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POLITIK

Towards a national Urban Development Policy in Germany

Memorandum





Towards a national Urban Development Policy in Germany

Foreword

Our cities are rapidly changing – the pace is almost unprecedented. Opportunities and risks are part of this change and are closely connected. It is difficult to tell which way trends are heading – in a positive or negative direction. The challenges arising from this do not face Germany alone. This statement is as obvious as it is important, since the exchange of cross-border cooperation and experiences present a shift in perspective and identify new approaches.

For this reason, the focus of Germany's EU Presidency 2007 is on questions of integrated urban development. The 'Leipzig Charter on Sustainable European Cities' formed the basis of a European urban development policy and won the support of all 27 Member States. Work on this document and the related examination of national strategic approaches of other EU Member States have produced valuable insights for further improvement of urban development policy here in Germany.

In a climate where visions and prognoses on urban development are becoming increasingly risky to make, our commitment to cities and communities must grow. This applies as much to citizens and businesses as to politics and public authorities. It also applies at a national level. We need to find a national understanding on how the important topics of our urban and social future can be handled. How should we as a society, and how should our cities come to grips with the consequences of demographic change? What can our cities contribute to counteract climate change? How can public authorities ensure the provision of good general public services in times of decreasing financial scope? What is the future role of the state, the economy and civil society?

I have asked a group of independent experts to assess opportunities and risks on a policy approach against this background. This Memorandum 'Towards a National Urban Development Policy' is the result of committed work by this group of experts. The Memorandum recommends a double strategy comprising the elements 'Good Practice' and 'Projects for more City and Urbanity'. At the same time, it stresses

the importance of discussing urban development with federal states and local authorities, as well as nationally. This is an increasing necessity as the 'European dimension' is gaining importance in urban development policy, e.g. in support programmes, EU directives and regulations. Germany must speak up at national level. The experts stressed that the National Urban Development Policy must involve a broad spectrum of actors who contribute to the discussion on questions relating to the urban future.

For this reason, the Federal Ministry of Transport, Building and Urban Development, together with the federal states and local authorities and many other partners, wants to develop the programme by way of a 'learning strategy' and so define its own position regarding national urban development in Germany. I do hope that a large number of actors – especially those who are not 'at home' in the urban planning and development professions – will contribute and take part in this important project. I will gladly receive suggestions.

I would like to take this opportunity to thank all the institutions and organisations, chambers and associations as well as the many individuals who have worked on the concept of the National Urban Development Policy.



Wolfgang Tiefensee
Federal Minister of Transport, Building
and Urban Affairs



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Summary

On the initiative of State Secretary Dr Lütke Daldrup, a Memorandum on the formation of a National Urban Development Policy for Germany is presented by an interdisciplinary group of experts.

The strategic approach of this Memorandum and the proposal for a broad campaign for its implementation are in keeping with the tradition of two successful historical initiatives for urban reorientation. The appeal of the Deutscher Städtetag (German Association of Cities) 'Save our Cities Now' set off a sequence of fundamental criticisms of the misguided functional development of cities in the early 1970s. In 1975, the European-financed initiative for the Heritage Year prompted a process that, reaching far beyond the professional public, led to a radical change in stance towards the cultural heritage of cities and their historical building stock.

At the beginning of the new century, a fundamental shift in the outlook for our urban future occurred, suggesting a rethink in the direction of urban development and any initiatives for implementation. Such an aspiration can only achieve success if borne collectively in the realm of civil society.

The Memorandum proposes two levels for a National Urban Development Policy:

- Urban development policy must adapt quickly to changes in cities, it must be regularly reviewed (Good Practice). At national level, this demands the integration of urban development policy into the activities of the state as a whole and in the enhancement of support programmes. The Memorandum develops related proposals which are based on a culture of democratic and federal processes in association with transparency, competition and cooperation.
- A temporary campaign („For City and Urbanity“) should raise public awareness of urban development options, suggest individual courses

of action in fields of urban activity and make room for committed citizens and businesses to engage. It should also disseminate to partner countries in the European Union.

The proposed campaign comprises many projects, initiatives, conferences, publications, exhibitions and partnerships for which the Memorandum develops ideas.

The Commission recommends that the Federal Ministry of Transport, Building and Urban Development should first publicly discuss the course of action for the National Urban Development Policy outlined in the Memorandum and then implement it.

