



Bundesamt  
für Bauwesen und  
Raumordnung

Federal Office  
for Building and  
Regional Planning

## RESEARCH NEWS



### Editorial

Bringing Europe together. 50 years after having signed the Treaties of Rome, the heads of government and state of the European Union – which has in the meantime reached 27 member states – have signed the Berlin Declaration to affirm the joint goal of consolidating the development of the European Union and of putting it on renewed joint foundations.

The European territorial and urban development policy contributes to sustainable development in Europe. During the Informal Ministerial Meeting on Urban Development and Territorial Cohesion on 24 and 25 May in Leipzig, the EU ministers responsible for spatial and urban development will adopt two important documents on sustainable territorial and urban development in the context of the German EU Presidency:

- The „Territorial Agenda of the EU“, an action-oriented framework document, aims at mobilising the potentials of European regions and cities for sustainable economic growth and job creation by giving recommendations for an integrated territorial development policy.
- The „Leipzig Charter on Sustainable European Cities“ completes the Territorial Agenda's concern by treating integrated urban development policy as a precondition for a sustainable European city to be successful.

This gives reason to the Federal Office for Building and Regional Planning (BBR) to publish a special version of the Research News. The BBR considers itself to be a centre of excellence for all spatial and urban development, building and housing issues.

Within this function, it gives advice to the Federal Ministry of Transport, Building and Urban Affairs (BMVBS), which is responsible for these questions in Germany. Apart from participating in the above-mentioned documents and in numerous background studies to be presented at the Informal Ministerial Meeting on Urban Development and Territorial Cohesion, the BBR is involved in several programmes and projects on European spatial and urban development policy. But also many results of national research programmes are of interest beyond the national framework.

This Research News issue is supposed to present selected projects and results of the BBR in the context of German and European spatial and urban development policy. They include results of European cooperation under the ESPON research programme, results of transnational cooperation in the framework of INTERREG, activities to improve the networking of information on urban development as well as more nationally oriented information of European importance. Besides the new „Perspectives of Spatial Development in Germany“, the research programmes „Demonstration Projects of Spatial Development“ and „Experimental Housing and Urban Development“, urban assistance and development programmes, the Spatial Monitoring System and the publications of the BBR are presented.

We wish you a pleasant reading!

The editors

#### Contents

The BBR combining European and national orientation, research and political counselling

Germany's EU Presidency: key issues for urban and spatial development

ESPON – providing scientific evidence on the European territory

INTERREG – requirements to transnational programmes and projects ...

Vision projects in transnational cooperation areas

Results from the PlaNet CenSE project

Knowledge transfer for decentralised regional policies in Russia and Eastern Europe

EUKN and associated networks

Cooperation with Eastern European countries: analysis of housing stock and housing administration in Slovakia

National Strategic Framework Plan 2007-2013

New concepts for spatial development in Germany

Demonstration projects for spatial and urban development

Urban development support programme and social urban affairs

The spatial monitoring system

European policy integration to achieve balanced European spatial development

Information media of the BBR

## The BBR combining European and national orientation, research and political counselling

### 1.

In Germany, spatial planning – that means the analysis of urban and regional dimensions of societal developments – has a long tradition – in regard to substantial contributions of and to different academic disciplines and to the institutional settings. Assuming that the urbanisation processes connected with the industrialisation and modernisation of the German society has created new forms of cities, agglomeration areas or large networks of interconnected smaller cities, the persuasion has grown that this new form of urban fabric requires new forms of analytical approaches and policy-making overcoming useless administrative restrictions and creating regional instead of isolated local perspectives.

The creation of Greater Berlin and of the Ruhr Area, which are both very special and quite different agglomeration areas, required the creation of a new approach in the 1920s. This regional approach, which soon became known as “Raumordnung”, meant the analysis and planning of regional interconnections. In addition, new approaches from different scientific disciplines developed new tools and theories, some are still known as founding fathers of regional analysis, just to name Christaller and Lösch, not to forget von Thünen as a predecessor.

After 1933, this new approach was even institutionalised on the national level by establishing administrative and scientific institutions. The aim was to have national bodies coordinating and interconnecting spatial development on all levels and to integrate all aspects of policy-making having a spatial impact. However, this new approach was soon misused by the NS-Blut-und-Boden (national socialist blood and soil) ideology which favoured an anti-urban attitude and, after the beginning of World War II, used these skills for the planning and development of German colonisation, which meant a future Germanification of the conquered areas of Eastern Europe. So the early attempts to create a modern, integrated planning system in Germany ended abruptly with the political abuse by the Nazi regime and discredited the once pioneering German spatial planning approach on the international level.

However, the personal impact of those planning experts and expertise should not be underestimated for the high degree of personal continuity purporting good and bad traditions of thinking.

### 2.

After World War II, the planning skills were used to support new needs and paradigms. The first and foremost was to tackle the reconstruction of Germany especially under the impact of large groups of refugees coming into the two German countries. Both sides tried to develop a spatially homogeneous system.

In East Germany, based on the Marxian ideology of equalising urban and rural areas, this mostly meant the industrialisation of former rural areas including the industrialisation of agriculture on the one hand, but on the other hand also to keep an equal level of quality of life without regional differentiation.

In West Germany, the concepts of central places and carrying capacity – developed before 1945 – were used for a kind of spatial development characterised by regional equality, which mostly meant to prefer rural to urban areas. During many decades, the avoidance of regional disparities was the overarching aim of all regional policies, which was more recently superimposed by the more general aim of sustainable development.

In the process of European integration and globalisation, we could observe a change in the national paradigm of regional development, i.e. a strengthening of competitiveness in the context of the European and global development. However, the result of this reorientation was that most urban regions were able to compete on the international level.

After unification, all these aspects were superimposed by the target to provide the East German regions with a status comparable to the West German regions, which reimposed the paradigm of equal value. Combined with the European objective to achieve a better territorial cohesion, this orientation toward spatial homogeneity soon collided with the requirement to create competitiveness within

Europe in the context of globalisation. Up to now, we have faced a realistic turn in regional policies favouring metropolitan regions as agents of economic and social development, on the one hand, and taking care of the less developed regions to allow them not to fall behind even more, on the other hand.

### 3.

In the context of urban and regional development in Germany, the Federal Office for Building and Regional Planning and its predecessor, the Federal Institute for Regional Geography and Regional Planning acted as “think tanks” by supplying the regional data sets and regional analysis needed for the Federal government and by creating discussion platforms for the different policy orientations.

In order to fulfil its tasks, the BBR runs a statistically based information system able to analyse German regional development in longitudinal and sectoral dimensions and covering as many aspects as the official statistics of the different spatial levels can deliver. This information system guarantees a permanent up-to-date information basis for the Office, for the Federal Government and other governmental agencies but for the interested public as well. Its analyses are presented to the Federal Government and other agents within the Federal system connected with spatial development. This constellation implies a dual position as, on the one hand, the BBR acts as a scientific institute following the related standards and aspirations and, on the other hand, as a governmental agency on behalf of the Federal Ministry of Transport, Building and Urban Affairs and being part of its administrative structure. This dual face implies a strategy of balance between scientific independence and political responsibility which is quite typical for research institutes affiliated with the Federal Government. This requirement was also recently postulated by the German Science Council, which evaluated different Federal research institutes including the BBR.

Another aspect has to be mentioned. As already said before, following the German unification, there was a growing concern in the work of the institute regarding European integration and comparative analyses of German development in the

context of Europe and vice versa. The desire to supply the Federal Government with information about the German situation within the European context was raised last but not least because the situation of the new German Länder, the former German Democratic Republic, had to be presented and defended in the European context as well. In addition, the raising importance of European regional constellations and differences created new networks of regional analysis including the need to create a common data basis in the context of the European Union. From the beginning, the BBR participated in this process on many levels and in many projects, together with the German scenery of spatial analysis in different institutions, inside and beyond universities. We will continue to work on it in order to strengthen our analytical basis and policy-oriented competence. The examples of analytical work presented in the following might prove our endeavours.

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## Germany's EU Presidency: key issues for urban and spatial development

On 1 January 2007, Germany took over the Presidency of the Council of the European Union for six months. Within the context of this Presidency, Germany will host an Informal Ministerial Meeting on Urban Development and Territorial Cohesion in Leipzig on 24 and 25 May 2007.

The key policy issue of the Informal Ministerial Meeting will be "Strengthening European cities and their regions – promoting competitiveness, social and territorial cohesion in Europe and in its cities and regions". This key policy issue of the German Presidency picks up the decisions of the Council of the European Union on the Lisbon and the Gothenburg Strategy promoting socio-economic innovation and sustainable development and applies these strategies concretely to the spatial development of the European Union, its member states, regions, cities and urban neighbourhoods.

The main results of the Informal Ministerial Meeting will be presented in two policy documents which will be adopted at the conference, the Territorial Agenda of the EU and the Leipzig Charter on Sustainable European Cities. The conclusions of the Presidency will summarise the political debate of the ministers.

### The Territorial Agenda of the EU

The political initiative of the EU ministers starts from the conviction that an integrated urban and spatial planning and development policy can considerably contribute to the implementation of the above-mentioned Council decisions and to the improvement of living and working conditions in European regions. The regional diversity and identity of the European Union is a valuable asset in the development of European regions. The further European integration process has to make better use of these assets. Many European as well as national policies have clear impacts on the situation of regions and cities. This is why the territorial and urban dimension has to be considered and fully taken into account when drawing up such policies with territorial relevance.

The process leading to the new Territorial Agenda was initiated at the Informal Ministerial Meeting held in Rotterdam in 2004. Based on this meeting, six territorial priorities were identified in Luxembourg (2005), which were then further developed and publicly discussed in a broad stakeholder process leading to the priorities as formulated in the Territorial Agenda of Leipzig. These territorial priorities include the following aspects:

- strengthening polycentrism and innovation by networking of city regions and cities
- new forms of partnership and territorial governance between rural and urban areas
- regional clusters of competition and innovation across borders
- strengthening and extension of Trans-European Networks
- trans-European risk management including the impacts of climate change
- strengthening of ecological structures and cultural resources for a new approach to development

The Territorial Agenda and its policy priorities are supported by an expert report on "The Territorial State and Perspectives of the European Union". This report was written by a European expert group of European scientists including participants of ESPON and of the BBR (Dr. Schön). The report is to a large extent based on new knowledge of the ESPON research network providing evidence on territorial structures and dynamics in Europe as an important base for policy formulation. In addition, the BBR has prepared two more background documents to be brought into the discussion process by the German EU Presidency: a report on transnational cooperation of cities and regions in Europe and a compilation of maps on European territorial development.

After the Leipzig conference it is expected that the following presidencies continue work on these issues and that an action programme for the implementation of

the Territorial Agenda will be developed. The new Objective 3 of the EU Structural Funds promoting transnational territorial cooperation of cities and regions (Interreg IV B) as well as the European Spatial Planning Observation Network (ESPON) are essential elements of this implementation process.

### **Leipzig Charter on Sustainable European Cities**

The Leipzig Charter is a document of the Member States, which was drawn up with the broad and transparent participation of European stakeholders. The European Union can only implement its renewed Sustainable Development Strategy successfully if it pays due attention to this urban dimension of sustainability. The profound changes in the economic patterns and demography in Europe pose enormous challenges for cities in particular. On the one hand, we have economically thriving cities with a growing population; on the other hand we have areas and cities which struggle with the enormous problems caused by the structural changes of the economy and a declining and ageing population. At the same time, cities must also be able to adjust to the threat by climate change. Here, the cities and those responsible in and for cities play an essential role.

The holistic strategy of integrated urban development planning has proved to be an effective instrument for implementing sustainability in numerous EU member states. It mainly implies the coordination of different sectoral policies in terms of space, subject matter and time on the basis of an "integrated urban development programme". This concept is developed in cooperation and accordingly in consultation with all urban stakeholders but also with the population in particular. By integrating the concerns of the public, economy, sectoral plans and neighbouring communities at an early stage and in a comprehensive manner, a particularly sustainable urban development can be obtained.

An integrated urban development policy can significantly contribute to improving the standards of living and prospects for people, businesses and the environment. The initial basis for this is an integrated development concept for the city as a

whole. Against this background, the main focus in the field of urban development policy under the German Presidency will be on the important role that integrated urban development plays in the sustainable development of European cities. The objective is to demonstrate the benefits to be gained from integrated urban development by the rehabilitation and upgrading of economically, socially and environmentally deprived urban areas.

Within the context of an integrated urban development policy, special consideration should be given to the following fields of action with regard to economically, socially and environmentally deprived urban areas:

- urban physical upgrading
- strengthening local economy and local labour market policy
- proactive education and training policies on children and young people
- efficient and affordable urban transport

There are good practice examples in Europe for each of the action areas described above. In order to exchange experiences between the Member States, the German Presidency has prepared studies on these successful projects for the Leipzig meeting. These studies will help cities of all sizes to effectively implement the principles and strategies set out in the Leipzig Charter on Sustainable European Cities.

More information on the Leipzig Informal Ministerial Meeting on Urban Development and Territorial Cohesion can be found in the web:

<http://www.bmvbs.de/en/EU-Council-Presidency/Programme-of-work/Leipzig-Charter-,2712.982998/Informal-Ministerial-Meetin-o.htm>

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## ESPON – providing scientific evidence on the European territory

The European policy on territorial cohesion and spatial development is to a large degree based on scientific evidence and knowledge on the structure and trends of the European territory. This policy is particularly dependent on the good cooperation of the 27 EU ministers (plus ministers of neighbouring states) and on the consensus reached by them on territorial challenges and strategies. The implementation of those strategies rather relies on convincing arguments and persuasive instruments towards other European players in this field than on 'hard' legislative measures. So one might say good arguments and scientific knowledge and evidence are the heart of this policy on territorial cohesion and spatial development.

### Evidence-based European planning

This fact does not only hold true for the upcoming ministerial meeting in Leipzig in May 2007 and related documents, the Territorial Agenda of the European Union and the Leipzig Charter. It was already the case at the beginning of the European spatial development policy almost two decades ago when the scientific networking initiative was linked to the political ESDP process: the principles, goals and policy options for a European spatial development policy were formulated in the European Spatial Development Perspective (ESDP), which was adopted by the Ministers Responsible for Spatial Planning in the EU member states during a ministerial meeting in Potsdam in 1999. From the first day, this political process has been accompanied by a network of scientific policy consultants, who laid the foundations for the policy decisions. From the beginning, the BBR has played an active role in establishing and implementing this common European research network. Being convinced that a European scientific network of research institutes is a crucial element of an evidence-based European territorial policy, the BBR, in the preparatory phase of the 1990s, was one of the main promoters of establishing such a network. Already in 1994 on the occasion of the ministerial meeting held in Leipzig, Germany, which held the EU presidency at that time, presented a paper on the need of scientific support of the ESDP process. This document proposed a two-layer net-

work structure for its implementation: a European network of national research institutes forming a network of national focal points with each single institute representing a respective national research network in the European network. It was especially the Luxembourgian EU presidency which developed this approach further into the ESPON idea. It was for the first time implemented with the pilot *Study Programme on European Spatial Planning (SPESP)* which was carried out between 1998 and 2000. The BBR coordinated the German participation in the SPESP.

### The ESPON 2006 Programme

After this test phase, in 2002, the *European Spatial Planning Observation Network (ESPON)* was launched under the Community Initiative Interreg III for the programming period 2000 to 2006 by the European Commission, the EU member states, Norway and Switzerland. Since then, it has developed into a core European instrument to describe and analyse the European territory. BBR was charged with the task of the German ESPON Contact Point (ECP), and participated in several scientific projects as a project partner or lead partner of Transnational Project Groups.

The ESPON 2006 Programme was implemented in four main thematic priorities:

- thematic studies (projects under Priority 1) based on a large empirical database dealing with the territorial effects of major spatial developments against the background of typologies of regions and the situation of cities,
- policy impact studies (projects under Priority 2) dealing with the spatial impacts of Community sectoral policies and with the Member States' spatial development policies in regions showing institutional interlinkages between governmental levels and an instrumental dimension of policies;
- horizontal and cross-thematic studies (projects under Priority 3) as a key component evaluating the results of other studies to achieve integrated results such as indicator systems and data, typologies of territories, spatial development scenarios and conclusions for territorial development;

- scientific briefing and networking (projects under Priority 4) in order to explore the synergies between national and EU sources for research and research capacities.

