as well as the purchasing power of households grow. The interrelation of these processes has been proven by strong correlations between the six indicators used as shown in the map below.

Relative shrinkage and growth are expressed by the lower quintile (the lower 20 % of all values) and the upper quintile (the upper 20 % of all values). A summarising index indicates the degree or strength of shrinkage and growth processes. The shrinking process is stronger as more indicator values are located in the lower quintile - at maximum six of the indicators considered. Accordingly the growth process is deemed

Growth and shrinkage by type of region

| Type of region * | Total Number of regions | Indicator values in the lower quintile (shrinkage) | | | | | | Indicator values in the upper quintile (growth) | | | | | |
|---------------------|----------------------------|--|------------|------------|------------|-------------|------------|---|-------------|-------------|------------|------------|------------|
| | | 6 | 5 | 4 | 3 | 2 | 1 | 1 | 2 | 3 | 4 | 5 | 6 |
| | | % of regions | | | | | | % of regions | | | | | |
| Total | 1 248 | 1,4 | 2,3 | 7,9 | 9,5 | 11,1 | 9,8 | 13,2 | 15,7 | 11,3 | 4,0 | 1,2 | 0,2 |
| Predominantly urban | 382 | 0,5 | 1,6 | 2,9 | 5,0 | 11,5 | 12,6 | 15,7 | 17,5 | 12,8 | 5,0 | 1,3 | 0,3 |
| Intermediate | 431 | 3,5 | 3,7 | 9,3 | 13,9 | 7,7 | 10,4 | 9,5 | 13,2 | 11,4 | 2,3 | 1,2 | 0,2 |
| Predominantly rural | 435 | 1,8 | 3,2 | 10,8 | 12,6 | 12,6 | 11,5 | 12,4 | 10,3 | 7,6 | 1,6 | 0,5 | 0,0 |

* OECD classification

Source: Spatial Monitoring System of the BBR

to be moderate if only one indicator value is located in the upper quintile and to be strong if up to six indicator values are located in the upper quintile.

- Growth and shrinkage are bipolar processes.

Growing and shrinking regions co-exist in Europe. The regions with the strongest shrinkage are mostly located in the eastern part of Europe in the countries in transformation. Nearly all regions with a very strong shrinkage are situated in Poland, Estonia, Latvia and Lithuania. But also in western parts of Europe there are regions with severe shrinking processes as e.g. in Southern Italy and in Greece.

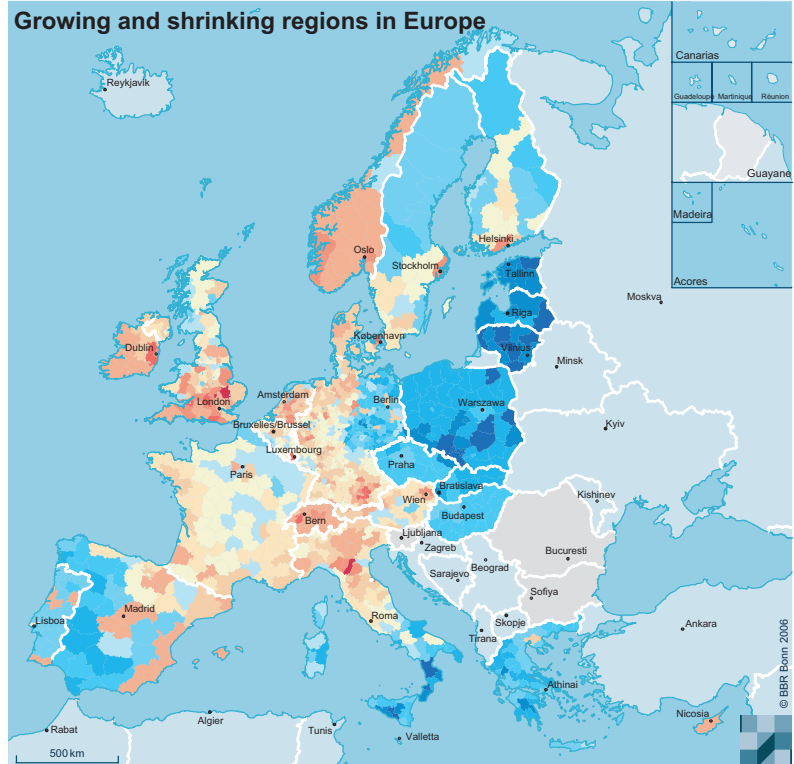
Moreover, the bipolar character of shrinkage and growth can be observed *within* most of the countries e.g. in France, Germany, Italy or Spain and to a lower extent in the United Kingdom or Portugal. Rarely the regional dynamics are as formative for the country in total as it is the case for Eastern Europe regarding shrinkage or for Ireland and Switzerland regarding growth.