The Memorandum was handed over to State Secretary Dr Lütke Daldrup in December 2006. The inserted pictures and statements were selected for this publication after hand-over.



Preamble

The Memorandum, by defining a national policy approach to urban development, seeks to provide answers on current development questions:

- What obstacles need to be overcome in order to further develop the potential in cities? How can the conditions for sustainable urban development be made more effective?
- What strategies will help encourage competitive, strong cities, whose vibrancy and cooperation extend to taking responsibility for their urban regions and rural areas?
- How can a successful concept of the European city be developed further to safeguard future growth and innovation, as well as offer social coherence along with high quality living and housing?
- How can the broad alliance of responsible actors be consolidated, and thus municipal self-administration strengthened?
- What new partners can be won for long-term urban development strategies? What are the possible new strategic alliances?
- How can our citizens in particular be better informed on urban development policy and motivated to actively participate?

The Memorandum is intended as a platform for discussion on questions of how a 'National Urban Development Policy' must be defined to achieve the sustainable development of German cities within Europe.

For decades the standard of development of German cities has been high at European scale. German cities fulfil their societal function as the driving force of social and economic development. They foster innovation, growth and employment, but at the same time they are places where social balance and societal integration are practiced.

The conditions of urban development in Germany and in Europe have changed considerably in the past decades. Over and above the specific demands placed on the unification of the two German states, which were addressed in the Strategy Aufbau Ost,

economic structural change and demographic perspectives bring yet new challenges for sustainable urban development. The Social City and Urban Redevelopment East and West programmes of the federal government and states now contribute to new on-the-ground objectives and to their implementation.

One of the central concerns of the Memorandum is to disseminate an overview of the terms and options of an Urban Development Policy for the whole state. It should be noted that no shifts in competences and responsibilities are proposed. The overall objective is to strengthen existing successful elements of the present system in a climate of changing conditions for the future.

The Memorandum should contribute to the ongoing enhancement of the successful strategy of integrated urban development, identify fundamentals for a national urban development policy and pave the way towards an even greater public awareness of the significance – for society as a whole – of cities and urban regions in an increasingly dense network within Europe. This connects the Memorandum directly with the Lisbon Strategy of the European Union and the current resolution of the German Bundestag on utilising urban development as an instrument of modern structural and economic policy. Contrary to other European countries, Germany does not have a fully defined urban development policy at national level. A broad discussion on urban planning objectives and any recommendations for implementation will trigger additional energies for urban development in politics and the public arena.

The memorandum builds on the basic understanding that cities are the motors of national as well as European development.



1. Cities in Germany

Cities and urban regions in Germany are situated in a field of tension between opportunities and risks. The historically established communal self-administration, steadily kept up-to-date in its competences and potentials, is now faced with risks and dangers arising from mounting financial, economic, social and ecological problems.

Strengths

Cities in Germany stand for the model European City: compact, social, diverse, green – in short: urban. Each city has its own history, its social and economic characteristics, its own townscape, its own self-image, its own culture. In most cities at least the historical plans of the town centres have survived the changes. They are the unique fingerprints of cities. The reflection of a civil society emerges at large political, cultural, commercial and sporting events in the public realm.

Cities in Germany are constituted both socially and politically. Social balance has so far allowed peaceful solutions of conflicts. Socially disadvantaged neighbourhoods in particular take an active role in balancing social conflict.

Cities in Germany are centres of work and knowledge. They are sites for large and medium businesses, central organisations and associations, large universities and research institutions – all reliant on the urban environment.

Cities in Germany bear a cultural imprint. The diversity and quality of local cultural and artistic initiatives is fertile soil for societal development. Culture is widely differentiated, through the support of the state and municipalities, foundations and clubs, citizens' groups as well as the private economy.

Cities in Germany offer space for an urban lifestyle to develop. They are attractive to all

social groups, especially young people, but now increasingly so for old people and families who peruse a new style of living. They are the places where activities of civil society develop, equal opportunities for women and men are practiced and social and societal innovation takes place.

Cities in Germany are adaptable spaces, a result of drastic societal changes. Conversion of industrial, military and other infrastructure has become everyday business. Redevelopment of existing sites poses an ecological challenge (introduction of recycling management, resource conservation), an urban cultural challenge (conservation of urban areas), a social challenge (safeguarding social milieus) and an economic challenge (acquisition of economic investments and public finance). East German cities have demonstrated an exemplary ability to redirect themselves, while remaining adaptable in coping with structural changes. This applies equally to urban design, architecture and infrastructure redevelopments as to economic and social transformations.