All in all, 35 projects were carried out in the last four years.

The topics cover a broad range of relevant aspects of territorial development in Europe like:

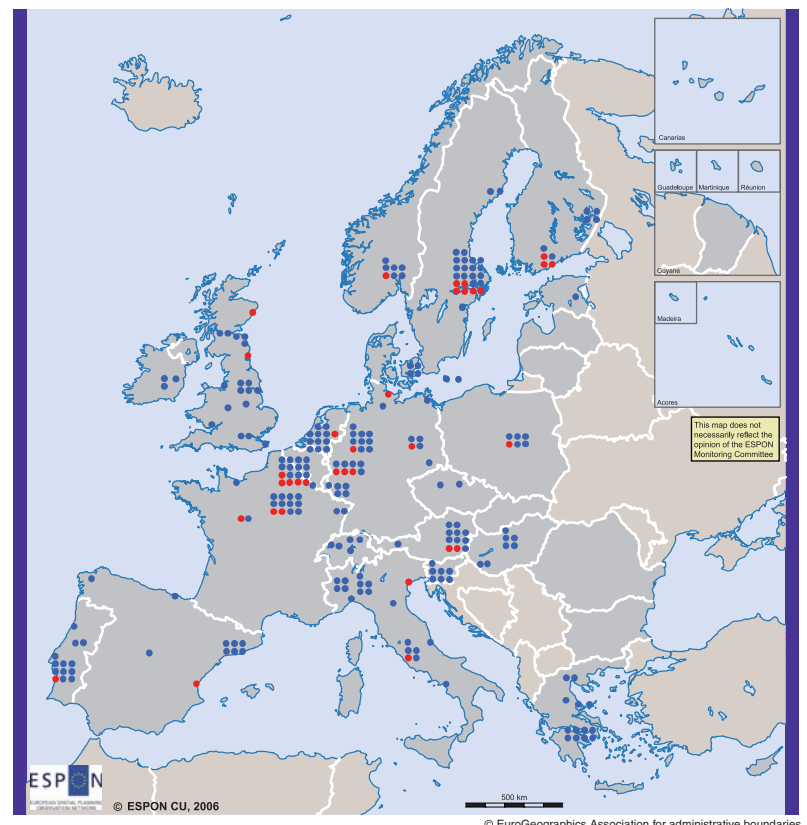
- economic strengths and weaknesses of European regions and their "Lisbon performance"
- challenges related to technical infrastructure and natural hazards
- demographic change and population development
- urban system, polycentricity and urban-rural relationship
- transport infrastructure and accessibility of European regions
- spatial aspects of telecommunication and information society
- management and impacts of the natural and cultural heritage and identities
- territorial impacts of EU policies like: agricultural policy, regional policy, Trans-European Networks, research and development policy, fisheries policy, environmental policy
- prospective and proactive spatial scenarios of Europe
- Europe in the world

German researchers have been involved in about half of these projects producing innovative results of a large range of topics. In particular the Institute for Regional Development and Structural Planning (IRS), Erkner was the lead partner of a project on the territorial effects of EU pre-accession programmes, the University of Kiel on territorial impacts of EU transport policy and Spiekermann & Wegener (S&W), Dortmund contributed with accessibility analyses and a feasibility study of flows analysis. Many more researchers from all over Germany (Dortmund, Dresden, Greifswald, Halle, Hamburg, Oldenburg, Trier) participated as project partners in several ESPON projects and together formed the national German ESPON network.

#### ESPON activities of the BBR

The BBR has concentrated its ESPON activities on the basic infrastructural needs of the Programme (ESPON Database, Data

#### Lead Partners and Project Partners in the ESPON Programme



ESPON Partners

- Lead Partners
- Project Partners

Navigator) as well as on the scientific co-ordination of the Programme (ESPON 3.1 Integrated Tools) supporting the ESPON Coordination Unit in Esch/Luxembourg in fields of scientific guidance and integration of project results and on contributions to present the ESPON results in form of maps (ESPON Atlas) and summarising texts (e.g. contributions to the ESPON Synthesis Report). Furthermore, as the German ESPON Contact Point, the BBR actively took part in the ECP network and organised some ECP seminars (e.g. the YoungStars Seminars).

#### Data Navigator

One of the first and basic activities of ESPON was to draw up an inventory on available national and regional data sources in Europe in order to get a solid overview on regional data beyond the well-established but limited regional database provided by Eurostat. The Data Navigator gives an overview of the main sources and contact points which offer potential support to the tasks of ESPON covering national and regional as well as European and transnational levels. The end result

of the Data Navigator was an overview which supports the search for relevant territorial data and maps across Europe. It is a compilation of national inventories, one from each of the ESPON member states, but also covers third countries from the Baltic area, South-East Europe and the Mediterranean Basin as well as data and indicators provided by European institutions. The overall coordination and compilation of all 21 single inventories was done by the BBR. There is an interactive version of the project results published on the ESPON website (<http://datanavigator.espon.eu>).

#### *ESPON Database*

The ESPON Database provides fundamental regional information (NUTS 3, NUTS 2, NUTS 1 and NUTS 0) covering the 27 EU member states plus Switzerland and Norway (ESPON space). It includes a selection of indicators summarised in thematic tables organised in two sections – ESPON Basic Indicators and ESPON Project Indicators, based on the themes and categories of the ESPON Data Navigator. The status of the indicators is based on the duration and finalisation of the ESPON projects. This explains the different time range of indicators as well as the use of different Nomenclatures of Territorial Units for Statistics (NUTS) references: version 1999 and version 2003. The ESPON Database represents a concerted action of the Transnational Project Groups. It is coordinated and maintained by the BBR as part of the two coordinating, cross-thematic ESPON projects – “Integrated Tools for European Spatial Development (Project 3.1)” and “Spatial Scenarios and Orientations in Relation to the ESDP and EU Cohesion Policy (Project 3.2). There is free access to the ESPON Database Public Files via the ESPON website.

#### *ESPON 3.1 “Integrated Tools”*

The central task of ESPON Project 3.1 “Integrated Tools for European Spatial Development” was to offer scientific support in achieving the objectives of the ESPON 2006 Programme. The project comprised technical and analytical support for the Coordination Unit. This included data collection, the development of a GIS facility and map-making, the development of concepts and typologies for spatial analyses and spatial concepts. In the context of this project, instrumental

tools like the Hyperatlas and Web-GIS were developed and made public on the ESPON website. Furthermore, it included to scientifically coordinate the ESPON 2006 Programme and the projects under Measure 1 and 2, to develop scientific guidance papers and to prepare the cross-thematic exploitation of integrated results based on all projects prepared under the Programme. In this respect, thematic gaps also were identified and new project ideas were proposed (e.g. Europe in the World) which later were implemented as full ESPON projects. The activities of this project also included the compilation and structuring of recommendations to develop further policies supporting territorial cohesion and to assist in the promotion and networking of the ESPON Programme. BBR experts contributed to the final Synthesis Reports of ESPON. In addition, the ESPON Atlas was a major product in this regard.

#### *ESPON Atlas*

The ESPON Atlas provides a synoptic and comprehensive overview of findings from ESPON projects of the 2006 Programme. The results have been thematically compiled and arranged in the form of synthesis maps which combine results of different projects. Original project maps precede these synthetic maps to provide users with more in-depth background information.

The Atlas is complementary to other ESPON reports. Together they provide new insights into European territorial trends, perspectives and policy impacts. In particular the Atlas was designed to accompany the final ESPON Synthesis Report III by deepening the thematic and project-related information provided and by giving better opportunities for visual presentations of project results. The Atlas can be downloaded from the ESPON website.





### *YoungStars Seminars*

The first YoungStars Seminar held in May 2005 in Ljubljana has two goals: firstly, it aimed at making ESPON results known among the young European scientific community, i.e. students and young professionals interested in European spatial planning issues. Secondly, it aimed at providing a platform for new innovative ideas related to ESPON research both from young members of the ESPON family – that are often doing the main part of the work but remain unseen and unheard in the official ESPON contexts – and from young professionals outside the ESPON family discussing and potentially using ESPON results in their work.

A second YoungStars seminar was held in May 2006 in Budapest. It intended to deepen discussions and strengthen networks among young scientists, planners, practitioners concerned with ESPON results and to involve new people. The second YoungStars seminar was organised by six ECPs (with the ECP Hungary as lead partner) and brought together 61 young professionals and students from different fields of spatial planning.

### *Outlook on ESPON 2013*

The ESPON 2013 Programme will ensure a continuation of ESPON activities in the next Structural Funds period 2007-2013. The Programme will be part of the objective on European Territorial Cooperation and perform the role of a European observation network on territorial development and cohesion. The 29 partners of ESPON 2006, i.e. all 27 EU member states plus Norway and Switzerland, will continue to participate as partners in the Programme. In addition, more European neighbouring countries will join the Programme.

The ESPON 2013 Programme has been submitted for approval by the European Commission. Its main aim is to provide comparable information, evidence, analyses and scenarios on framework conditions for the development of regions and larger territories. The ESPON 2013 Programme will involve numerous actions within 5 priorities at Programme level, which reflect the Programme's strategy and overall objectives:

1. Applied research on territorial development, competitiveness and cohesion: evidence on territorial trends, perspectives and policy impacts
2. Targeted analyses based on user demand: a European perspective to develop different types of territories
3. Scientific platform and tools: territorial indicators and data, analytical tools and scientific support
4. Capitalisation, ownership and participation: capacity-building, dialogue and networking
5. Technical assistance, analytical support and communication.

The actions will be delivered by transnational consortia contracted through open competitive procedures. The implementation principles will ensure a continuous, close cooperation with other Community programmes and related activities in Member States. The ESPON 2013 Programme will have a budget of approximately 47m euros. The European Commission will contribute 34m euros to this budget. Compared with the current Programme, the ESPON 2013 Programme budget will be substantially higher.

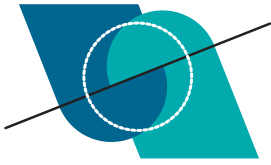
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## INTERREG – requirements to transnational programmes and projects in the field of spatial development from 2007

By the start of the Structural Funding period 2007–2013, transnational cooperation in the field of spatial development has entered a new phase. Activities in the framework of the Community initiative INTERREG III B are being enhanced and in the context of the new objective „European territorial cooperation“ have become part of the common structural policy of the EU. This enables German actors to continue and intensify cross-border cooperation in five transnational cooperation areas, which had already been tested under INTERREG II C and advanced under INTERREG III B, through concrete development projects. The new transnational cooperation programmes, which will be submitted to the Commission for approval in spring 2007, will also be attributed a key function in implementing the Territorial Agenda of the European Union by concrete projects.

The BBR supports transnational cooperation in manifold ways. In its function as a national contact point, the BBR inter alia assumes the following tasks:

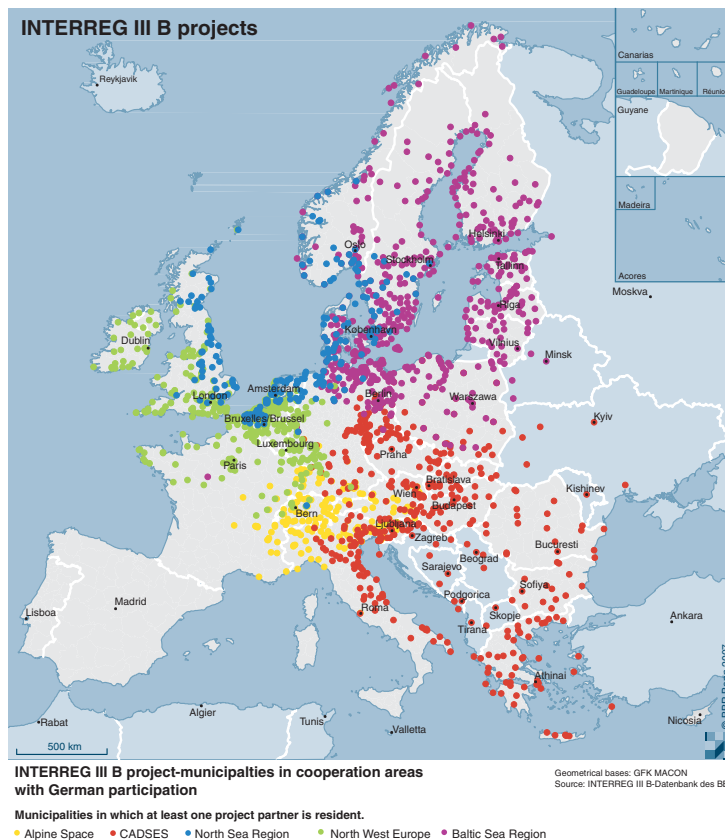
- participating in the development of joint programmes in the cooperation areas

- steering the programmes in the context of relevant transnational and German committees
- supporting projects of special Federal interest
- running activities across cooperation areas
- transfer of results/public relations

### Results of transnational cooperation 2000–2006

The transnational INTERREG programmes have contributed to an intensive networking and cooperation of cities and regions in Europe. The five cooperation areas with German participation, the Alpine Space, the Central Adriatic Danubian South-Eastern European Space (CADSES), the North Sea Region, North-West Europe and the Baltic Sea Region, involve over 6500 partners, 1000 of them being German partners, who participate in around 500 projects.

The results of transnational cooperation are multifaceted both regarding their topics and their effects for the regional and transnational level. Regarding topics, a series of transnational projects have already been initiated in the Structural Funding period 2000–2006 taking up the thematic priorities of the Territorial Agenda: Apart from projects for a more intensive European networking of city and metropolitan regions in the course of global competition, projects were executed which developed exemplary solutions for urban-rural partnerships. A number of projects dealt with the interfaces between economic actors, innovation clusters and territorial development in order to promote regional innovation processes through transnational cooperation. Approaches to strengthen and extend Trans-European Networks through transnational cooperations are presented by projects in the fields of transport, information and communication technologies as well as energy. The promotion of a trans-European risk management via numerous measures and projects was one of the focuses of the INTERREG programmes. It concentrated on areas with complex risk situations such as coastal areas and oceans, river catchment areas and mountainous regions. Many projects have developed approaches to better use the European natural and cultural heritage as a regional resource. The effects



of transnational cooperation are as diverse as the topics:

- Although INTERREG is no investment programme, investments could be arranged e.g. by preparing follow-up investments, giving incentives for private investments and for financing PPPs or by recruiting research funds.
- Integrative project approaches contribute to better bringing sectoral projects, for instance in the field of flood protection, in line with a coordinated spatial development.
- Transnational learning processes and solutions „Europeanise“ projects and actors. Many pilot projects and best practice manuals provide exemplary solutions for transnational issues, but also tools which can be used on a transnational level.
- Results of transnational cooperation are also taken into account by policies, programmes and plans at European, national and regional level and thus give incentives for planning and policy-making.
- Transnational cooperation projects also create new partnerships and networks – beyond the sectors of spatial planning and administration. Especially the participation of economic and social as well as private partners opens new potentials to European spatial development.

**New requirements to transnational programmes and projects**

By the transfer of the Community initiative INTERREG III B into the new EU cohesion policy objective „European territorial cooperation“ transnational cooperation in the field of spatial development is considerably enhanced in the current Structural Funding period 2007–2013.

In the five cooperation areas with German participation ERDF funds of around 1015 million euros will be available for transnational cooperation within the next seven years. The demarcation of the five cooperation areas has hardly changed. Most important is the division of the previous CADSES cooperation area into the South East European Space and Central Europe. Germany will participate in the latter area. However, there are thematic differences. By being integrated into a so-called mainstream programme of European structural policy, the transnational cooperation programmes in the future will be even more assessed by the degree to which they can contribute to the major objectives of the European Union. Transnational cooperation

is therefore even more geared to the realisation of the Lisbon Strategy on growth and jobs and of the Gothenburg Strategy for sustainable development.

Thus, future transnational projects face the challenge of finding answers to issues of the Lisbon and Gothenburg Strategies from a spatial perspective. Against this background, the integration of different sectoral policies through project work is a key challenge.

With regard to sustainable action, it will become increasingly important to consider spatial preconditions and impacts when drafting sectoral policies and to coordinate them accordingly. As a result, transnational programmes urge into the same direction as the „Territorial Agenda of the EU“ worked out by the ministers responsible for spatial development of the Member States. Transnational programmes, with their field-tested tools and specific approaches, offer unique opportunities to combine economic and social development with the preservation of natural conditions for life in accordance with the „Territorial Agenda of the EU“.