- Growth and shrinkage occur in urban or agglomerated regions as well as in rural regions.

There is a slight tendency that more urban or even agglomerated regions show growth and that the percentage of shrinking regions in rural areas is a little bit higher. Nonetheless, shrinkage is not limited to more rural regions. In all types of regions shrinkage and growth are well-known phenomena (see table).

- Regions with a good economic performance according to the Lisbon Strategy intend to grow more sustainably.

The Lisbon Strategy aims to develop Europe into the world-wide most prospering and competitive area. Today, regions with a good economic performance, which are closely oriented towards the Lisbon criteria, intend to have the best conditions for future growth and sustainable economic development. Those metropolises and agglomerations, in which a knowledge-based economy has already established, are motors of this developing process. Some rural regions can benefit from their neighbourhood to these agglomerations. Other rural regions have already developed own strategies based on high-tech industries and/or niche markets and on a new economy well adapted to their regional assets. Old industrial regions



Shrinkage

- 6 Number of indicator values in the lower quintile
- 5
- 4
- 3
- 2
- 1
- 0
- 1
- 2
- 3
- 4 Number of indicator values in the upper quintile
- 5
- 6

Growth

Indicators considered

- ◆ Population development 1995-2002
- ◆ Development of jobs 1995-2000
- ◆ Net-migration rate 1995-2000
- ◆ Unemployment rate 2003
- ◆ Gross Domestic Product 2002
- ◆ Purchasing power of households 2001

Due to a lack of data, Bulgaria, Romania and Slovenia could not be considered in this analysis

N.U.T.S. 3

Sources: Eurostat, OECD, GfK Marktforschung, Spatial Monitoring System of the BBR

and the eastern regions in transformation are lagging behind and are characterised by a strong shrinkage.

With regard to these results, it is not very probable that the bipolar character of regional shrinkage and growth will disappear. The regional pattern may change over time. This has severe implications on the European cohesion policy. Other analyses underline the conclusion that economic dynamics in terms of job shrinkage or growth are much stronger than the population development and subsequently followed by out- or immigration and population decrease or increase. Starting with the decrease of jobs the population declines with all its impacts on the regional prosperity and the future ability of investments and capital expenditures as explained above.

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Spatial Consequences of German Unification and its Implications for Korea

In order to prepare the unification of the two Koreas, a review of the experiences of foreign countries may be very useful for the Korean. Although the two Germanies were unified in a radical way, the German case can be one of the best models of unification for the two Koreas because they were unified peacefully. The former German Democratic Republic (GDR) had to overcome many difficulties not only regarding the transformation process but also regarding the globalisation process after unification. As we can learn from the German experience, North Korea should also overcome many issues of the transformation and globalisation process in the future. North Korea must have more difficulties than the former GDR because their economic strengths and potentials are weaker than those ones of the former GDR in 1989. Although the German Government has implemented many policies designed for a balanced regional development in Germany since 1990, the economic gap in terms of economic strength between the former Federal Republic of Germany (FRG) and the former GDR remains large and regional disparities have become one of the most important political issues. Regional disparities could be part of the spatial consequences of the radical transformation. A rapid privatization of state-owned enterprises in cities specialized in heavy industries has caused massive unemployment and out-migration in major cities in the former GDR.

The German experience after unification has delivered many important examples to the two Koreas. First, we should not forget the negative impacts of special policy measures like the massive privatization of land ownership and of state-owned enterprises. If a rapid privatization will be implemented in North Korea after the Korean unification in the future, it will cause an enormous economic burden to North Korean cities. Thus, we should consider a gradual economic integration and gradual privatization. It could be a more realistic way than a rapid economic integration.