The accelerated transformation of cities requires extremely good planning, requires extra constructive cooperation, requires equal measures of security and adaptability, and requires open participation procedures. Planning in German cities focuses on co-ordinating the individual activities of numerous actors whose aim it is to provide a high standard of societal and spatial order and fulfil the requirements of social equilibrium.

Cities in Germany are competent in the cooperation of planning and scientific groundwork. Universities, research institutes, and academies present future-oriented contributions in the fields of spatial development, economy, ecology and social science. They have won worldwide recognition.

Risks

Cities have never developed without conflict or ruptures. Generally, they have been able to balance different interests, solve arising conflicts locally and manage structural change.

Cities in Germany today – just like other European cities – are exposed to high external risks. These are due to downward trends in demographic and economic development followed by shrinkage, as well as to new social fragmentation.

For only a few cities, a decreasing population would mean the lifting of a burden. Generally, it is associated with the erosion of housing, industrial and retail markets and results in unoccupied buildings which are often located in less desirable areas and increasingly on the periphery. In conjunction with a rationalisation and centralisation of the retail trade, this leads to city centres in particular losing their traditional qualities of being hubs of supply and services. In addition to a shrinking population, the specific needs posed by changes in both age and ethnic mix put an extra strain on communities. Sinking population figures without corresponding cost reduction result in an increase in expenditure for the users and the public.

Structurally, the increase in the fragmentation of cities is noticeable. Social and ethnic segregation is growing rather than declining. The chances of integration while maintaining social and ethnic independence seem to be weakened rather than strengthened. Urban areas disintegrate into a patchwork of desirable and disadvantaged areas, with the associated social stigmatisation of residents. The development of 'prime' addresses often leads to social exclusion, inconsistencies and sometimes even to the erosion of the local community. The time scopes for change are significantly shortened, meaning that 'good' neighbourhoods are subjected to change at a dramatic pace.

Structural change has now reached the service sector. Former prime office addresses are no longer in demand, the centralisation of businesses and banks has left inner city buildings vacant. Even municipalities are forced to back out of decentral, often citizen-oriented facilities. Local authorities now rarely appear as developers for high-quality projects of architectural significance due to the lack of investment funds.

The emptying of particular neighbourhoods, and specifically neighbourhood centres, is linked to the emergence of new centres of civic activity: new business locations, airport cities, trade fair cities and shopping and leisure centres have developed their own dynamics.

The fragmentation of cities and the formation of single neighbourhoods as 'islands' call into question the model of the European City.

What happened to cities, the classical breeding ground of civilisation? Their hearts are empty while the shelves overflow; between slums and shantytowns and habitable bank vaults more visible walls are put up. What used to be the city now is the location, touch down, meeting place, base camp, service station for a few high flyers who dominate the world with their shareholder values, who only need the city in order to be seen in it. All is city on this planet and nothing is urban any more.

Adolf Muschg

National policy is successful to the same degree as it is European. Whoever in a globalized world wants to retain or regain national fields for action, must think and act on a cosmopolitan scale.

Ulrich Beck

Opportunities

Cities in Germany are centres for knowledge and services, for culture and social diversity. They are places of production and work, places of technical, organisational and social innovation, of developments that have an impact – far beyond their physical boundaries – on the whole country. They are attractive to immigrants and especially young people. Cities are places for social interaction, new ways of life and identity.

Cities in Germany cannot develop in isolation. Cities depend on cooperation within city regions, in urban networks and on shared responsibility in metropolitan context. Municipal boundaries no longer reflect the day-to-day lives of citizens or the supply areas of economic exchange. Cross-border cooperation at regional and national level in city networks has become essential. Only in a cooperative framework cities can survive competition at European level.

Historically, cities in Germany have turned crisis into opportunity, and faced the challenge. This is still the case today.

Immigration is now an indispensable resource of urban development. Informal local economies, along with the regeneration of derelict buildings, redevelopment of neighbourhoods and the transfer of services to other neighbourhoods, are all valuable contributions made by immigrants.