**Topics of cooperation**

The new programmes have set four thematic priorities that are to be implemented



via projects. **Innovation** must be considered as one of the key topics of transnational cooperation, particularly in relation to the objective of contributing to the implementation of the Lisbon and Gothenburg Strategies. The new programmes introduce innovation as an independent priority for activities that are aimed especially at improving organisational, legal and financial conditions for innovations, at transferring technology, knowledge and information as well as at broadening social foundations. Apart from that, innovation is also horizontally anchored in the programmes, i.e., in relation to all the main fields of funding. Since transnational cooperation is concentrated on funding and supporting regional development, programmes concentrate less on technological innovation than on the improvement of the general conditions for technological developments and efforts to build a knowledge-based economy. The networking of universities and competence centres – with one another and with companies as well as with the political and administrative sector – will be given greater weight in future transnational cooperation.

Improving **risk prevention**, e.g., with respect to flood control along rivers and coasts, is already a major part of INTERREG cooperation. In future programmes, this area will also play an important role – especially when it comes to taking preventive steps concerning climate change. Cooperation will primarily centre on creating synergies for EU strategies and initiatives and implementing them, developing concepts for maritime safety, contributing to an improved protection of the maritime environment as well as developing and implementing transnational strategies on risk prevention and civil protection. Furthermore, the use of renewable energy, increased energy efficiency of private households and companies as well as the implementation of “green technologies” and eco-innovations will be supported.

As for **accessibility**, the new programmes can build on results of the current cooperation. However, greater emphasis will be placed on a more intensive use of the existing transport infrastructure, e.g., through more intelligent organisation of transport (multimodality, interoperability, use of communication technologies). Thus, a greater focus of future transnational cooperation will be given to the use and

sustainable management of infrastructure against the background of regional development. This is also related to the development of transnational transport corridors. Reliable access and ensuring the quality of public services and transport systems will continue to be relevant in all areas including peripheral and sparsely populated regions. The promotion of the concept of “Motorways of the Sea” has also become feasible for the first time.

The **development of cities and regions** will play a central role in future structural policy. The same is true for territorial cooperation. Cities are the engines driving regional development. Therefore, it is important to strengthen urban infrastructure and to improve management and governance. The new programmes will reflect aspects of demographic shifts more than before. More emphasis will also be laid on urban-rural partnerships and a move away from isolated concepts for rural areas. The natural and cultural heritage will continue to form part of the programmes but its economic importance will be highlighted (as an environment for companies and “soft locational factor”).

#### **New project requirements**

The new programmes will strengthen the strategic relevance of projects. Projects with particular strategic importance should create effects on the entire cooperation area or large parts of them, they should receive a strong political support at the national and international level and influence future national and EU policies and investments. Future projects should be utilised to create even closer links with other programmes, for example, by allowing territorial cooperation projects to prepare larger investments in the other objectives of the EU Structural Funds or national programmes. To achieve this, different administrative levels will have to cooperate more intensively. Bilateral or multilateral contacts and relationships between national ministries could be used to generate and implement new projects. Integrating key actors from the business sector is a also crucial issue for the new programming period. Moreover, the effectiveness and visibility of project results needs to be improved and communications and publicity to be carried out more professionally. All in all, transnational cooperation will even more contribute to developing Europe “from the bottom-up”.

Further information:  
[www.interreg.de](http://www.interreg.de)

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## Vision projects in transnational cooperation areas

The elaboration of visions and guidelines is a classic and well-known instrument of spatial planning. Visions aim at the identification of challenges for a certain area and the firm establishment of common goals. Within their national planning policies, EU Member States are therefore familiar with the preparation of visions and the implementation of such visions through concrete actions. The reasoning behind the development of a vision can be manifold. Usually the change of important framework conditions like the increasing globalisation, demographic change or structural changes in the economy are the driving force. But the necessity of a common understanding of future challenges or potentials of an area as well may provide the starting point for a vision project.

All visions for larger transnational areas in Europe have either formed a basis for the respective cooperation programmes under the Community initiative INTERREG or have provided inputs to better implement them. The different vision activities and projects vary in their character, thematic scope, political support, time horizon, working methods and implementation aspects.

The first spatial vision for a large transnational area was prepared after 1990 for the Baltic Sea Region and adopted by the Conference of Ministers for Spatial Planning and Development of the Baltic Sea countries in 1994. The preparation of that vision created a common understanding on the future development of this so far separated area. The name of the final document – “Vision and Strategies around the Baltic Sea 2010” – served as a label for the whole cooperation network – VASAB 2010. The vision mainly covered the development of urban networks, sustainable transport and communication links, the development of specific areas and zones and of planning systems. Based on that vision, detailed actions and development concepts were elaborated between 1995 and 2005 and implemented through transnational INTERREG and other programmes.

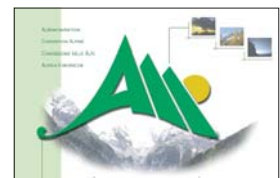
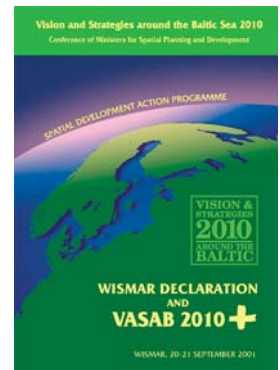
Cooperation in the Alpine Space has an even longer tradition. A number of agreements and visionary documents have already been available since the 70s. In 1972, the Alpine cooperation network “Arbeitsgemeinschaft Alpenraum (ArgeAlp)”

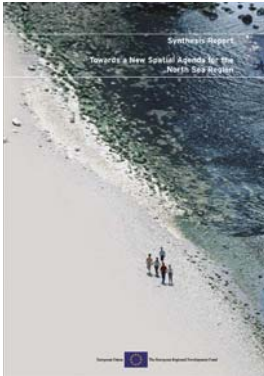
was established. In 1991, the Alpine Convention – an international agreement on nature protection and sustainable development for the Alps – was ratified. It came into force in 1995. In addition, several protocols of the Convention were agreed in different periods. Those documents cannot be defined as spatial visions although they contain visionary elements. An important difference to spatial visions is the more political character. Since 1996, transnational cooperation programmes have supported the implementation of the Convention.

With the Community Initiative INTERREG II C in 1996, the European Commission agreed jointly with the EU Member States to establish a cooperation on spatial development within large transnational areas. Governments found it necessary to define common development goals and guidelines for those newly created cooperation areas. As a consequence, they also worked out visions for spatial development for the so-called CADSES (Central European, Adriatic, Danubian and South-Eastern European Space), for the North Sea Region as well as for North-West Europe.

For CADSES, the process was jointly organised by research experts and planners. The work did not lead to the establishment of a permanent political cooperation but formed the basis for a strong network. The first “visionary product” was the document „Vision Planet“, adopted at a project panel meeting in 2000 in Vienna. It was also used for preparing the INTERREG programme for the period 2000–2006. The project PlaNet CenSE (see specific article in this issue) represents the continuation of that work with a stronger focus on implementation activities.

In the North Sea Region, multilateral cooperation has been existing since 1989 in the framework of the North Sea Commission on a subregional basis with a number of thematic working groups. The elaboration of a first common vision for the North Sea Region – NorVision – started as a project under the INTERREG II C North Sea programme and was finalised in 2000. The main goal of NorVision – a spatial perspective for the whole region – was to function as a guidance document that could influence spatial planning processes in the whole transnational area and address any





deliberate interventions to change spatial structures. Afterwards an implementation-oriented update was organised under the heading “Towards a New Spatial Agenda for the North Sea Region”. Within this process, five research studies were launched in order to provide an evidence-based framework for future development of the area. The studies focussed on politically most relevant issues: Innovation, energy and demographic change as well as coastal water management, transport and accessibility. Adapting and mitigating the effects of climate change was addressed as a cross-cutting topic in all studies. Particularly, the work on innovation formed an input to the new Operational Programme for the Structural Funding period 2007–2013.

A similar process can be observed for the transnational cooperation area North-West Europe. It resulted in the elaboration of “A spatial vision for Northwest Europe”, adopted 2000 in The Hague. Multilateral cooperation in this area is not backed by political agreements or committees like in the Baltic Sea Region or Alpine Space. Therefore, the vision formed the basis for a dialogue among a wide range of stakeholders trying to find solutions for future challenges of the area. Its purpose was to provoke and inspire actions and give guidance for the future spatial development of North-West Europe. The vision was followed by a more implementation-oriented process which led to a “A strategic framework for action”. Within that frame, three research-based studies were launched on topics such as polycentric territorial development, parity of access

to infrastructure and knowledge as well as sustainable management of the cultural and natural heritage. Results of the studies were incorporated into the new Operational Programme for the NWE area. Furthermore, an innovative instrument of the new programme, so called strategic initiatives, directly builds on the work of the “strategic framework for action”.

The elaboration of visions contains strong theoretic elements. However, the discussion processes proved to be an important means to help Member States to identify the most important development challenges for transnational cooperation areas.

All of the first vision projects were also related with the preparation or implementation of similar guiding documents at EU level such as the European Spatial Development Perspective (ESDP). The “second generation” of visionary processes kept that link. At the same time it became more action-oriented and dedicated to the elaboration or implementation of transnational cooperation programmes. The governments of some partner states go even further. In the Baltic Sea Region for instance, the Council of the Baltic Sea States asked the VASAB network to work out a long-term perspective on spatial development for the Baltic Sea Region. This work will probably more than ever be performed together with several sectoral pan-Baltic organisations. It will not only represent a spatial vision but will most likely be combined with activities and pilot actions towards future strategic investments.

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#### Information and documents related to visions for transnational areas

VASAB 2010 – Vision and Strategies around the Baltic Sea 2010. Towards a Framework for Spatial Development in the Baltic Sea Region. Third Conference of Ministers for Spatial Planning and Development – Tallinn, December 7-8, 1994. For more information see [www.vasab.org](http://www.vasab.org) und [www.bbr.bund.de](http://www.bbr.bund.de)

Convention on protection and sustainable development of the Alps (Alpine Convention). First Alpine Conference of Ministers for the Environment, Berchtesgaden, 9.-11. October 1989. For more information see [www.alpenkonvention.org](http://www.alpenkonvention.org) and [www.bmu.de](http://www.bmu.de)

VISION PLANET – Strategies for an Integrated Spatial Development of the Central European Danubian and Adriatic Area. Guidelines and Policy Proposals. Approved at the seminar of the Project Panel on 12 January 2000 in Vienna, Austria, as well as PlaNet CenSE – Planners Network for Central and South East Europe. See also: [www.planet-cense.net](http://www.planet-cense.net) and [www.bbr.bund.de](http://www.bbr.bund.de)

Norvision: A spatial perspective for the North Sea Region (2000). Vision Working Group with representatives from spatial planning offices from the participating countries and regions; prepared by the Planco Consulting GmbH, Essen. See also “Towards a New Spatial Agenda for the North Sea Region” at [www.interregnorthsea.org](http://www.interregnorthsea.org)

A Spatial Vision for Northwest Europe. Building cooperation. Project leader for the Spatial Vision Group (consisting of representatives from the Member States): Ministry of Housing, Spatial Planning and the Environment, Den Haag, September 2000. See also “Towards a Framework for Action” at [www.nweurope.org](http://www.nweurope.org)

## From analysis to strategies for Central and South-East Europe – results from the PlaNet CenSE project

### Starting points

Central and South-East Europe is one of the most heterogeneous areas in Europe with a significant economic, political, social, cultural and natural diversity. Embedded into transnational perspectives and strategies, this diversity could be mobilised to deepen integration and spur further dynamics.

The Interreg III B project “Planners Network for Central and South East Europe (PlaNet CenSE)” has taken such a transnational approach, considering the region’s features as key strategic factor for its future development. The project has strengthened mutual know-how transfer between spatial development institutions of Western and Eastern Europe, of EU and non-EU member states and developed a common understanding of spatial development concepts and tools.

The project demonstrates that Central and South-East Europe

- shows a thriving economic development perspective,
- provides transnational identities as chances for integration and
- shows a more distinct polycentric structure than the EU-15 area at least in terms of the morphological structure of the urban system.

However, at the same time the specific challenges must not be neglected:

- International disparities undermine the position of Central and South-East Europe within Europe as a whole.
- Internal integration is still limited although it is increasing.
- Due to economic concentration in leading capital city regions and Western border areas disparities are growing fast.

Within the framework of two pilot projects (“Metropolitan Networks” and “North-South-Corridors”) PlaNet CenSE tried to get one step further from the abstract level of the European Spatial Development Perspective (ESDP) towards relevant actions by selecting two major issues shaping the European spatial structure. They at the

same time served as subjects to experience a collaborating manner of work in order to inspire project partners to apply ESDP ideas in the national and regional context beyond and after the project.

### Strategy conclusions

The Network has developed neither a vision nor an action plan. Its conclusions on main challenges, chances and choices for future spatial development in Central and South-East Europe represent a further brick in building up a common understanding on spatial development issues among old and new, EU candidate and EU neighbouring countries.

The main objective for future development is to make the area more competitive, integrative and cohesive. Instead of promoting new objectives for spatial development, the project is rather aimed at concretising the already existing ones for the area as they had been defined by the preceding VISION PLANET Guiding Principles. Two important “understandings” have developed during this process:

Firstly, the project partners consider competitiveness, integration and cohesion as complementary (and not supplementary or alternative) policy goals. Polycentricity, i.e. a balanced distribution of competitive growth areas over an area in combination with strong internal and external functional relations, is seen as a key concept (“Leitbild”) to combine all three of them.

Secondly, the multi-level approach to analyse which projects have put forward within the European Spatial Planning Observation Network (ESPON) is fundamentally important. Competitiveness, integration and cohesion have to be seen in and set into different territorial contexts as policy measures and impacts differ strongly from the macro to the meso and micro level. Hence, urban nodes of whatever size – whether small, medium or large (metropolitan) ones – need to be taken into account when applying the concept of a more polycentric structure in CenSE.

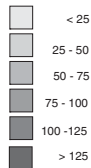


Online versions of the strategy document “Mobilising the Potentials of Central and South East Europe” and the background report “Outlining Central and South East Europe” can be downloaded from [www.planet-cense.net](http://www.planet-cense.net). For a printed version of the strategy document please email Jens Kurnol at the address indicated below.

## Economic disparities in CenSE



GDP per capita 2001  
as a percentage of  
EU 25



Economic disparities  
along borders



Source: Centre for Regional Studies (RKK), National Statistics  
Geometric Base: GfK Macon AG

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In short, the project has led to following conclusions:

- There is a chance for polycentricity. Thus, there is a need to promote strategic planning at the urban level taking into account the potentials for more networks among cities and towns, partly developing from already existing co-operative relations.
- Territorial cohesion could be realised by city networks. Several of the envisaged co-operation networks between neighbouring cities cross national borders, sometimes with a common history behind.
- Central Europe has a clear potential for a dynamic core area at the European level. Berlin, Warsaw, Prague, Vienna, Bratislava and Budapest are corner stones of the most dynamic area in CenSE.
- In contrast to that rather developed situation, South-East Europe urgently needs very basic steps to improve

international relations to be able to start co-operation among cities and towns at the transnational level.

- The dominance of priorities for East-West-connections needs a counterpart taking into account the North-South connections of the rail network with its considerable potentials for development, which had not been considered so far. Improved North-South connections could not only serve as a backbone for a new Central European core area but also enhance the (internal) territorial cohesion of South-East Europe.

### CenSE's position in European spatial development research

Central and South-East Europe has a special position in European spatial development research and policy. Neither comprehensive information on its current state nor a comprehensive or common strategy for its future development have existed at transnational or European level before. PlaNet CenSE has taken on this challenge. It provides comprehensive information on spatial development trends in CenSE. Taking up a transnational perspective, it presents the "bigger picture" for national and regional strategies, on the one hand, helping to realise and explore specific territorial potentials. Taking up a transnational perspective and analysing major European policy objectives from a CenSE point of view, on the other hand, means to concretise European-wide trends and patterns.