Furthermore, the German case shows the importance of living conditions in the transformation process. In the German case, civilians, who were not satisfied with the state of the living environment in cities of

the former GDR, were more likely to desire and to realize movements to the former FRG. It caused serious problems to the former GDR. Some policy measures such as the programme "Stadtumbau Ost" (Urban Restructuring in East Germany) show the importance of living conditions in cities in a transformation and globalisation process. Although the maintenance and creation of jobs could be the most urgent issue in the transformation process in North Korea after unification, it should be combined with the creation of nice living conditions. In this regard, an improved living environment in cities of North Korea should be considered as an important factor for a rebuilding of the North Korean economy.

If we describe the most important problem of spatial policies after German unification in a word, it would reveal a lack of comprehensive concepts and integrated measures for urban and regional development. There were only sectoral and massive investments. In the German case, there was not enough time to prepare comprehensive and integrated policy measures for urban and regional development in the early phase of unification. The South Korean Government has a chance to prepare these instruments before the Korean unification. In this regard, integrated policy measures to improve the living conditions, to create new jobs and to achieve a balanced urban and regional development in North Korea should have been prepared by now.

Regional disparities as a spatial consequence of economic integration could be inevitable after unification in North Korea in the future. We should accept the realities in the transformation process. The German case shows it clearly. However, we should be more active in preparing some policy measures to minimize regional disparities. Although minimizing regional disparities is a very difficult issue to Korean experts and politicians, it could be possible through comprehensive and integrated policy measures. However, we should be very cautious in building comprehensive and integrated policy measures because achieving a balance regional development in the transformation process is a very difficult issue. It is one of the most important lessons from the German case.

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Territorial development in Japan and Europe

In times of globalisation, it seems also dominant themes, perceived challenges and strategic topics of territorial development become more and more global and universal. This gives new opportunities for fruitful communication, exchange of ideas and mutual learning also between countries and world regions with seemingly very different planning traditions.

Japan has recently revised the National Land Sustainability Plan Act and is currently preparing a new National Land Sustainability Plan. In this context the Japanese National and Regional Planning Bureau, together with the Institute for Transport Policy Studies and the Japan Society of Civil Engineers, has invited two European researchers to present and share European approaches and experiences in the field of territorial development policy. In two seminars in June 2006, one in the Institute for Transport Policy Studies in Tokyo and the second at the Tohoku University in Sendai, Prof. Roger Vickerman, University of Kent, presented the Trans-European Network Policy, and Dr. Karl Peter Schön, BBR Bonn, introduced into the latest developments of the European Spatial Development Policy.

European spatial development policy aims at supporting European integration by:

- Developing common strategic visions on the future European territory and the diverse roles of its regions and cities
- Creating a sound evidence base of scientific knowledge and expertise on the state and perspectives of the European territory
- Supporting the international cooperation of regional and local actors in Europe beyond internal and external borders
- Offering a platform to foster a better vertical (between levels of politics) and horizontal (between sectors of politics) integration of policies
- Exploring the potentials and the territorial capital of regions and cities and strengthening their possibilities to fully integrate into European dynamics.

Despite many specific features, the similarities of spatial development themes actually discussed in Japan and in Europe are striking.

Already the 5th Comprehensive National Development Plan (1998), after decades of high economic growth and large-scale

project development, focused on new territorial trends and marked a clear shift towards a more cooperative, quality oriented, and decentralised planning approach. Since then, the convergence between European and Japanese approaches seems to continue.

So present-day planning discourses, both in Europe and in Japan, are focused on themes like:

- the new international division of labour and allocation of production factors, seeking for the most efficient combinations of specific regional territorial capital beyond national borders (bringing about growing competition between regions but also new needs and chances for interregional cooperation beyond national borders)
- the decreasing population and ageing society with all its related impacts both on society and territory (impacts on future labour markets, pension and welfare system, threat of depopulating rural and remote areas challenging the aim of ensuring a sufficient level of services of general interest as part of a balanced territorial development)
- the rising aspiration of a quality-conscious society asking for safe, healthy and environmentally sound living conditions
- the budgetary restraints of public policies making it difficult to solve problems through extensive public spending
- the search for new governance models enabling cities and regions to fulfil their new roles in a globalising world and to cooperate with neighbouring regions, also internationally