Knowledge is the most important resource for the future of cities. Knowledge is context-bound – the production of knowledge is reliant on urbanity. Developing and linking places of knowledge-based production and creating the necessary infrastructure to achieve this is an indispensable municipal service. The actors involved in the production of high-quality services and knowledge have particularly high demands on ‘soft’ location factors, such as culture, tolerance, leisure,

townscape, open spaces and the environment.

The job market plays a central role in the development of cities. Job creation springs from urban centres. The incubators of innovation are to be found in integrated neighbourhoods rather than on the urban periphery. Research and development need urban conditions on the one hand, with regional and international networking on the other.

The aim of any development or consolidation of districts on the periphery of the city should be to deliver ‘urban cultivation’. Jobs and services close to home, the design of spaces for social interchange and securing new forms of supply are all factors which can support new forms of urban living in these areas too.

The image-building and preservation of the architectural, topographical, natural and structural features are essential to ensure a city of quality. Cities become special places only by their distinguishing characteristics.

Urban building culture is the result of a process-led culture. The quality of planning is enhanced through dialogue, cooperation and competition for ideas. Joint learning processes with all persons involved turn competition into an indispensable tool for quality urban design. Building an urban culture is the common task of civil society, politics, construction and real estate industries and the administration.

We must now compete internationally, safeguard social stability and the ability for integration, while at the same time make significant contributions in the field of climate change and environmentally friendly construction. For this we need urban development policies that reconcile growth and sustainability, and which are substantiated through actual objectives and projects. Moreover, this must be combined with a building culture which respects our history as well as our wish for artistic innovation and enhancement.

Ole von Beust

Germany has a rich architectural heritage. This wealth of historically grown cities and urban fabrics is a good basis for developing unique and competitive locations.

Perspectives

The Industrial Age led to the partial disintegration of the city with the displacement of traditional European structural characteristics, such as density, mix, pedestrian scale, centre and middle-class mentality. The result was spatial severance.

This vision of modernism has achieved a historically unprecedented level of housing, mobility, convenience, safety and health. Concurrently, the city's role and significance as the centre, communication medium, social binder, carrier of identity – in short, a place of collective activity – has been weakened.

These traditional recourses of the European city will be called on once again in the future. In the founding years of the knowledge-based society the value of space is shifting. Interchangeable locales and banal urban design will be the losers.

The foreseeable challenge in forthcoming decades is the conversion and review of the existing built environment and how it will be

Modern information technology has triggered a new age, comparable only with the industrial revolution in the 19th century. In this process of upheaval the large cities have an inestimable location advantage over the peripheral regions. The raw material of the knowledge and information society is generated in these centres, and direct proximity advantages mean that the products, processes and services are sold or implemented here. It is in the cities that innovative industries form clusters. The atmosphere is one of innovation and pioneering spirit, and these urban locations provide the right conditions to ignite a critical mass of scholarship, enterprise and investors.

Volkmar Strauch

adapted to meet the needs of a knowledge-based society.

Once again, the European state will be the motor of development in the 21st century. Social integration, ecological sustainability, economic growth and the design of cities are all mutually dependent.