PlaNet CenSE has centred its common learning process on defining and operationalising the principal objectives of competitiveness, integration and cohesion. Integrating ESPON approaches into the analysis has not only ensured to meet the "state of the art" in European spatial analysis but has contributed to the further development of the ESPON programme.

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The contribution to PlaNet CenSE was coordinated by Petra Pelster, who worked for the BBR from September 2004 until December 2006.

PlaNet CenSE (Planners Network for Central and South East Europe) was a project running under the EU Community Initiative Interreg III B for the Central European, Adriatic, Danubian and South Eastern European Space (CADSES). 25 project partners from 15 countries (old and new EU member states, candidate countries and neighbouring countries), led by the Austrian Institute for Regional Studies and Spatial Planning (ÖIR), have built up this network aiming to deal with spatial development topics at transnational scale. PlaNet CenSE is a successor of the VISION PLANET project that ran from 1998 to 2001 under the leadership of the BBR. More information is available at [www.planet-cense.net](http://www.planet-cense.net).



# Knowledge transfer for decentralised regional policies in Russia and Eastern Europe

“Zwischen Anpassung und Neuerfindung“ (Between Adaption and Reinvention) as stated in literature (Altrock et al., Planungs-rundschau (2005) 11, Berlin/Cottbus/Kassel) highlights the situation in terms of decentralised regional policies in countries of Eastern Europe and in Russia. Regional policies and the respective planning instruments in these countries have been decentralised without central governments giving strict guidelines to those being responsible for their implementation on national, regional and local levels. Decentralisation thus means a burden at the same time. Decision-makers – having their mental and cultural rucksack on – either had to adopt instruments from others or to newly invent them.

## CEMAT Regions of Innovation project

In order to support these decision-makers and their staff, the German Federal Ministry of Transport, Building and Urban Affairs (BMVBS) together with the Federal Office for Building and Regional Planning (BBR) took the initiative by launching the CEMAT Regions of Innovation project. This project, financed by the action programme “Modellvorhaben der Raumordnung” (Demonstration Projects of Spatial Planning), aims at transferring knowledge to support decentralised regional policies in Russia and Eastern Europe. Currently, decision-makers of national, regional and local levels in six countries (Armenia, Bulgaria, Georgia, Romania, the Russian Federation, and the Ukraine) are involved in the project.

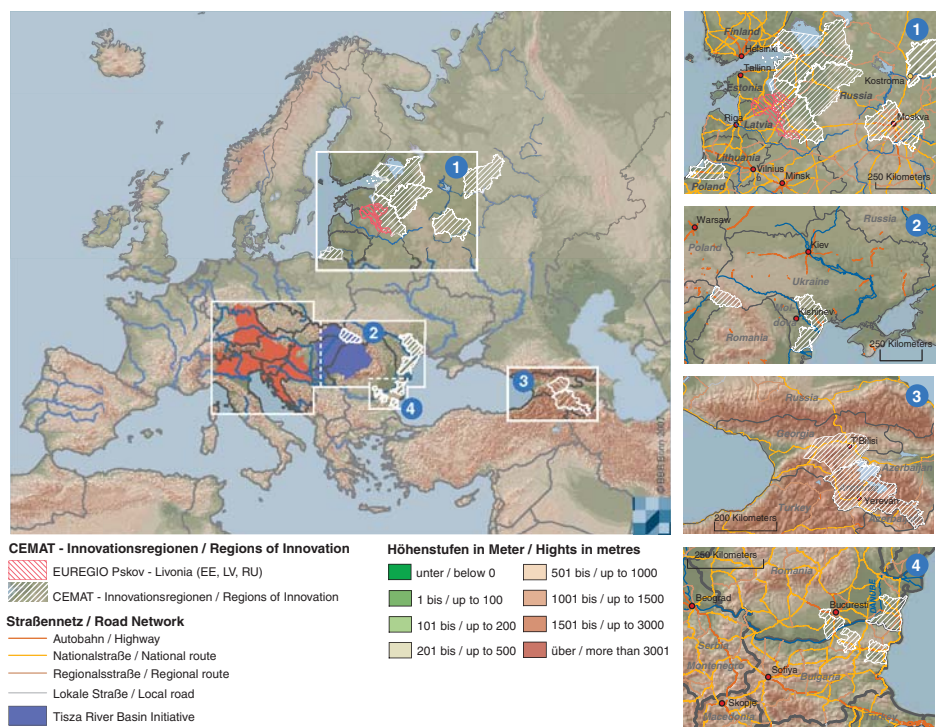
## Political framework for knowledge transfer

The political framework for these activities was set by the Council of Europe on the occasion of the 13th Session of the European Conference of Ministers Responsible for Regional Planning (its French acronym is CEMAT) held in Ljubljana in September 2003. There, Ministers gave the training of local and regional authorities – and thus knowledge transfer – a high

priority to foster future activities in agreeing upon a respective resolution. The agreement at that time was accompanied by creating and establishing the Pan-European Network of Regions of Innovation, which constitutes a platform among regions in Europe to exchange experiences in knowledge transfer. It presently incorporates a series of different initiatives of the Council of Europe’s member states (see map).

In order to keep the momentum and to back up regional and local partners, it is not only necessary to set political frameworks but also to strongly commit oneself. It is thus indispensable to sign documents like a memorandum of understanding, which may support partners in the respective region, secure acknowledgement and provide prestige. On the occasion of the 14th Session of CEMAT held in Lisbon in October 2006, such a memorandum of understanding was signed between the respective parties. Another prerequisite is networking. In order to extend and to interlink knowledge transfer activities, the Council of Europe has started cooperation with the European Network of Training Organisations for Local and Regional Authorities (ENTO).

Pan-European Network of Regions of Innovation



For further information on the CEMAT Regions of Innovation project please refer to the project's homepage at [www.cemat-region.eu](http://www.cemat-region.eu)

Information on the activities of the Council of Europe's CEMAT can be found at [www.coe.int/CEMAT](http://www.coe.int/CEMAT)

The ENTO Network and its knowledge basis is available at [www.ento.org](http://www.ento.org)

### Essentials of knowledge transfer

Successful knowledge transfer is mainly characterised by two elements. The first is related to the knowledge transmitter and his or her role. How and to which extent knowledge will be applied at this stage remains to those decision-makers working at the respective local, regional and/or national level. The transmitter thus has to stay neutral. The second element is how to organise knowledge transfer – in some cases over long physical distances. A basic component of this is the facilitated exchange of knowledge and experiences across borders via seminars, workshops and media facilities, e.g. internet platforms.

The CEMAT Regions of Innovation project is based on three working pillars: establishing and strengthening networks, developing jointly future topics and organising transfer and exchange. Establishing and strengthening networks primarily means to build up and/or intensify cooperation between different stakeholders and partners involved being ready to learn from each other and achieving synergies based on existing structures. To jointly develop future topics refers to the fact that – taking local needs into consideration – partners and stakeholders jointly develop concepts to meet the challenges of local and regional development which they have identified. Organising transfer and exchange is then a crucial matter of communication. Seminars, workshops and updates of homepages or other media instruments (e.g. traditional newspapers) have to be designed in a topic-oriented and demand-driven way.

### First findings to initiate and realise knowledge transfer

Not only related to recent shortages in energy supply but also in connection with the ongoing overexploitation of resources, single thematic topics to initiate and realise a target-oriented knowledge transfer gain importance. The issue of climate change and the topic of how to save energy, to use it more efficiently and to support the use of renewables in the field of regional and urban development seems to have the highest priority. This goes for settlement development as well as for the redevelopment of housing stocks. Taking congested roads and other transport means into account, another topic emerges: motorways on the sea. Especially for those regions along seashores and those in the

vicinity of a harbour developing their fields of action across seas is a matter of future relevance.

A second important finding is cooperation. In order to secure and to further develop their position in an interconnected world, regional and local authorities as well as actors should cooperate across borders. It is not only indispensable to provide adequate framework conditions for these cooperations but also to initiate competition and response. Competition reveals regional and local potentials and makes partners focus their activities on the most crucial and promising ones. It becomes obvious that national authorities and governments are asked to take these findings into consideration while elaborating or revising national spatial development strategies or national political frameworks and thus to respond to partners. Legal provisions should be accordingly revised.

Last but not least, a third finding is that knowledge transfer deals with the empowerment of the civil society. Its prime task should thus be to provide all possible tools for civil societies in order to become active and self-confident partners in decision-making processes. This is what makes the decentralisation of regional policies a success story.

### Knowledge transfer – a future must?

Knowledge transfer has been used for centuries to communicate and to exchange experiences. A new approach for its implementation is a demand and topic-oriented approach. While transferring knowledge, the transmitter first of all has to listen to those who need the knowledge. It is then time that partners and stakeholders jointly elaborate concepts. Development policies have incorporated this paradigm shift by communicating the crucial message and slogan "Hilfe zur Selbsthilfe" (Helping someone for him/her to take matters into his/her own hands).

Political systems in general and regional policies in particular – both being in change – need constant knowledge transfer in order to avoid misleading actions which in times of globally interconnected regional economies and cultures might have effects across borders – either transnationally or on the direct neighbouring situation. This can easily be bypassed by a well-organised knowledge transfer.

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## EUKN and associated networks – exchanging experiences, sharing expertise and networking for better urban policies in Europe

European cities are very manifold and at the same time have common structural grounds. First of all, they face common challenges in view of the proceeding globalisation. Consequently, the exchange of experiences, information transfer and cooperation in the field of urban development gain in importance. But an adequate exchange on urban issues in Europe so far has been underdeveloped which especially applies to the international level but also to the relationship between various disciplines as well as among practice, politics and research.

### European networks in the field of urban development

Meanwhile, there have already been notable approaches of cooperation in urban issues in the European Union:

EUKN – European Urban Knowledge Network

EUROCITIES – network of major European cities

URBACT –network of European cities involved in the URBAN programmes

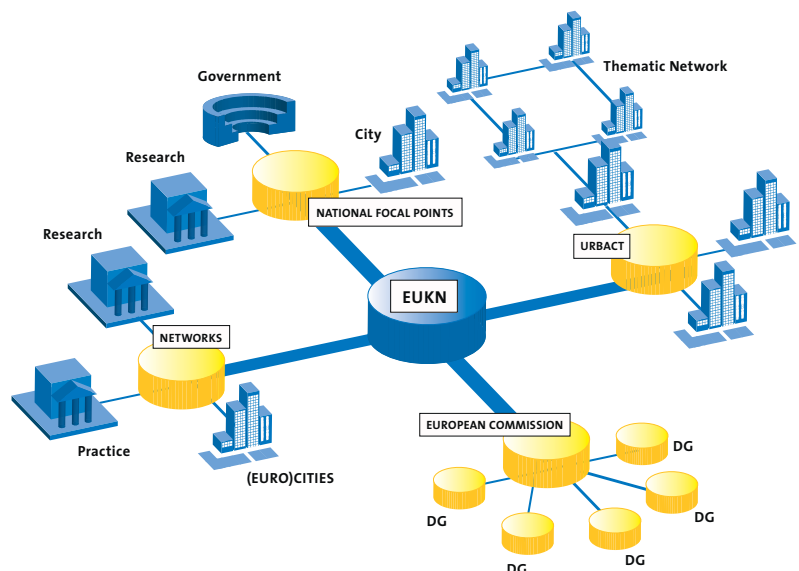
The Federal Republic of Germany participates in these networks on several levels. It is important here that towns, cities and municipalities are actively involved as citizens and their local political representatives shape the urban environment at this level. Besides, unions of local authorities, regional cooperations, trade associations and research institutions play an important role. Last but not least the Federation is actively involved in advancing international exchanges and cooperations in the field of urban development.

EUROCITIES, the network of major European cities has been founded in 1986. 14 German cities participate. There is an intensive exchange of experiences among the EUROCITIES which also jointly develop solutions for nearly all problem areas in large cities. They organise their cooperation through fora, working groups, joint projects, meetings and campaigns.

Since 2002, the URBACT network has been dealing with the exchange of experience and information between cities and actors

involved in the URBAN programmes of the European Union. These programmes focus on comprehensive development approaches for cities and urban neighbourhoods with various needs for renewal. The URBACT actors mainly cooperate within thematic networks and working groups. These forms of work are added by specialist studies and qualification opportunities. Since 2003, the Federation has been involved in funding the URBACT network. The Federal Office for Building and Regional Planning (BBR) provides scientific support in cooperation with FIRU mbH.

EUROCITIES as well as URBACT and the EU Commission are partners in the European Urban Knowledge Network (EUKN). This information network on urban development in Europe involves 15 EU member states (see map). It has been developed since 2005 under Dutch leadership. The Federal Ministry of Transport, Building and Urban Affairs has been supporting the project from the very beginning. The BBR in its role as a National Focal Point (NFP) is responsible for the international cooperation and coordination of the Federal Republic of Germany.





**Additional information:**

www.eukn.org  
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**EUKN – information platform in urban  
 issues**

EUKN is an initiative by the EU member states aiming to improve the exchange of information and experience in the field of urban development. The main transfer instrument is an Internet-based information database which has been online since October 2005. The Network's homepage can be found at [www.eukn.org](http://www.eukn.org) and has a platform and portal function at the same time. It presents the contributions of all partners and links to other networks. The contributions include practical examples, studies, political programmes and reports on urban development in Europe. Each document contains basic information, notes and links to further sources and contacts. This information basis is added by news and event notes. The transfer of information and contacts is also offered.

The offer of information has meanwhile reached a considerable extent. At the beginning of 2007, the website presents over 2,000 contributions. The numbers of documents, however, vary depending on the category, thematic area and regional origin. With more than 100 contributions, the German EUKN subnetwork covers all the six thematic EUKN areas. There are also mutual links with other subnetwork partners. They are shortly presented on

the EUKN subpage [www.eukn.de](http://www.eukn.de). The presentation of partners is not yet common within EUKN and is planned to be gradually increased. The BBR has published several documents on the German subpage with basic or context information on urban development practices and policies in the FRG. This kind of information as well is not yet obligatory and is also planned to be gradually increased.

The EUKN project is presently (beginning of 2007) being changing from the first pilot phase to a continuative stage of development. The delegates of the ministries responsible for urban development in the participating Member States have decided in the EUKN Steering Group to finish the pilot phase by the end of May 2007. Afterwards it will be important to consolidate and to advance EUKN based on the experiences from the pilot phase. From the point of view of the German subnetwork, EUKN should concentrate on improving its professional profile and on providing a balanced thematic supply of information. A further development of this supply would have to be combined with technical and structural improvements simplifying both the access and the entry of information also in the linguistic respect. This would increase the chance not only to offer qualified informative contributions but also to evolve their effect within the urban development practice and policies.

In view to EUKN's thematic and organisational closeness to the EUROCITIES and URBACT networks, a task sharing producing efficiency and fostering synergies should be promoted. All three networks should bethink their original and complementary contributions to a better knowledge on urban policies in Europe. While EUROCITIES and URBACT are oriented towards a concerted and direct exchange between actors of urban development, EUKN's contribution is to concentrate on an open and Internet-based distribution of information.

## Cooperation with Eastern European countries: analysis of housing stock and housing administration in Slovakia

In order to strengthen the dialogue with the new Eastern partners in the European Union and Russia, the project group "Eastern Europe" of the Federal Office for Building and Regional Planning (BBR) oversees research work and projects on relevant issues such as housing, building, energy saving measures, municipal economy and urban development. By using the results of the BBR, which conducted an institutional survey of ongoing projects in Central and Eastern Europe (CEE) on the aforesaid issues, the project group had a share in establishing the "Network for German-Russian Cooperation" on the Federal level. A further task is the specialist support and steering of German-Russian conferences, seminars and EU-co-financed projects.

The project group currently monitors the following research projects: "Refurbishment of a multifamily building in a housing association in St. Petersburg" and "Efficiency analyses of housing management in Slovakia and conceptions of vocational and training measures".

With regard to the latter project it has to be mentioned that housing administration has become a new market in Slovakia. The deep need in qualified professionals opens chances for German know-how transfer in this field. Therefore, the BBR commissioned the InWIS Institute in cooperation with the Slovakian Institute AINova to conduct research about the problems of administrating privatized multifamily houses in Slovakia. By analyzing the Slovakian housing market and questioning administrators and condominium owners, suggestions for an efficient administration were developed.