One of the attempts to solve problems and strengthen the own position is a deeper regional integration and cooperation. Obviously, in this respect the situations of Japan and Europe are quite diverse, partly related to the geographic and (geo-) political differences; however, close enough to provide good prospects of exchange and mutual learning benefits. The challenge to strengthen relations to neighbours would include not only bilateral agreements and cooperation on national levels but also cooperation of cities and regions, planners and scientists, in joint transnational programmes and projects. Europe, in the last ten years, has gained a lot of experiences in this kind of cooperation which Japan, and other countries, might be able to profit from.

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



Retrospective 2006

The journal “Informationen zur Raumentwicklung – IzR” (Information on Spatial Development) is a specialist journal for spatial planning and policy well-established since more than 25 years. It is published by the Federal Office for Building and Regional Planning (BBR) and is conceived as a collection of topical 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 Urban Development) and II (Building, Housing, Architecture). The following short retrospective is supposed to illustrate what was written and discussed on in 2006 so far.

Currently available volumes are dealing with:

Volume 1/2.2006
Bioenergie: Zukunft für ländliche Räume
(*Bioenergy: the future for rural areas?*)

Volume 3/4.2006
Stadtumbau in Großsiedlungen
(*Urban restructuring in large housing estates*)

Volume 5.2006
Zukunft städtischer Infrastruktur
(*The future of urban infrastructure*)

Volume 6/7.2006
Gleichwertige regionale Lebensverhältnisse?
(*Equivalent regional living conditions?*)

Forthcoming volumes will focus on:

Volume 8.2006
Postfossile Mobilität. Zur Zukunft von räumlicher Mobilität und Verkehr
(*Post-fossil mobility. The future of spatial mobility and transport*)

Volume 9.2006
Regional Strukturpolitik – quo vadis?
(*Regional structural policy – quo vadis?*)

Bioenergy: the future for rural areas?

Agricultural areas face new challenges: On the one hand, the opening of agricultural markets linked to the liberalisation of the global market, the reduction of EU subsidies for certain agricultural products and increasing competition caused by the EU enlargement lead to an increasing abandonment of arable land and to reduced income possibilities in the agricultural sector. On the other hand, bioenergy as a domestic and often very ecological energy source has become interesting with regard to an environmentally sound and climate-neutral energy supply. Bioenergy, i.e. the production of energy crops as well as the energy recovery of agricultural waste and residues opens new options for agricultural production and rural areas. It opens new income possibilities to agriculture through the cultivation of energy crops and the processing of biomass into electricity, heat or biofuels. Besides the induced local and regional chain of value added, the local use of biomass energy adds to the rural area. Energy prices, which have enormously increased since 2004, and price mechanisms for CO₂ emissions created in the context of the Kyoto Protocol at the same time improve the efficiency of agriculturally generated energy. The topical volume presents the specific chances provided to rural areas by different forms of bioenergy use. Twelve articles deal with fundamental issues of

bioenergy use, with financial assistances, potentials, concepts, location- and system-related considerations, with the change of cultural landscapes as well as with practical examples. The volume also reveals how the city of Güssing, Austria, provides itself with bioenergy alone in keeping itself autarkic as regards energy.

Urban restructuring in large housing estates

The large housing estates of the 50s to 70s including the Eastern European slab housing estates are a permanent subject everywhere. Despite their planning and social goals which were most ambitious from the historical point of view, large housing estates have become a subject of public critique shortly after their completion. Since then, improvements have been going on.

The estates are nowadays discussed within a changed context. Central European societies have changed – and thus also their requirements to cities and their infrastructure. The stabilising restructuring instruments developed in the 80s and 90s continue to be used. Nevertheless, they are only a part of the whole collection of instruments and are relativised by the new profound requirements for action both with regard to building measures and to social processes. The reason is that at times of shrinking cities, housing estates as a form of housing suddenly seem to be under consideration – although for the first time since their establishment. However, a complete demolition is not a question in the majority of cases. The task is mostly to combine dismantling and rebuilding, thus to continue the construction of housing estates, i.e. to create a new conception.