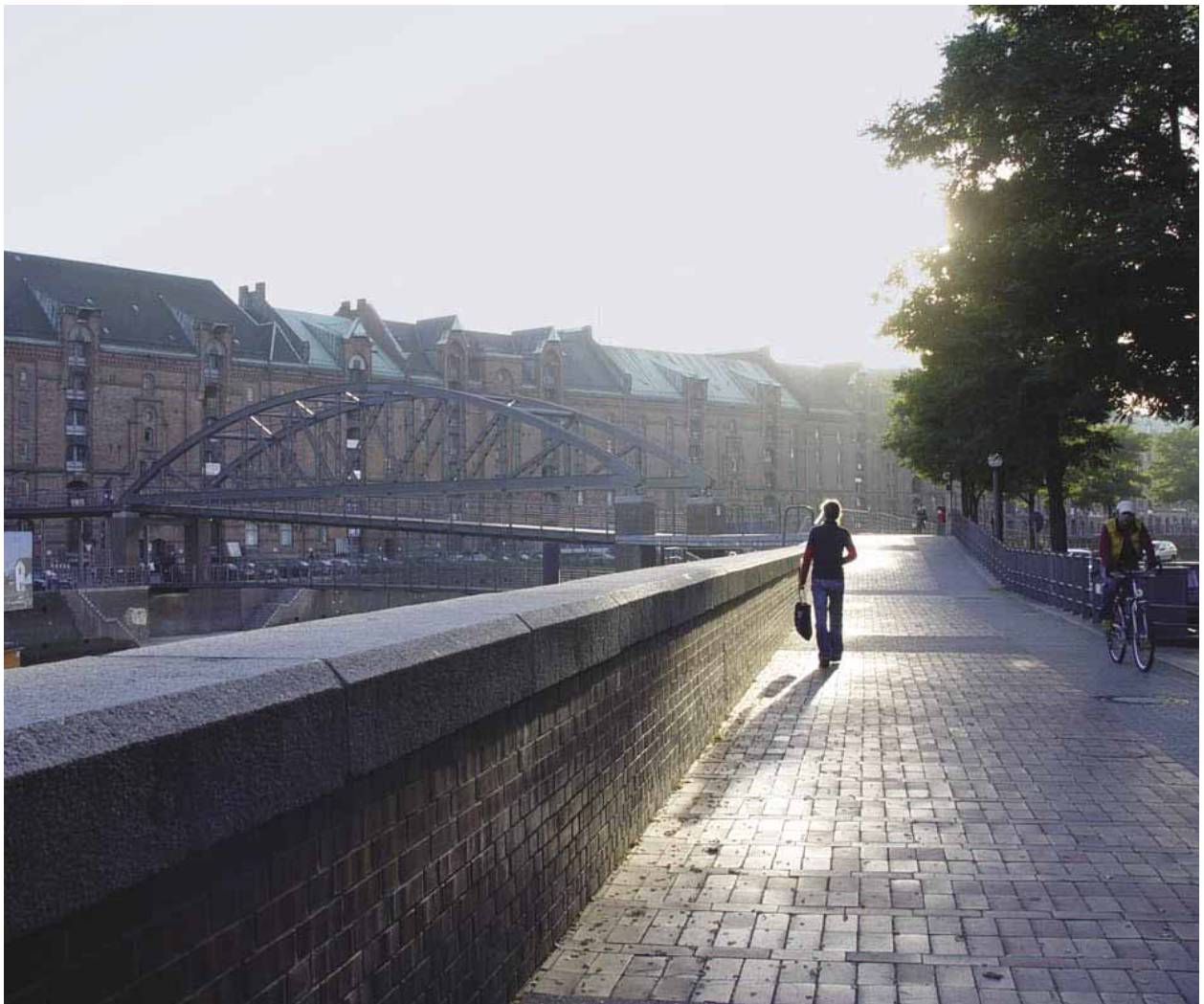
The increasing pace of differentiation of circumstance and lifestyle, tolerance and equal opportunities become important qualities and location factors for cities.

Economies reliant on the production of knowledge, which is based on the participation of people of different cultural and ethnic backgrounds at different times and in different places, are focused on locations with 'inner values'. They are equipped with the ability to create complexity, anchor divergent forces, guarantee access to private and public services without economic, social or technical barriers. Once again, city is synonymous with synergy.

The future prospects of the European city lie in the cultivation of urban transformation processes. If the concurrence of expansion and shrinkage will determine the future of urban development, then it is the citizens with their wealth of ideas, courage and commitment, who represent the greatest potential for urban development.

The broad-mindedness, curiosity and enthusiasm of citizens could produce innovative ways of adopting surplus floor space. Urban politics should be challenged to create conditions in which empty tenement blocks, factories and derelict land could be put to unconventional uses. To bundle such creative approaches in innovative milieus is one of the tasks of urban regeneration.

Engelbert Lütke Daldrup





2. A national Policy Approach to Urban Development - Contents and Objectives

The framework of national politics impacts heavily on the development of cities. This applies not only to finance, economics, social and tax policies, but to the statutory framework of urban development. However, this influence at a national level occurs quietly and remains unreflected.

What is lacking is the political pooling of the different policies and resources which consider the effects as well as any additional political stipulations that may define the political intentions for urban development.

The Memorandum adopts a national approach to explore options for spatial planning.