### Stock taking

Before 1990, the main part of the housing stock (according to the Census 2001: 1,884,846 dwellings in relation to 5,379,455 inhabitants and 2,071,734 households) was owned and managed by cooperatives and municipalities. At the date of the Census approximately 50 % of all dwellings were in single-family houses, the other part – 830,000 – in residential multi-family buildings.

After having privatized the major parts of the Slovak housing stock in favour of the tenants, only 3.7 % of the total housing stock was still owned by the municipalities or the state (1991: 27,2 %) in 2001, another part (14,9 %) was left to the cooperatives. Most of them are multifamily panel buildings. Nearly 40 % show mixed ownership structures.

The total number of public rented housing is estimated to approx. 4 %. The exact figures are not available owing to the methodology of the latest Census. Practically all the municipal rented housing is located in buildings with mixed ownership. The only exception are new municipal buildings with rented flats, i.e. the whole building and all flats are owned by the municipality.

The housing stock, particularly multifamily housing, is still in poor physical and technical condition with a high energy consumption and an aged technical infrastructure. The mentioned ownership structure makes it even more complicated to come to an agreement what, when and how to repair and modernize. Only if all flats of a multifamily building are privatized the owners' meeting can find a condominium owners' association, which has all rights and duties of a legal entity after registration according to the Slovakian Condominium Act (No. 182/93). The Condominium Act gives two options how to ensure housing management, maintenance and repair. It is either possible to create a condominium owners' association as a legal entity or for a condominium owner to sign an individual contract with a management organization. Such organizations are usually co-operative, municipal or private companies.

### Questioning

99 condominium owners and 33 administrators were interviewed for this survey. In 15 of 33 selected buildings a condominium owners' association had been founded. Nine of them administrate themselves. The main reason for abstaining from founding an association was a lack of active persons willing to lead the owners' association. Another reason was the existence of an administration company, mostly a cooperative one, which did a good job.

The most challenging task for administrators will be large modernization measures. About half of the asked administrators use technical expertise and economical calculations to convince owners to carry out modernization. Over 80% of administrators try to show energy-saving potentials.

Public support of modernization measures is only used by a minority of administrators. At least nearly half of them use subsidies (48.5 %), the others reserves for maintenance or state guarantees. More support by the state is desired especially in the field of getting loans. At present, mortgage financing seems to play a subordinate role.

The questioning of housing administrators showed that the daily business of administering flats works quite well. Based on the analysis and the discussion of results a framework for the education of administrators will be developed.

#### Recommendations

Simultaneously to the questioning, a Slovak expert group gave recommendations for the specification and complementation of the Slovakian Condominium Act. The most important ones are the following:

- The regulation by law of a mandatory foundation of owners' associations will improve the activities of condominiums. By establishing statutory bodies in such associations (board of owners) the communication between administrator and owners will be improved.
- To impose sanctions to the administrator in case that he does not fulfill his duty to give an activity report for the last period on a reference date

- To implement written votings with owners would enable them to have a share in the effective work of the administrator.
- To contribute a minimum of payments into maintenance reserves might ensure the liquidity of housing administrations in case of minor repairs and bigger maintenance measures.
- The decision on applying for loans should be taken by a simple majority of condominium owners. At present, a 2/3 majority is required.
- To launch double bookkeeping in all home owner associations improves the economic transparency for each condominium owner and minimizes failings.
- The relationship between condominium owners' associations and the housing administrator or the administering organization is not regulated by law. Therefore, the possibility of signing an administering contract between the whole association and the administering organization should be legitimated.

A substantiated qualification of administrators exerts important influence on the quality of housing administrations. Therefore, the new profession of housing administrators in Slovakia should be combined with normatively fixed entrance requirements.

These recommendations will be included into the report. Following the completion of the project activities and the curriculum for the training and education of housing managers, the report will be introduced at the Informal Ministerial Meeting on Urban Development and Territorial Cohesion in May 2007.

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## National Strategic Framework Plan for the funding period 2007–2013

For the current funding period from 2007, each Member State was for the first time required to submit a national planning document to the Commission in Brussels concerning the use of the EU Structural Funds. This document entitled “National Strategic Reference Framework (NSRF)” is supposed to ensure coherence between assistance from the Structural Funds and the Community Strategic Guidelines for Cohesion on the one hand. On the other hand, it is supposed to show the connection between the priorities of the Community and the National Reform Programme (NRP) of the Member States.

In general, the NSRF is supposed to include a Member State’s strategy for the future funding period. It thus forms the thematic reference framework for elaborating the Operational Programmes (OP) of the German Federal states and of the Federation, through which funding under the European Regional Development Fund (ERDF) and the European Social Fund (ESF) is supposed to be implemented in the German Objective regions.

In the new funding period from 2007, the new Federal states without Berlin and the NUTS II region Lüneburg are counted among the “Convergence” regions. The regional districts (“Regierungsbezirke”) of Leipzig, Halle and Brandenburg Süd-West region are considered as phasing-out areas.

The new objective “Regional Competitiveness and Employment (RCE)”, which now incorporates the previous, regionally oriented Objective 2 and the horizontal Objective 3, covers those regions not concerned by the “Convergence” objective. Principally, it applies to the whole Federal territory and the Federal states have the possibility to set regional focuses of assistance in their Operational Programmes. The German regions covered by the RCE objective include Berlin and the old Federal states without the NUTS II region of Lüneburg.

According to the federal structure of the Federal Republic of Germany, the NSRF was drawn up in a multi-level process involving commercial and social partners and under the lead management of the Federal Ministry of Economics and Technology.

Since May 2005, regular meetings on the NSRF took place with representatives of the Federal Government and all 16 Federal states. The Federal Office for Building and Regional Planning attended these meetings and largely participated in the elaboration of the related empirical analyses and strategic parts.

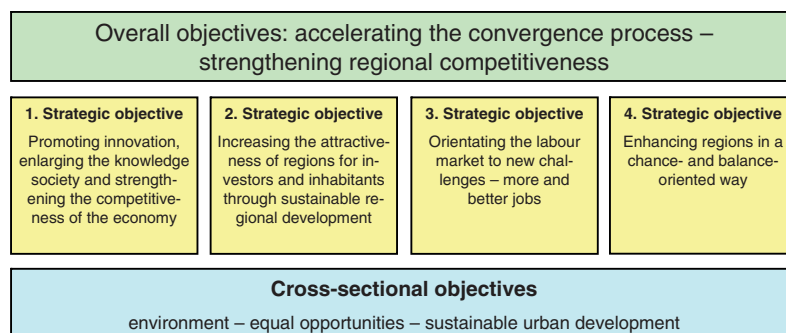
The empirical works first of all concentrated on the empirical analysis of the position of Germany in the international competition by central indicators on the economic situation and development. The Lisbon objectives as well as selected EU member states or Japan and the USA served as main criteria for comparison. The system of objectives of the German strategy was derived from this analysis.

The priorities of assistance were derived based on a analyses of strengths and weaknesses differentiated according to the regions covered by the “Convergence” and “Regional Competitiveness and Employment” objectives. The empirical analysis is based on indicators on the socio-economic and ecological situation and on the provision with potential factors. Accordingly, the German strategy provides for seven priorities in the “Convergence” objective and for six priorities in the RCE objective. Due to common problems and challenges in both Objective areas, the priorities of assistance are overlapping as regards contents. They are concretised by starting points for assistance policy formulated in the NSRF. Pointing at the regionally different intensity of problems, they form an important basis for the formulation of the Operational Programmes of the Federal states.

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### System of objectives of the German development strategy



Source: Own illustration of the BBR/NSRF

## New concepts for spatial development in Germany

Concepts for spatial development show the desired future state of the spatial structure. They are based on the analysis and evaluation of the current state and from time to time adjusted to the changing social and economic framework conditions. They are an important coordinating instrument of spatial planning. According to the German Federal Regional Planning Act, the Federation and the states are supposed to jointly develop “concepts for the spatial development of the Federal territory” on the level of Federal spatial planning. The last concepts on spatial development had been formulated following the German reunification as “Raumordnungspolitischer Orientierungsrahmen” (ORA, 1993 – Guidelines for Regional Planning) and as “Raumordnungspolitischer Handlungsrahmen” (HARA, 1995 – Political Framework for Regional Planning). They served to improve the spatial planning strategy to harmonise the living conditions in the old and new Federal states.

Now, about one decade after the adoption of ORA and HARA, the framework conditions for spatial planning policy have changed again and advanced. Similar as nearly all political areas, it has to react to basic trends and changes in economy and society as well as to related large reform discussions in Germany as they contribute to considerable changes of spatial structures and uses. This goes for globalisation processes in the same manner as for reunification-related transformation processes and the coping with the demographic change. Furthermore, the European dimension of spatial planning has considerably gained in importance.

The 31st Standing Conference of Federal and State Ministers Responsible for Spatial Planning (Ministerkonferenz für Raumordnung, MKRO) therefore decided on 13 October 2003 “... to check the necessity of advancing the spatial development concepts for the Federal and the European territory”. Based on the analysed results and the recommendations of action of the BBR's Spatial Planning Report 2005, the Federal Ministry of Transport, Building and Housing in 2004 launched a large discussion process involving all actors of spatial planning and spatial research in further developing the spatial concepts. The result, which was based on a large consensus, was presented

at a conference in September 2005 before being further treated in the committees responsible for the horizontal and vertical coordination of spatial planning. As a result of this large consensus-building process, the new “*Concepts and strategies for the spatial development of Germany*” were accepted by the MKRO on the 30 June 2006 as the joint spatial planning and development policy of the Federation and the states. It also declared its willingness to implement these concepts.

The new concepts for spatial development in Germany are oriented towards the following priorities:

- growth and innovation,
- securing services of public interest,
- conservation of resources, shaping of cultural landscapes.

### Concept 1: Growth and innovation

By the concept “Growth and innovation” spatial planning subordinates its objectives and strategies to the national objective of promoting overall economic growth. Apart from the classical balancing objective of promoting regions with development weaknesses in order to adjust the living conditions, which will not be abandoned, spatial planning wants to support specific strategies to promote strong regions which are said to be growth motors for the overall economic development. Existing development and innovation potentials are to be strengthened by expanding the infrastructure, fostering certain innovative sectoral and knowledge structures and by fostering education and research etc. In doing so, the locations are not to be considered in an isolated way but the potentials in a region are to be linked up and bundled and growth partnerships are to be founded. At the same time, within a larger regional environment, the growth centres of a region are to assume responsibility for weaker parts in the hinterland and the periphery. They are also to practise solidarity by involving them in economic success and by contributing to stabilising the declines.

The concept ties up to the ORA concept concerning “*European Metropolitan Regions in Germany*”. Following the ORA and other activities under the Federal action programme “Demonstration Projects



of Spatial Development”, 11 Metropolitan Region initiatives have established whose centres are represented in the concept. The centres are the locations with the highest concentration of metropolitan functions. The networking of centres with other locations with important metropolitan functions is exemplarily indicated. Most of them are to be found in Metropolitan Regions. However, there are also first signs in peripheral places, even in the more structurally weak “stabilisation areas”, which are to be integrated in metropolitan growth strategies. Areas of metropolitan influence including rural areas give a rough impression of possible large-area communities of shared responsibilities which cover all types of areas.

“Growth regions outside Metropolitan Regions” considerably contribute to the overall economic growth. These rather rural areas with important medium-sized cities often represent important regional centres of innovation and specialised locations of technology and are to be supported in sharpening their specific profile and development.

In comparison to this, “regions with a need for stabilisation” show a development which is particularly below the average. They are mainly rural areas in a peripheral or border position with insufficient employment opportunities and often antiquated industrial structures. In these regions, regionally adapted strategies are supposed to promote endogenous development potentials in order to prevent a further decline of these areas. Metropolitan Regions and growth areas in terms of large regional partnerships have a special responsibility here.

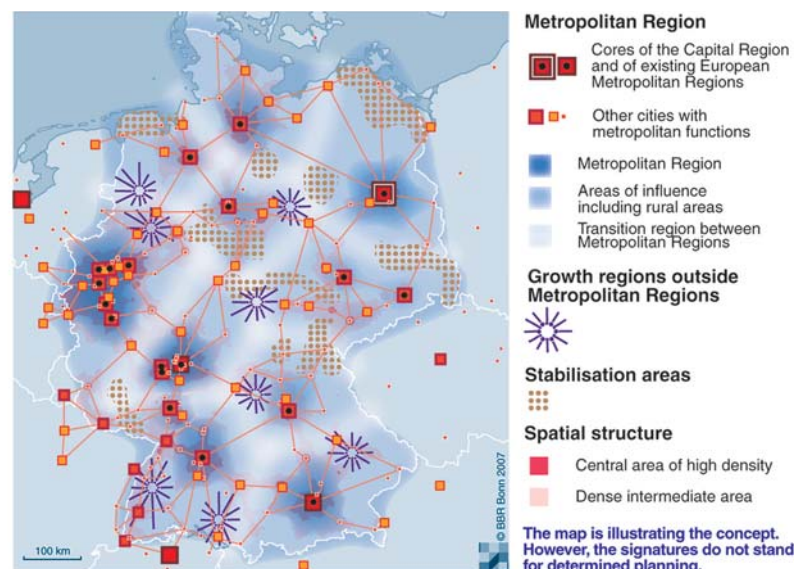
**Concept 2:  
Securing services of public interest**

The concept “Securing services of public interest” is the response of spatial planning to the demographic change, which confronts many regions with the problem of ensuring an adequate and well accessible supply of services and infrastructure. Decrease and ageing of the population above all in anyway sparsely populated regions are a big challenge for public households under the current economic framework conditions: the so far good quality of supply has to be maintained. Although the carrying capacity of facilities starts to decrease,

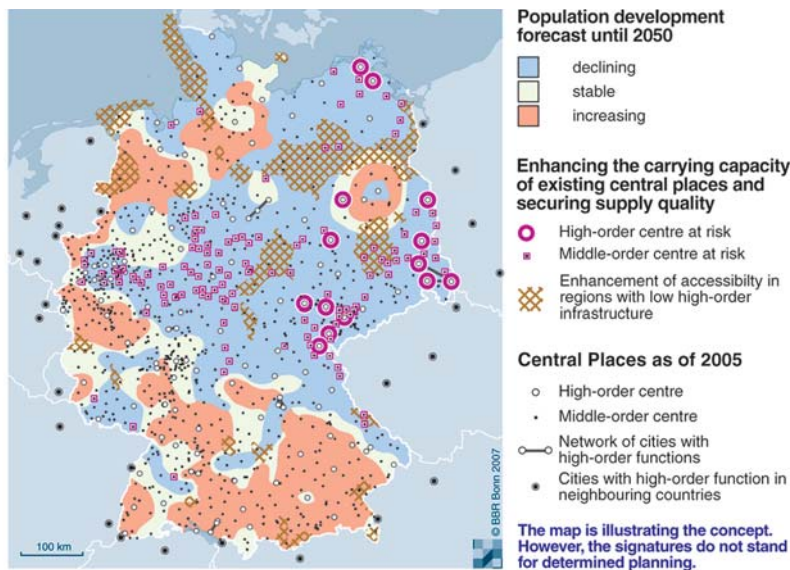
the basic supply especially in the health, education and public transport sector has to be guaranteed with minimum standards, which still have to be defined. Through new, temporally and locally flexible forms of organisation and supply, the quality of supply is furthermore to be adapted to modern possibilities and standards and, if possible, to be improved.