To find strategies to ensure a better future for housing estates is thus a difficult and complex task which cannot be solved across-the-board and only partly by construction. Therefore, when selecting instruments, a clever combinatorics and above all reflection and discussion are more important than aimless action. The volume includes eight contributions from this broad topic ranging from the theoretical reflection about the history of housing estates to an analysis of public intervention and to examples for innovative local planning activities.

The future of urban infrastructure

Ensuring urban infrastructure is a large challenge which the political, economic and scientific sector have to face increasingly. Topics which have not been of interest for decades, as the scenery was dominated by the construction of new buildings and growth, now come to the fore: Supply and disposal pipelines get a bit long in the tooth and have to be renewed. However, it was long ago that public authorities were able to make the necessary investments. At the same time, infrastructural supply remains a core element of services for the public and cannot be simply privatised out of responsibility for the citizens. Eastern German cities reveal another problem: In the context of decreasing user figures, stiff technical supply systems tend to overwhelm the remaining users with the total costs of the then oversized networks. It also becomes clear that still efficient and profitable networks are simply at the wrong location. There is a further problem: In the context of investment perspectives of up to hundred years and of demographic change it is nowadays difficult to predict bindingly which infrastructure capacities will be needed in the future.

The volume includes six articles. The first two articles outline the problem of urban infrastructure from the angle of urban economy and from a historical perspective. Furthermore, the latest research results on economic threshold values as regards the withdrawal of technical infrastructure and on the adaptability of social infrastructure to changed demand structures as well as options for solution are presented: Besides the potentials for public-private partnerships to ensure urban technical infrastructure, it is analysed in how far infrastructural efficiency can be strengthened through a land circulation management.

Equivalent regional living conditions?

The creation of equivalent regional living conditions has been a manifested objective of spatial and regional planning for over 40 years and has also been laid down in the Federal Regional Planning Act. In view of dramatically changing general economic, financial and demographic conditions, the objective "Equivalent regional living conditions" is now put to test. It has to be thought about how it can be realised with a spatial or individual relation. Thus, a new interpretation of the objective as well as the future definition of an overall national policy for equivalent living conditions in Germany has to be discussed. This is a reason for the BBR's scientific sector also giving political advice to deal with the topic in the context of a IzR volume. In doing so, the issue "Equivalent regional living conditions?" has been dealt with in eleven contributions from different points of view based on own relevant working results - in a rather stimulating than comprehensive or even concluding way.

How must the demand for equivalent regional living conditions be classified in the historical and political context, i.e. in the context of financial, structural and European policy? Which living conditions are (subjectively) satisfactory? How can equivalence or regional disparities be methodically recorded and what do regional rankings, differences in the housing supply, in employment possibilities and in living costs say about them? Which concrete spatial planning policies (central place system, competition) might be important steps towards the future? The volume's objective is to contribute to a public discussion about the political significance of the "Equivalence of regional living conditions" in advancing spatial development and the related policy in Germany.

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

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Please follow the advice at the website.

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Short News**BBR events in the context of EUREGIA 2006**

At this year's EUREGIA, a specialist exhibition and congress on "Local and Regional Development in Europe", the Federal Office for Building and Regional Planning (BBR) will participate with four own events. EUREGIA 2006 will take place on 23-25 October 2006 in Leipzig.

Perspectives for transnational projects after 2006

Monday, 23.10.2006, 13:00–18:00 h,
CCL, Lecture Room 11

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Ensuring Basic Services, Demographic Change and Spatial Planning Policy

Tuesday, 24.10.2006, 09:30–12:30 h,
CCL, Hall 5

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For further information
please see <http://www.euregia-leipzig.de>

Regional Disparities – Reason enough for a spatial development policy aimed at achieving a balance?

Wednesday, 25.10.2006, 09:30–16:30 h,
CCL, Hall 5

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Metropolitan Regions – The Building Blocks for a Competitive Germany in Europe

Tuesday, 24.10.2006, 13:00–18:00 h,
CCL, Multi-Purpose Area 3

Organizer: BBR and Initiativkreis
Europäischer Metropolregionen
(Network of German Metropolitan Regions)