- Making cities a public issue: the political position of the federal government has shifted as a result of the federalism debate. Issues concerning urban problems at national level will correspondingly strengthen policies at federal state and municipal levels.
- Secure investment funds: public discussion and raised awareness of urban policies at national level will strengthen the opportunities of securing investment funds in the long-term.
- Coordinated support programmes: contents, timing and location of the different public programmes need to be better coordinated, and carried out at a national level. However, there must be a prerequisite agreement on accepted objectives and priorities for action.
- Problem-related and flexible support: this requirement can only be met with a contents profile, easy access to scientific infrastructure and close dialogue of various planning levels.
- Overcome obsolete task distribution: regional planning is getting more detailed while town planning is becoming more European. The segregation into different levels of spatial

concepts and operations (national spatial planning / federal state planning / town planning) is losing plausibility. The federal government must define its position in relation to these processes – likewise with a view to exporting German urban planning expertise.

- Become European: with an increasing number of societal and economic issues being decided at European level, the federal government must pool and represent German interests relating to spatial planning. Germany's position on departmental policy needs to have more weight in the European integration process. This requires a clearly defined policy, which is also needed for the acquisition of European support funds and the definition of European financial instruments.

- Assess the consequences: national urban development policy must examine the contributions of cities and city networks (metropolitan regions) which are indispensable in the sustainable national and European growth policy (Lisbon Strategy). This presupposes that the legislation and support programmes will take more notice of the space-related effects of economic and societal conditions in the future.

In Article 104b, introduced with the reform of the basic constitutional law, the German authorities stipulate a vibrant and dynamic support policy, which in turn is based on active and dynamic urban policies. As a result, the basic constitutional law formulates new responsibilities for a political process related to activities, priorities and consequences of urban development in Germany. Urban development policy at national level is much more than urban planning policy. It operates in a complex field of diverse interests and reaches across the boundaries of numerous professions and competences. Urban policy can only be effective and convincing if it adopts open, integrated and integrating strategies.

Actors and Partners

The instigator of a German urban development policy must be the federal government as the responsible body for unified spatial planning, infrastructure and urban development policies in the Federal Republic. The growing integration of European policies requires the federal government to work in close association with European Member States and the EU Commission.

The impetus for the new National Urban Development Policy and its coordination comes from the Federal Ministry of Transport, Building and Urban Development. In addition, the open and integrating direction of this policy approach provides opportunities to set up strategic and project-oriented partnerships for numerous departments within federal government. This provides a chance to overcome the traditional 'spatial blindness' of sectoral concepts.

In the federal structure of Germany and its diverse urban landscapes, the close cooperation of the federal states is essential for the success of this initiative. The federal states combine a high level of expertise on spatial problems with active control instruments.

If cities want to remain sustainable, then politics, the economy and society must maintain a balance between the development of economy, ecology, social issues and culture by way of achieving permanent stability. Firstly, this applies to securing quality of life, economic development and employment. Secondly, it applies to safeguarding natural resources. Thirdly, the concept of sustainable development is based on safeguarding social balance and equal opportunities. And fourthly, ensuring the upkeep and fostering of a vibrant and differentiated culture. Sustainable urban development also means ensuring internal security through a high standard of urban conservation and architecture, through creating safe neighbourhoods and attractive leisure and culture facilities, especially for children, young people and families.

Rolf Kreibich

Essential partners of a national urban development policy are the cities and urban regions that provide economic, social and cultural impulses. Cities are magnets for investors, scientists and the professional workforce. Strong cities and urban regions, along with great flexibility at local level, are the preconditions for an efficient urban development policy. A new culture of responsibility is required which is administered by cities together with the citizens, the local economy, educational facilities, cultural institutions and other stakeholders. This will allow locally organised 'alliances of urbanity' to make a significant contribution towards strong urban development policies. When linked, these alliances can have a widespread effect and contribute to a citizen-centric urban development policy. Such cooperations are successful if they focus on actual problems by prompting clearly defined actions ('economy takes responsibility', 'better schools for the quarter, ...').

Urban development policy can only be successful if it reaches citizens through activities, events and information, and if it stimulates participation. The Memorandum aims to inspire creative forms of involvement that reach beyond official participation.

Sustainable urban development can only take place with the cooperation of all stakeholders connected to a problem or place. Hence, the initiative for a national urban development policy must involve chambers, associations, academies and the scientific community. Urban development policy, in the context of active economic and social politics, must reach a new standard of collaboration between the public sector and the economy.

Urban development is not a task for the federal government, the federal states or municipalities alone – it concerns all. To make it effective, it requires political organisation and coordination.