In many regions the population decline requires to tighten the *system of central places*. It is supposed to form the basis for an efficient concentration of facilities and services for the public also in the future. The identification of the *carrying capacity of central places is based on the demographic development by 2050*. If the population figures in the service areas of higher-order and middle-order centres, which are defined in Federal state and regional planning, fall below certain thresholds due to a strong population decline (e.g. 300,000 inhabitants in higher-order and 35,000 inhabitants in middle-order service areas), these centres are said to be endangered regarding their carrying capacity. Regions with a high concentration of such at-risk central places will face the most pressure from problems to adjust their central place system. Spatial planning must establish early measures in order to increase service areas in complying with minimum standards of accessibility by combining service areas. It must be noted that even today some regions do not meet the standards for access to a higher-order centre (e.g. 60 minutes by

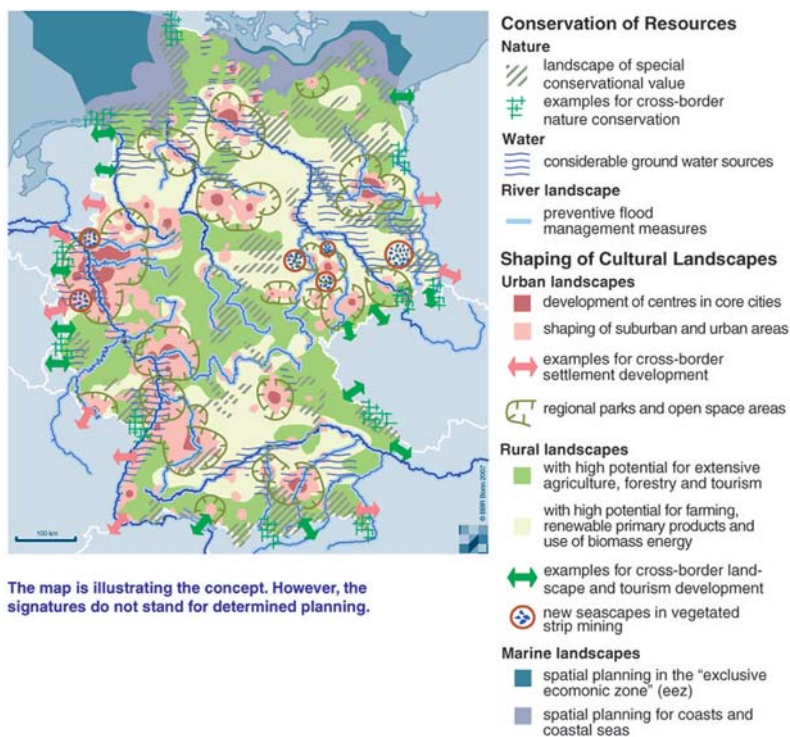
**Concept: Growth and Innovation**



### Concept: Securing Services of Public Interest



### Concept: Conservation of Resources, Shaping of Cultural Landscapes



passenger vehicle or 90 minutes by public transport to the nearest higher-order centre). As *regions with a low level of higher-order centre* infrastructure these regions have to be supported by taking measures to improve the transport infrastructure or by shifting certain functions of higher-order to middle-order centres.

### Concept 3: Conservation of resources, shaping of cultural landscapes

The third concept "Conservation of resources, shaping of cultural landscapes" serves to integrate the basic task of spatial planning of caring for a sustainable spatial development into the new concepts. According to this concept, sustainable spatial development will also in the future mean to secure the manifold spatial functions by actively *managing spatial resources* and development potentials in the context of increasing conflicts of use and against the background of the necessity of an economical use with soil as a resource. The task of spatial planning of coordinating the different plannings on an interdisciplinary and supralocal level has to be strengthened. The protection of open spaces and the reduction in new demands on land use for settlement and transport is in the foreground here, but also the conservation of nature, water and river landscapes through flood prevention measures.

Similar as in other concepts, spatial planning is supposed here as well to assume more active tasks of shaping and development. The securing and shaping of naturally developed cultural landscapes in line with a sustainable development is therefore a big challenge within this concept. What is needed is the harmonious co-existence of different types of urban, rural and marine landscapes, whereby their ecological, economic, social and cultural functions are permanently preserved and developed.

The *urban landscapes* primarily aim at conserving and developing the functions of centres for city regions. With their relatively high densities and at the same time high attractiveness for close-to-nature living, suburban areas as a subgroup of urban areas have a special development potential which has to be used for quality-oriented planning. For densely populated city regions the development of regional parks is highlighted as an example for the shaping task of spatial planning. Developing landscapes near urban centres in a quality-oriented way is supposed to provide recreational areas close to settlements.

*Rural landscapes* with a low population density and a peripheral situation towards centres have their own special development potentials owing to a high close-to-nature landscape attractiveness, which can above all be made usable for tourism. They are at the same time areas in which an extensive, sustainable landscape already today has a relatively high share in the agricultural production and might in the future essentially contribute towards regional development. Due to the high productivity of their soil, other rural landscapes – still – have high potentials for farming, also for newer forms of it like renewable primary products. There are also favourable opportunities to use them for biomass energy. The reclamation of former strip mining areas e.g. affected by brown coal production is an essential instrument of the development of cultural landscapes. In doing so, new lake landscapes are often created for tourist use which may also contribute to the regional economic development.

One task that is of increasing importance is *spatial planning in marine landscapes* since its use for transport, energy and business has increased and has to be harmonised with the objectives of nature and landscape conservation. This is done through “Integrated Coastal Zone Management” (IKZM) by the countries within the 12-mile zone of German coastal waters and through Federal spatial planning as part of the “Exclusive Economic Zone” (EEZ).

What is innovative in the spatial planning policy of the new concepts is a reorientation of the classical tasks of spatial planning:

- The development task is strengthened by activating the specific development potential of all regions, not only that of the structurally weak but also of the strong regions, to ensure the overall economic growth (Concept 1). The regional balance between strong and weak regions is supposed to increasingly take place on the level of large-area communities of shared responsibility.

- The regional balancing task is reassessed by searching for flexible service standards for the public in order to create equal living conditions without worsening the supply quality but rather to improve it (Concept 2). When making the necessary adjustments, e.g. of the system of central places, minimum standards of accessibility apart from the economic carrying capacity of facilities also have to be taken into account.
- The planning task is underlined by strengthening the competence of judgement. Not only land protection has to be in the foreground but also an active management of resources e.g. to shape the diversity of cultural landscapes (Concept 3). Protection concerns and development potentials have to be equally treated.

What is also new is that the tasks of spatial planning are not explicitly limited anymore to types of areas such as rural areas or agglomerations. They will now also be based on current economic and societal issues which concern all spatial categories in different ways. The concepts in so far always refer to all regions with differentiations:

- Concept 1: metropolitan, growth and stabilisation areas,
- Concept 2: areas showing a population decline,
- Concept 3: urban, rural and marine landscapes.

The new spatial development concepts have been adopted based on a consensus between the Federation and all Federal states. In more detail they provide enough scope for active planning to the actors of spatial planning at all levels and in all spatially relevant planning sectors. The further development will show whether the Federation and the Federal states will implement these framework agreements in the practice of spatial planning.

The booklet  
BBR/BMVBS (ed.):  
Perspectives of Spatial  
Development in  
Germany. Bonn/Berlin  
November 2006 can be  
ordered free of charge  
at  
beatrix.thul  
@bbr.bund.de

BBR (ed.):  
Raumordnungsbericht  
2005, Berichte Bd. 21,  
Bonn 2005

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## Incentives for the planning practice by demonstration projects for spatial and urban development

For spatial and urban development policy at the Federal level a more process-, action- and project-oriented understanding for planning has become increasingly important since the beginning of the 90s. „More activities and projects instead of plans“ is the new working principle of spatial planning and demonstration projects form an important instrument. They serve to implement an action- and project-oriented spatial planning and urban development policy and to test new

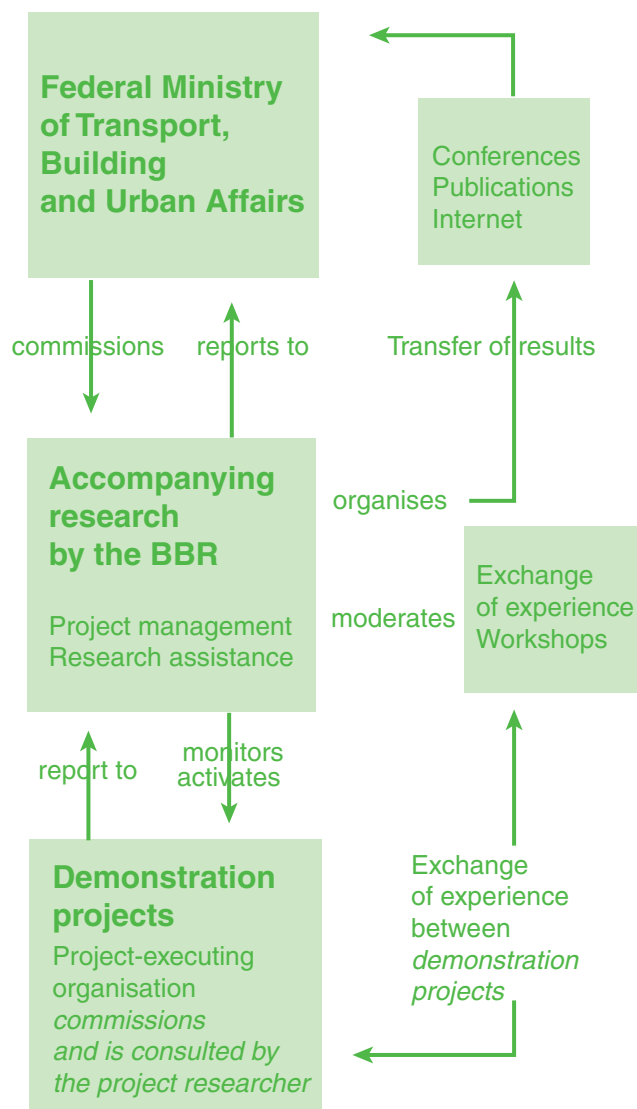
approaches and instruments of action. That means they offer the possibility to develop and test innovative solutions in cities and regions by the cooperation of scientists and practitioners, i.e. with local actors.

Activities to promote demonstration projects in the sectors of housing and urban development have already existed since the 50s. In the 80s, „**Experimental Housing and Urban Development**“ (Experimenteller Wohnungs- und Städtebau, ExWoSt) has become an important implementation-oriented research instrument. For Experimental Housing and Urban Development it is important to learn from practice and for practice. Experts try via concrete planning and building measures in the context of case studies to respond to current and future issues of urban development and housing.

The experiences with ExWoSt also were an important basis to initiate implementation-oriented „**Demonstration Projects of Spatial Development**“ (Modellvorhaben der Raumordnung, MORO) in order to run a project-oriented spatial planning policy. Since 1996, the Federal Ministry of Transport, Building and Urban Affairs (BMVBS) and the Federal Office for Building and Regional Planning (BBR) have been operating a related action and research programme of spatial planning. This enables Federal spatial planning as well to realise a more action- and project-oriented understanding of planning as well as to assume a more active role in performing its tasks.

The BMVBS has commissioned the BBR with the **implementation of the demonstration project programmes ExWoSt and MORO**. The BBR's task is to concretise innovative approaches of action, instruments and measures and to select promising practical approaches as demonstration projects, to motivate, support, consult and evaluate these projects with the aim to generate generally accepted findings, to produce good examples, to organise the transfer into practice (publications, events) but also to give recommendations to change the national (legal, financial) framework conditions.

Incentives for spatial and urban development by demonstration projects



The following figure shows the way of programme management by the BBR in cooperation with the BMVBS and the demonstration project coordinators, which has proved of value in the last few years.

As ministerial research programmes ExWoSt and MORO have the task **to give political advice**. They have to orientate themselves to political provisions given by the BMVBS. As instruments of political advice they primarily serve

- to test new innovative solutions to tackle new problem situations and tasks of spatial and urban development and
- to check the effectiveness of existing legal and financial regulations of the Federation to influence spatial and urban development.

By permanently generating good examples, i.e. practice-oriented, transferable, successful project solutions, ExWoSt and MORO show by way of examples how to implement a project-oriented planning in cities and regions. The purpose is to ensure a sustainable urban and regional development, a political objective which has determined the thematic development of both programmes for more than ten years. In the beginning, two activities were in the foreground: the **MORO competition „Regions of the Future“** complemented by the ExWoSt research field **„Cities of the Future“**.

The competition **„Regions of the Future“** aimed at implementing the objectives of a sustainable spatial and settlements development by initiating regional agenda processes. The competition's basic principle was to generate diversity. Right from the beginning, it involved as many regions as possible with different problems and solutions, organisations, development statuses and demarcations. Undoubtedly, the competition produced pressure to act in order to achieve sustainable development, to stabilise and promote regional agenda processes, to give regional development incentives, to improve regional cooperation and to develop and intensify dialogue and communication processes. The regions involved in the competition have been precursors in Europe regarding the new guiding idea on regional sustainability and on shaping policies in terms of regional competition and interregional learning processes.

The concern of the research field **„Cities of the Future“** was to test how the objectives of a sustainable urban development could be implemented in the four model cities of Münster, Freiburg, Dessau and Güstrow. Apart from the development of practical indicators, the project focussed on the documentation of good examples for a sustainable urban development. Together with the model cities, a catalogue of objectives for a sustainable urban development to be implemented via five fields of action was prepared. It became a substantial part of the qualitative agreement between the Federation and the model cities. The agreement formed the basis for cooperation between the Federation, science and practice.

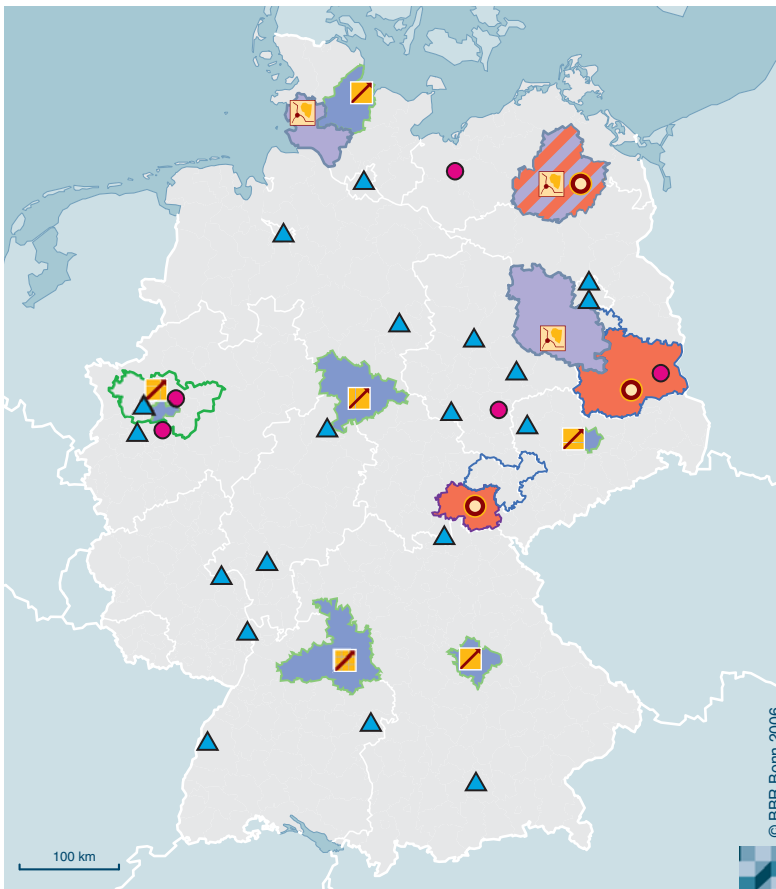
The BMVBS financed about 50 measures/projects with ExWoSt funds which can be understood as mosaic components or good examples of sustainable urban development. They give incentives how to realise a city of the future through innovative measures/projects. The website [werkstatt-stadt.de](http://werkstatt-stadt.de) provides about 150 examples of urban practice which might serve as incentives for possible future tasks of sustainable urban development in other cities.

The two demonstration project programmes or research programmes MORO and ExWoSt permanently produce new projects, good examples in urban development and in spatial planning. At present, demonstration projects in both research programmes concentrate on the **consequences of the demographic change for spatial and urban development** and on related requirements for adjusting the infrastructure and urban development (see map “The challenge of demographic change”).

In 2001, the first **MORO demonstration project „Adjustment strategies for rural/peripheral regions with a strong population decline in the new Federal states“** was launched. It dealt with the requirements for infrastructural adaptation resulting from the demographic change (see map). It focussed on the rural-peripheral area of Eastern Germany. Three demonstration projects and model regions showed how an overdimensioned infrastructural supply was changed into a demand-oriented, small supply with a good quality, which above all remains affordable. Location and accessibility play an important role here.