Two levels of a National Urban Development Policy

In the context of the general framework described above it seems sensible to outline the National Urban Development Policy on two levels:

Urban development as a process of progress and qualification: 'Good Practice'.

This field of activity concerns the central federal policy approaches related to spatial planning, i.e. primarily legislation, procedures and financial support, as well as shaping the national debate on cities. This field of activity has a long-term perspective and must be conceived as a continuing process aimed at strengthening cities and urban fabrics for the long-term. A fundamental component of this policy approach is the open invitation to form a broad alliance of federal states, cities, economy and civil society. It provides a link between the preparatory work on the contents of legislation and support programmes to the promotion of outstanding and innovative projects. The initiative relies on democratic and federal procedures, securing the quality and sustainability of its components by means of transparency, competition and cooperation.

Campaign 'For City and Urbanity'

This campaign aims to raise public awareness of the options of urban development. It must clearly communicate the complex issues of sustainable urban policy without rendering the subject matter banal. The focus lies on trying to raise awareness of the value and worth of cities and urbanity, show the scope for individual actions in urban areas and open up new spheres which involve citizens and the economy. It should also disseminate to partner countries in the European Union. These two levels address both issues of urban development: the continuous development of successful political framework conditions,

on the one hand, and campaigns and current initiatives on the other.

To achieve success the Urban Development Policy and the campaign must

- be large enough to reach public awareness;
- offer a platform for discussion and action, for all those involved in the process of urban development;
- make reference to societal problems (unemployment, integration) and search for solutions;
- place emphasis on the innovation of procedures and construction. The point being, not just to have new thoughts but also to act on them;
- foster new qualities: the initiative's criteria must all have long-lasting effects regarding their sustainability and at the same time meet specific quality standards;
- generate reference examples: these should be expressive, independent images that exemplify the 'state of the profession';
- take up and include existing successful policy approaches at federal level. Primarily, this refers to initiatives for building culture, for the social city, for urban conversions as well as for cost-effective and quality-conscious building.

To avoid misconceptions: the attempt to make cities an issue of public debate does not imply an uncritical series of the most spectacular and popular projects; nor does it mean providing permanent amusement or infomercials. Cities are social projects and cultural feats that do not require advertising. On the contrary: placing one-sided emphasis on the positive characteristics by means of simple marketing would harm cities rather than benefit them. To make cities a public issue means creating a climate for self-determined citizens' involvement. Citizens and visitors should play an active role and be on an equal footing with those actors who are professionally involved or who have a commercial interest in the city. To put it more candidly, citizens' involvement is an individually distinguishing counterpart to the general levelling tendencies of globalisation. It generates responsibility and scope for action in the increasingly anonymous sphere of urban activities.

Ulrich Hatzfeld



3. Modules of National Urban Development Policy: Good Practice

In parallel with the dual character of the National Urban Development Policy, the Commission's proposals are concerned with the general progress of urban development policy over and above the associated 'campaign'.

Progress of Urban Development Policy at national level

Support Programmes

One of the ongoing tasks of the National Urban Development Policy is to modernise and promote support programmes at national level (redevelopment and development, social city, urban conservation, urban conversion).

There are both methodical and content-related aspects to this task. In terms of methodology, the primary concern is to increase the effectiveness of federal financial grants, i.e. the improvement of departmental coordination, the monitoring and control of the allocation of funds, altering financial management and strengthening exchanges of experiences. In terms of contents, the focus addresses issues relating to the direction of subsidies for future areas of need and problems.

Fundamental changes are imminent in the area of financial support – also triggered by the federalism debate. As in all support programmes, public funding must be directly related to problems: there must be continuous assessment as to whether the sparse funds actually reach areas of need promptly. Concurrently, the format of public subsidies (e.g. the ratio of loans to grants or investive to

non-investive measures) must be examined.

The formal and contents-related ongoing development of support programmes should take place in the arena of a broad political discourse. For this reason, the Commission proposes to stage national conferences at regular intervals, which aim to reappraise the contents and procedures of financial support programmes. Apart from the responsible public authorities (federal government, federal states, municipalities) the conference must also listen to scientists and non-governmental organisations. The central theme must always be the current and future fields of activity for urban regeneration policy.