## The challenge of demographic change

### MORO and ExWoSt demonstration projects





#### Demonstration Projects of Spatial Development (MORO)

##### Fields of research

-  "Adjustment strategies for rural/peripheral regions with a strong population decline in the new Federal states"
-  "Infrastructure und demographic change"
-  "Approaches of regional planning to ensure services for the public"

#### Experimental Housing and Urban Development (ExWoSt)

##### Fields of research

-  "Changing urban neighbourhoods"
-  "Innovations for urban neighbourhoods oriented towards families and the elderly"

In 2003/2004, another six demonstration projects were started under the thematic field „Infrastructure and demographic change“. Against the background of demographic change and short public funds, this demonstration project as well aimed at developing strategies and instruments to ensure and further develop services for the public. It became clear that the demonstration projects normally are not able to offer any patent remedies but several good, transferable examples. Apart from the development of solutions to ensure the carrying capacity of infrastructural facilities, the demonstration projects primarily provide responses to the challenges resulting from the ageing of the population. They show ways how to better use potentials of older people both for the economy and society and for creating child- and family-friendly regions.

An important role in adapting the public infrastructure to the challenge of demographic change is accorded to regional planning. In 2005/2006, three planning regions started as model regions in the framework of the thematic field „Approaches of regional planning to ensure services for the public“ to find innovative and acceptable solutions to adjust public infrastructures to the challenge of the demographic change. In doing so, all regions are confronted with the same challenge: the public infrastructure must be largely rebuilt in order to meet with changed requirements. This involves to combine inevitable services, restrictions and economies with an optimised accessibility supply to ensure the best quality of services for the public. The activities focus on local public transport, education and health care.

ExWoSt as well currently concentrates on research fields offensively tackling the challenges of demographic change. The research field „Changing urban neighbourhoods“ aims at extracting hints to sustainable strategies from innovative demonstration projects for those urban areas, in which high population losses lead to building vacancies and wastelands. It concentrates on urban development concepts and neighbourhood-oriented measures to deconstruct inadequate infrastructural facilities.

Another large research field „**Innovations for urban neighbourhoods oriented towards families and the elderly**“ started in 2006. Its main aim is to make inner-city neighbourhoods livable as residential and adventure areas. The attractiveness of urban neighbourhoods is to be increased by strengthening the locational qualities. Another concern is to create the spatial conditions for keeping families living in cities and for making older people esteem and rediscover the qualities of urban neighbourhoods. What is finally important is to ensure and strengthen attractive living environments in an urban context for all generations. The new research field's profile is based on four main criteria: 1) the urban neighbourhood level of action, 2) an approach strengthening neighbourships and bringing together generations, 3) an interdisciplinary, integrating and intersectoral implementation, 4) the innovative character of project components promoted.

The selected demonstration projects reflect the variety of urban habitats – small towns, large housing estates, urban fringe, inner city – in the same way as the very different forms of organisations – municipalities, housing companies, housing cooperatives, registered associations. The concrete measures range from the transformation of a kindergarden into a neighbourhood club across several generations, the creation of attractive open areas for young and old people to a technology-based information system in the neighbourhood. The demonstration projects selected are financially and professionally supported in implementing exemplary concepts by launching concrete measures with an innovative demand. This is done within three thematic fields: common facilities, open areas and neighbourships.

**Conclusion:** With their targeted research fields and demonstration projects on current basic issues of spatial planning, housing and urban development, the two research programmes MORO and ExWoSt considerable contribute to an innovative, solution-oriented planning. Both research programmes also promote transnational cooperation in the field of spatial and urban development policy. Thus, especially the development and implementation of transnational programmes and projects of the EU Community initiative INTERREG has been supported by MORO. The German participation in the European Spatial Observation Network ESPON as well is financed with MORO funds. The same goes for ExWoSt. The German participation in the two networks EUKN and URBACT active in the field of urban development is also financed with ExWoSt funds. Besides, an European comparative study normally forms part of all ExWoSt research fields. The reason behind is to use experiences made in neighbouring countries for the German planning practice in order to tackle tasks of spatial planning and urban development. The scientific support of both research programmes by the BBR guarantees a distribution of results among experts.

For further information please see BBR website at „Forschungsprogramme“ (*only in German*)

[http://www.bbr.bund.de/cin\\_005/nn\\_21288/DE/Forschungsprogramme/forschungsprogramme\\_node.html?\\_nnn=true](http://www.bbr.bund.de/cin_005/nn_21288/DE/Forschungsprogramme/forschungsprogramme_node.html?_nnn=true).

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## Urban development support programme and social urban affairs

The urban development support programme is a central instrument of sustainable urban development in Germany. The Federation and the Länder provide financial assistance within different programmes to invest in the renewal and development of towns, cities and municipalities. It is supposed to strengthen the function of towns and cities as business and residential locations.

Since 1971, the Federation has been using the legal room for manoeuvre (Article 104b Basic Law) to support urban development. In the course of the changing societal and economic needs for action, the assistance instruments have permanently been advanced. Thus, in 1990, a crash programme for the new Länder was launched in the course of the German reunification and the classical programme to promote urban redevelopment and development measures was extended to the new Länder. In order to preserve the cultural heritage in the new Länder threatened by decline, the programme "Preservation of Historic Cities" (Städtebaulicher Denkmalschutz) was additionally launched in 1991. It was followed by the programme "Urban Districts with Special Development Needs – the Socially Integrative City" (Stadtteile mit besonderem Entwicklungsbedarf – Die soziale Stadt) (in short: Social City) in 1999. Decreasing population figures, housing vacancy and an underemployed infrastructure have resulted in the fact that the Federation and the Länder have been supporting deconstruction and enhancement measures under the programme "Urban Restructuring in East Germany" (Stadtumbau Ost) since 2002,



Enhancement of the building stock and of the residential environment in the area of Westend (Ludwigshafen)

which was extended by the programme "Urban Restructuring in West Germany" (Stadtumbau West).

In 2006, the Federation provided the Länder with financial aids amounting to 546 million euros to fund urban development measures. They are used for

1. urban redevelopment and development measures in the old and new Länder,
2. the preservation of historic cities in the new Länder,
3. urban restructuring measures in the new Länder (Urban Restructuring in East Germany),
4. urban restructuring measures in the old Länder (Urban Restructuring in West Germany) and for
5. Social City measures

With its research the Federal Office for Building and Regional Planning (BBR) assists urban development support in different ways. Its tasks include to calculate distribution keys according to which the funds will be allocated to the Länder, to monitor the urban development programmes, to give political advice to the Federal Ministry of Transport, Building and Urban Affairs in general urban development support issues, to report about the implementation of programmes, to accompany programmes and to transfer knowledge by doing programme-specific accompanying research and by conceiving and accompanying evaluations.

The objective of social urban development is especially followed with the programme "Districts with Special Development Needs – the Socially Integrative City", which will be presented in more detail in the following.

### The Social City programme

When in 1999, the new programme "Urban Districts with Special Development Needs – the Socially Integrative City", funded by the Federation and the Länder, was launched within the area of responsibility of the Federal Ministry of Transport, Building and Urban Affairs, this was a reaction to the complex problems in some urban areas of nearly all German cities, which could not be adequately solved with classical approaches of urban development support. Compared with the average, these areas revealed considerable structural and functional deficits, which appeared by constructional deficiencies, by ground plans and equipments of housing, which were not adjusted anymore to demand, and by a bad residential environment. Selective migration processes led to problematic residential structures in these areas. They were characterised by large shares of persons receiving supplementary



benefits and having many children and by large shares of migrants from different cultures as well as by a high unemployment rate. In order to successfully revitalise these urban neighbourhoods, also called “trouble areas”, it was necessary to initiate more comprehensive, integrated approaches also involving social and economic apart from urban development measures.

In the first year, 124 local authorities participated in the “Social City” programme. 162 measures were funded. The programme focused on redeveloping the building fabric and to enhance the residential environment with a budget of 150 million euros provided by Federation, Länder and local authorities. At the same time, in launching integrated development concepts, bundling funds and establishing neighbourhood managers, measures were taken which could strengthen both the physical living conditions and social life within the neighbourhood. This integrative proceeding helped to use available resources in a more targeted way thus increasing the effects of the restricted public funds. Turning away from fragmented single measures and changing to integrative procedures in deprived urban neighbourhoods is seen as a chance to enhance urban areas as a whole and to relieve them from their bad image. Social City supports cooperation among all relevant actors in a neighbourhood, a multidisciplinary coordination of proceedings and the dialogue with local residents. Involving and strengthening the own initiative of residents is supposed to promote social and ethnical integration.

After a programme duration of seven years and after 430 deprived urban areas in 284 local authorities had been funded with 1.8 billion euros in total provided by Federation, Länder and local authorities, the downward tendency, which was formed by – mutually reinforcing – urban development-related, economic, social and cultural problems, could be stopped in many neighbourhoods.

Experience, however, also shows that the investive measures realised have to be promoted by non-investive components. This could e.g. be education and training measures, the targeted support of certain groups like young people or migrants and the promotion of the local economy in order

to create jobs on the one hand and to make urban areas more attractive on the other hand. All this requires bundled, spatially focussed measures in urban neighbourhoods.

Based on these findings, some other ministries have also launched programmes using the Social City as an area of activity and also tying up to deficits in urban areas as regards contents. Such programmes are e.g. “Development and opportunities for young people in disadvantaged neighbourhoods” (Entwicklung und Chancen junger Menschen in sozialen Brennpunkten – E & C) and “Local capital for social purposes” (LOS – Lokales Kapital für soziale Zwecke) of the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth as well as the programme “Employment, education and local participation” (Beschäftigung, Bildung und Teilhabe vor Ort) partially funded from the European Social Fund (ESF). The latter will support non-investive measures in the field of social area-based labour market promotion with up to 18 million euros between April 2007 and September 2008. The programme was initiated together with the Federal Ministry of Labour and Social Affairs and focuses on the local, also ethnical economy and on the integration of long-term unemployed people and/or young people – especially migrants – into a training or into the labour market.

With these additional funds the Social City programme gains new dynamics towards an integrated overall approach. The sometimes criticised separation of urban development investments and complementary social measures is avoided in this area of assistance.

In the future, it will be important in many Social City programme areas to implement and continue as well as to guarantee successful approaches on a permanent basis. An early search for stabile sponsorships and strategical alliances is as helpful as to continue support for the voluntary commitment of residents and local actors.



Friedrich-Wöhler-Siedlung in Kassel

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## The spatial monitoring system

Spatial development policy requires regionalised information. Without information and a control of results through data it is not possible to achieve a coordinated spatial development policy. In order to meet this demand for information, the BBR has been running a spatial information system for about twenty years. This central task has been defined by law in section 18 (5) of the Federal Regional Planning Act.

The BBR's spatial information system serves to draw up a comparative analysis and documentation of spatial development tendencies on the Federal territory and in Europe by comparing time and space. The necessary statistical bases and geographical data are continually updated, documented and processed into indicators for different spatial contexts.

### The spatial information system and its components

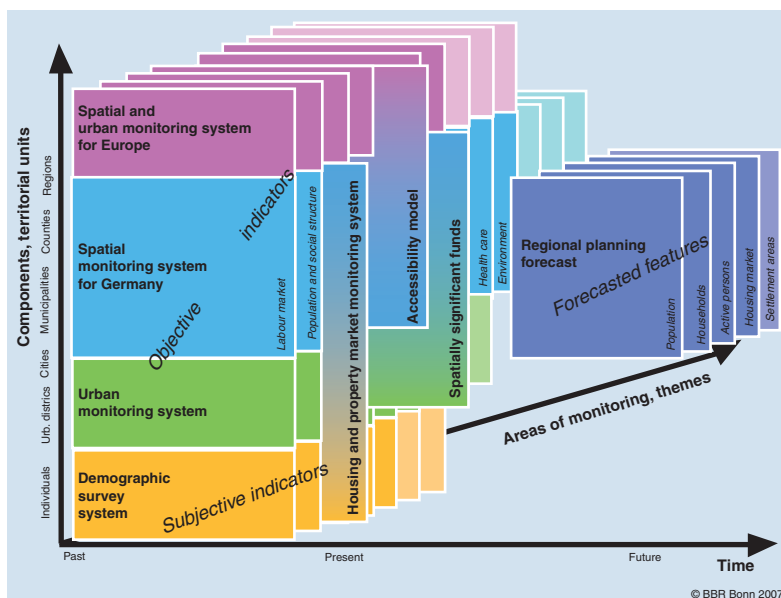
The spatial information system consists of different components which, on the one hand, correspond to different spatial monitoring levels – the demographic survey system, the urban monitoring system, the spatial monitoring system for Germany and the spatial monitoring system for Europe – or which, on the other hand, deal with a special thematic field in more detail such as the accessibility model or the property and land market monitoring system.

The component „**demographic survey system**“ deals with the subjective evaluations of individuals and households of their residential and living situations. It covers the settlement structure context in the same way as day-to-day experiences, their subjective relevance and behavioural consequences derived and it addresses general measures of value, action orientations, needs and priorities which are associated with the objective living conditions.

The survey has been run since 1985 in the old German Federal states in the form of a representative survey (around 2000 interviewees per year which are normally involved in surveys with different socio-scientific themes). In 1990, the survey was extended to the new Federal states (also 2000 interviewees). The thematic range addresses space-oriented phenomena and spatially relevant, social trends. It is oriented towards the areas of urban and spatial monitoring, takes up their territorial categories thus supporting the analysis and interpretation of spatial development tendencies.

The **urban monitoring system** (spatial monitoring of inner cities) especially deals with the state and the direction of development within cities and city regions. It uses local statistical data based on statistical urban districts with comparable delimitations, which are brought by the cities into the cooperation with the BBR according to a harmonised catalogue of criteria. This catalogue includes coordinated types of city regions and structures which might demonstrate essential development trends within cities and their surroundings. For comparable urban monitoring an important experience is that each city can provide exact information about its current trends and problems, however, that a differentiation according to specific urban and general tendencies may often be difficult. This is particularly true for internal urban development processes at district level where, from a local perspective, local particularities often seem to determine the direction of development while comprehensive social trends are less important. Here it is necessary to compare cities and their internal developments in order to be able to identify general

The spatial information system of the BBR



and specific developments. However, the situation of urban statistics provided by the local authorities is very different. As local statistics, other than official statistics, are not based on a differentiated range of well-defined statistics, comparative urban monitoring especially faces the problem of harmonising and standardising the basic local statistical data. This problem is added by a considerable lack of data complicating the comparative reporting on the inter- and intralocal level which also covers diverse topics and the whole range of cities.

The **spatial monitoring system for Germany** forms the core element of the BBR's spatial information system. It analyses and evaluates the local and regional living conditions of Germany on the level of municipalities, counties („Kreise“) and regions. Indicators are supposed to assist in showing the state of regional disparities regarding the living conditions of the population for the whole Federal territory and as comprehensively as possible. As a consequence, the monitoring areas of the spatial monitoring system for Germany are very diversified. Apart from the official regional statistics available for the whole Federal territory, those of other authorities and organisations (e.g. Federal Employment Agency, German Medical Association, Central Register of Foreigners, Federal Motor Transport Authority) are used as well. The data are selected in a problem-oriented way and regularly over short time intervals (normally: one year).

Twenty years ago, the BBR's spatial monitoring system was also extended by a future-oriented component, the **regional planning forecast**. It aims at estimating benchmark figures of future spatial development. Several submodels deal with demographic data (on the population and private households), the housing market and with a labour market sector (active persons). The population forecast in particular complements or competes with other forecasts. The BBR population forecast is the only forecast officially executed both for the local/regional (county) level and covering the whole Federal territory.

The focus of the **spatial and urban monitoring system for Europe** is on the European Union. Its data structure can be compared with that one of the spatial monitoring system for Germany. The regional reference system is oriented

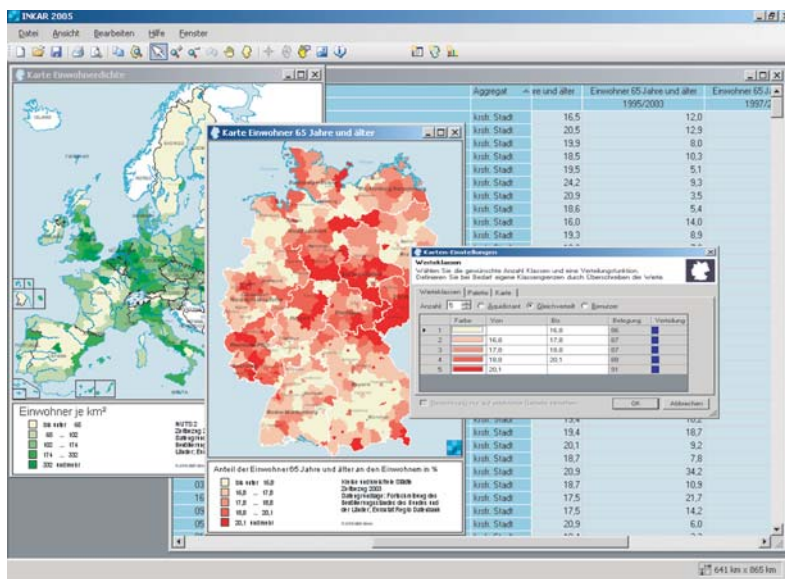
towards the Nomenclature of Territorial Units for Statistics (NUTS) of Eurostat. The regional statistical data refer to the three regional levels NUTS 1 to NUTS 3, which correspond to the Federal states, the „Regierungsbezirke“ (regional districts) and the „Kreise“ (counties) or „kreisfreie Städte“ (cities which are counties in their own right) in Germany. The territorial NUTS 2 units form the basic regions for regional comparisons. Within the Union they also are the spatial basis for European regional policy in terms of Objective 1. The EU's main databases are based on Eurostat's regional statistics. They are added by statistical information of other EU institutions, e.g. the Commission, national statistical authorities or other spatially oriented institutions.

### Spatial and analytical grids

Measuring spatial development is mainly based on data about municipalities, counties and spatial planning regions. The 97 spatial planning regions are largely consistent with the system of higher-order centres and related catchment areas. They also largely correspond to the planning regions of the Federal states, i.e. they have been largely harmonised with these regions. Spatial categories including the allocation of municipalities and/or counties to non-administrative types of areas enable a regional aggregation of data according to any other categories, as far as they contain counties or municipalities as the basic elements, e.g. areas which can be compared on the interregional level.

Especially the instrument of territorial types according to settlement structure is used for inter- and intraregional comparisons. They serve as an analytical grid and enable to compare regions, counties or municipalities with a similar settlement structure. The territorial types are based on the criteria „centrality“ and „urbanisation“, which are decisive for spatial development and thus the settlement structure. These types are classified „top down“, i.e. from the regional level (types of regions) and the level of counties or county regions (types of counties) down to the local level (types of municipalities). This classification is added by inner urban districts of the urban monitoring system. There are further problem-oriented classifications which complement the analytical grid.

### Screenshot showing the easy way of creating tables and figures with INKAR



What is especially important for the comparative analyses of the state and tendencies of spatial development – apart from territorial types – is the visualisation and cartographic illustration of the results of spatial monitoring. For this purpose instruments are provided which enable a production of thematic maps based on administrative and non-administrative regional statistical elements.

### Results and reports

Since 1989, the results of the spatial monitoring system for Germany have been annually published in the form of a CD-ROM entitled „INKAR – Indikatoren und Karten zur Raumentwicklung“ (INKAR – indicators and maps on spatial development). It currently contains around 800 indicators on 23 themes of spatial monitoring. For the Federal Republic of Germany the indicators have been calculated on the level of local authorities associations, counties, spatial planning regions, types of settlement structures, Federal states and the Federal

territory as a whole. For the European Union, they have been calculated on the NUTS 0 (nation states), NUTS 1 and NUTS 2 level. INKAR offers many options to carry out comparisons of time and comparative analyses of the living conditions between spatial units in the German and European context. It allows to compile indicators in separate tables and to visualise them by thematic maps or diagrams in a convenient way.

The results of the submodels of the regional planning forecast are also regularly published in electronic form. The CD-ROM „Raumordnungsprognose 2020/2050“ (Regional Planning Forecast 2020/2050) provides the interested user with comprehensive, multimedia-based results from the areas of demography (population, private households), labour market (active persons) and housing market for the whole Federal territory.

This ongoing – largely standardised – indicator-based reporting serves to largely inform political decision-makers, especially the Federal Minister for Transport, Building and Urban Affairs, who is also responsible for spatial planning, but also scientists and the interested public. Data and indicators are furthermore an important part of the BBR's own analyses and reports on spatial development which deal e.g. with regional development in the new Federal states („Regionalbarometer“/“Regional Barometer“), with „Sustainable spatial development“, with the problem of decreasing and growing cities and regions or which aim to support the current debate about „gender mainstreaming“ by gender-specific regional information. Based on the results of the spatial monitoring system, a spatial planning report is drawn up in regular intervals in order to inform the German Parliament about current spatial trends.

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## European policy integration to achieve balanced European spatial development\*

The necessity for a better coordination of European sectoral policies with regard to their territorial relevance is undisputed. The European territory, although significantly affected by Community policies, is currently treated on a purely sectoral basis. This non-coordination of territorial effects results in European spatial development as a coincidental outcome of sectoral policies and in obvious deficiency, regarding both the efficiency and the effectiveness of Community policies. As stated in the European Spatial Development Perspective (ESDP)<sup>1</sup>

“the spatial effects of Community policies do not automatically complement each other, in line with a more balanced regional development. Nor do they automatically correspond to the development concepts of regions and cities. Without a reciprocal fine-tuning process they can unintentionally aggravate disparities in regional development if they are exclusively geared towards specific sectoral objectives.” (ESDP, paragraph 61)

The achievement of a balanced and well-regulated development of the European territory is closely linked to a policy that is capable of implementing measures and objectives towards appropriate coordination. This is one of the core tasks of a spatial development policy in general. With its multiple focus spatial development policy goes beyond individual sector policies.

However, the responsibility for spatial development at the European level has not yet been unequivocally clarified. Formally no such competence has been given to the European Commission and currently there is no unit within the European Commission that is coordinating the spatial consequences of Community policies. At the same time the Commission has a monopoly on the right to take the initiative regarding the configuration and the implementation of European policies. According to Art. 2 of the Treaty establishing the European Community “the Community shall have its task (...) to promote throughout the Community a harmonious, balanced and sustainable development (...).” Through its competences the European Commission is responsible for the sound realisation of the Treaty goals. Taking Art. 2 into consideration this should consequently include the

coordination of European sectoral policies. Harmonized, well-balanced and sustainable development can hardly be reached by purely sectoral objectives only. This is particularly valid for those policies with immediate effects on territorial development.

Despite several attempts by both the European Parliament and the Member States to reduce frictional losses during the implementation of Community policies and to establish a reliable framework for European spatial development, concrete actions in this respect remain half-hearted. Although the previously mentioned ESDP can be seen as a milestone and provides guidelines for the spatial development of the EU – jointly developed by the EU Member States and the European Commission and accepted by all parties – its influence on the coordination of Community policies remains weak. Since its adoption neither a coordination unit on European level has been established nor has a clear distribution of responsibilities between Member States and the European Commission regarding European spatial development been achieved. This may partly be a result of the character of spatial development policy itself.

From a national point of view this policy consists of three main elements: the content related definition of spatial development goals and a spatial development philosophy; spatial observation; and the coordination of different user demands on the territory expressed through sectoral policy objectives. Usually all of these elements are needed to form a comprehensive spatial policy approach. However, this understanding has hindered the discussion regarding the usefulness of a coordination competence of the European Commission. Member States regard traditionally the content related steering of spatial development as important Member State’s responsibility and are not willing to transfer any such responsibility to the European level. This leads to the situation that a spatial development policy as such on the European level was not acceptable despite the need for coordination. A more differentiated discussion, which takes the varying elements of spatial development policy previously mentioned into consideration, has never taken place.

(\*) This article is related to the PhD of the author with the title “European Policy Integration: Harmonizing Sectoral Responsibilities to Achieve Balanced European Spatial Development” which will be finalized in May 2007. The work will be published both in German and as an English summary in mid 2007.

(1) European Spatial Development Perspective (ESDP), adopted by the European Ministers responsible for spatial development and regional policy at their informal meeting in Potsdam 1999.

But exactly this differentiated reflection offers the opportunity to reach an appropriate and acceptable agreement regarding the coordination of undoubtedly spatially relevant Community policies. As the Commission is responsible for the shape and implementation of Community policies a coordination of these can only be realised by the Commission itself. In contrast to the prevailing legal opinion this responsibility does not at first have to be formally given to the Commission. According to Art. 3 of the Treaty on European Union<sup>2</sup>, and through the transfer of competences for sectoral policies from the national to the European level, the coordination of these policies can be seen as organisation-inherent. This means that the Commission already has the responsibility to coordinate its sectoral policies. With the publication of the Green Paper on an EU Maritime Policy in June 2006 the Commission in fact already confirmed and accepted this responsibility.

At the same time policy coordination needs a content-related framework and corresponding guidelines. According to the principle of subsidiarity, action should take place on the most appropriate administrative level. Member States have detailed knowledge about their specific spatial structures and regional disparities as well as regarding the concrete challenges and demands for spatial development. Knowledge of comparable depth and accuracy can never be attained on the European level. The content-related standards for the coordination of spatially relevant Community policies should thus be elaborated by Member States – but in close cooperation with the European Commission. The development processes of particularly the ESPD could be taken as best practices.

For the third key element of spatial development policy – spatial observation – the European Spatial Planning Observation Network (ESPON) has proved to be a successful, useful and high-quality tool. Through research projects launched by the first ESPON programme the level of knowledge has improved significantly, not only regarding the development of the European territory, but also regarding the effectiveness of particularly spatially relevant Community policies. The committee, which is currently steering the ESPON work and is deciding on projects worthy of funding,

consists of representatives from currently 29<sup>3</sup> European States and the European Commission. The organisational structure as a research network driven by national institutes and organisations has worked well. Therefore, experience shows that the responsibility for European spatial observation can well be put into the hands of the Member States. Additionally, the displayed respect for the subsidiarity principles verifies the perception that the related responsibility on the Member States' level is appropriate.

In summary, the above argumentation shows that the coordination competence of the European Commission regarding the spatial effects of Community policies is no longer questionable. The only question that remains to be raised is about the organisation and steering of this coordination in the future. As there is no silver bullet several approaches are possible, all of which consist of certain pros and cons. One possibility could be the elaboration and publication of a Green Paper on "EU Integrated Territorial Development". This process could be launched similarly to the process behind the Green Paper on EU Maritime Policy which also deals with the coordination of EU sectoral policies, albeit, on the water- and not land-side. A Task Force consisting of those Commissioners concerned with spatially relevant policies could be set up – backed up by national experts – in order to compile the contents of the Green Paper. This process would offer the possibility of integrating the objectives of economic, social and territorial cohesion and would thus immediately contribute to the achievement of the main European goals. Furthermore, through such a Green Paper, a broad and intensive consultation process could be realised. It would be aimed firstly at creating Europe-wide sensitivity for the territorial effects of sector policies. Its second aim would be to garner broad support among all groups of stakeholders and administrative levels for an integrated European territorial development.

Elaborating the Green Paper option here would exceed the scope of this article. However, it will be explained in more detail together with other approaches that are conceivable and have the capacity for development within the context of the author's PhD.

(2) "The Union shall be served by a single institutional framework which shall ensure the consistency and the continuity of the activities carried out in order to attain its objectives while respecting and building upon the *acquis communautaire*." (Art. 3, Treaty on European Union)

(3) All EU Member States plus Switzerland and Norway

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## Information media of the BBR

With print and online publications and by organising conferences, the BBR informs about spatial planning, urban development, building and housing issues. It thus fulfils its legal task of reporting and informs the professional public about projects and results of research programmes as well as about activities in committees at national and international level.

The BBR's transfer of results is today characterised by print products. Nevertheless, the Internet has gained in importance – especially for the English-speaking public.

### Journal series, learned journals and information brochures – the range of print products of the BBR

The journal series „Berichte“ (Reports) aims to communicate the results of the legal reporting task. The issues include a spatial planning report, a housing and property market report, reports on the analysis and forecast of spatial development and a report on transnational cooperation.

Results of the ministerial research programmes are published together with the Federal Ministry of Transport, Building and Urban Affairs (BMVBS). While the journal series „Forschungen“ (Analyses) addresses the scientific public, the series „Werkstatt: Praxis“ (Workshop: practice) serves the larger professional public. Interim results from projects are published in the information brochures „ExWoSt-Informationen“ (Information about Experimental Housing and Urban Development) and „MORO-Informationen“ (Information about Demonstration Projects of Spatial Development).

Furthermore, with the two professional journals „Informationen zur Raumentwicklung“ (Information on Spatial Development) and „Raumforschung und Raumordnung“ (Spatial research and spatial planning – published together with the Academy for Spatial Research and Planning) the BBR has opened a forum for discussion about spatially significant themes.

### www.bbr.bund.de – information in English and German provided online

On the BBR's homepage the results of its research activities are published in the sections „Forschen und Beraten“ (German website) or “Research and Consultation“

(equivalent English website), „Forschungsprogramm“ (German website), or Research Programmes“ (equivalent English website) and „Raumbeobachtung.de“ (only in German). The sections „Veröffentlichungen“ (German website) or “Publications“ (equivalent English website) provide an overview of all BBR publications and offer downloads of those print products which are free of charge.

While so far only information about European research programmes have been published in English, the BBR now also publishes some of the results of national research programmes on its English website. The following programmes are concerned:

- General Departmental Research
- Experimental Housing and Urban Development
- Demonstration Projects of Spatial Planning
- Development of Eastern Germany

### Latest news from the BBR – to keep you informed

Information about new publications and all other activities of the BBR will be provided in German language by the brochure „Informationen aus der Forschung des BBR“ (Information about the research of the BBR) or the newsletter „BBR-Forschung-online“ (BBR-research-online), in English language by the „Research News“. All three brochures can be ordered free of charge at [selbstverlag@bbr.bund.de](mailto:selbstverlag@bbr.bund.de).

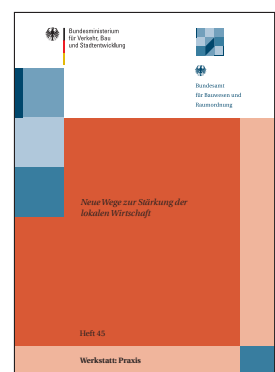
On the start page of the BBR website you will find the latest news on activities and results of the BBR. The sections „Neues/Termine“ (German website) or „News and Dates“ (equivalent English website) provide access to print products and new Internet contributions published in the last two months. Here you will also find the BBR's calendar of events with the current event notes and a comprehensive overview of documented events.

### English publications and Internet contributions since October 2006

#### Print products

In the last half year, the following English documents

- were published by the BBR:
  - Perspectives of Spatial Development in Germany



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- ESPON Atlas – Mapping the Structure of the European Territory
- Mobilising the Potentials of Central and South East Europe
- were published together with other institutes led by the Leibnitz Institute for Regional Geography:
  - German Annual of Spatial Research and Policy: Restructuring Eastern Germany

Further information: [www.bbr.bund.de/](http://www.bbr.bund.de/)  
Publications

**Internet contributions: short descriptions of finished research projects***Attractive Urban Neighbourhoods for the Elderly*

What living conditions should urban districts and neighbourhoods offer to the elderly so that they can live well? By evaluating follow-up research on 21 earlier ExWoSt (Experimental Housing and Urban Development) pilot projects and other urban development projects, the present review shows how planning approaches focusing on urban neighbourhoods provide quality of life to people of an advanced age.  
Project duration: 9.2005 – 12.2006

Further information:  
[www.bbr.bund.de/](http://www.bbr.bund.de/)Research Programmes/  
Experimental Housing and Urban  
Development (ExWoSt)/Studies

*Strategies of spatial planning to manage demographic change*

Facing demographic change, Germany's federal states (Länder) and regions have to meet manifold challenges. Regional planning on the federal, state and regional level plays an important role for the maintenance of essential services and for the further development of infrastructure to meet future requirements. Within the project a broad survey and synopsis of relevant activities of state and regional planning was elaborated.  
Project duration: 11.2005 – 11.2006

Further information:

[www.bbr.bund.de/](http://www.bbr.bund.de/)Research Programmes/  
General Departmental Research/Spatial  
Planning

*kommKOOP – Good Practices in Intermunicipal Co-operation (Initiative)*

The Federal Ministry of Transport, Building and Urban Affairs called on cities and municipalities, that co-operate successfully, to participate in the kommKOOP competition. With kommKOOP innovative approaches were collected and successful examples awarded.  
Project duration: 5.2005 – 11.2006

Further information:  
[www.bbr.bund.de/](http://www.bbr.bund.de/)Research Programmes/  
Demonstration Projects of Spatial Planning  
(MORO)/Studies

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