Integration of Policy Areas

Apart from the renewal of support programmes, the integrated consideration and precise formulation of all policy areas that affect urban development is an important area of the National Urban Development Policy. In the course of sectoral optimisation, the impact on urban development is often lost sight of – aggravated by the effects of complex feedback and accumulation. The effect and sustainability of urban development policy measures can suffer from 'side effects' caused by other policy areas, such as tax policy, economic policy, social policy and environment policy.

Urban Task Force

Examples of best practice in urban development are not only to be found in Germany. Urban development policy and urban planning have always relied on international exchanges

The cultural (pre-existing) characteristics of places and spaces to be developed should play a greater role when defining support programmes particularly in view of the (growing) cultural diversity within cities and urban regions which are all greatly influenced by migration and demographic change.

Oliver Scheytt

of ideas and experiences. One remarkable example is the British Government's Urban Task Force. The findings of the Urban Task Force direct the strategies of the British Government.

An initiative comparable to the British Urban Task Force should be implemented to illustrate examples of best practice and demonstrate how structural change can take positive effect. For example: how land consumption can be massively reduced despite economic growth; what measures and instruments generate a noticeable improvement of inner cities as places to live in; how 'urban lifestyles' can make urban density attractive; how urban design can be a catalyst for urban regeneration; how urban agglomeration and rural areas can reach a balanced relationship; how civil society can become the motor of structural change, or how synergies can be shaped between new economic structures and traditional European urban qualities.

In this sense, an international perspective for Germany is essential. The work of a German Urban Task Force should help to stimulate a growing knowledge-based added value through existing or newly created urban qualities. This message could then be presented at exhibitions of the world's best practice projects – possibly parallel to the EXPO REAL in Munich as an EXPO URBAN.

Transformation in the urban environment requires that a change of perception takes place in architecture. The exhibition wants to promote the re-evaluation of alterations and conversions, a field that still remains unattractive to many architects. Addressing these topics should trigger a response, not only within the professional community, but also in public awareness: projects for conversion, societal change and the reprogramming of urban space that will live up to the expectations of real, everyday architecture. Through flexible thinking and sustainable concepts, these projects point to new opportunities for architecture and cities.

Armand Grüntuch / Almut Ernst

Internet

National urban development policy must make active use of established media, e.g. the internet, as an interactive communication platform. The internet provides an infrastructure that crosses borders and significantly contributes to making debate on cities more popular. Experts and interested members of the public have wide-ranging opportunities for establishing networks of ideas and concepts or for forming actor alliances in civil society. New technology such as Google Earth makes it possible to clarify complex urban contexts, even for lay people. Today, communication at municipal level is helped by the internet ('intelligent town hall'). For citizens, developers and planners alike, retrieving digital information has become a matter of course.

At national level, the Ministry should adapt the modules of the Urban Development Policy and campaigns for the internet, and communicate these in order to activate new addressees. For instance, it should be possible to reach groups of immigrants – who in central areas of many large German cities constitute the majority – in their first language and motivate them to take an active part in their new home town.

Although the internet has technically overcome aspects of location, the professional operators of this technology evidently do not want to leave the city. Viewed from some analysts' ivory tower, the urban environment seems to be disappearing; in the real world of the modern economy, however, it seems to be gaining significance. Their companies search for established locations that offer personal contact, urban ambience, culture and quality of life. City Planning should react to this need and translate it into a profiled urban development policy.

Franz Pesch

Campaign 'For City and Urbanity'

The Commission is proposing a campaign comprising numerous projects, initiatives, conferences, publications, exhibitions and partnerships. The basis and reference points for this campaign stem from the current situation of German cities and urban regions within Europe and relate to the political target statement, which was recently adopted by the federal government's resolution 'urban development is modern structural and economic policy'. The campaign's projects and initiatives intend to bring to fruition the aims of sustainable and socially responsible urban development and open it to public debate. The elements of the campaign should support the 'renaissance of cities', which has recently become more significant. The campaign comprises

- investive projects (e.g. Formation of Cities)
- discursive projects (e.g. City Forums, On-the-ground Urban Development),
- participation projects (e.g. Economic Responsibility),
- explorative aspects (e.g. Urban Future Talks),
- competitions and exhibitions (e.g. Urban Planning and Design Exhibition 2010, German Urban Development Award).

Subsequent to a public launch at the start of the campaign, the spectrum of activities will be continuously redefined. A panel will apply a set of transparent criteria in order to decide whether projects are admitted to the campaign.

The Commission is putting examples of projects forward for discussion to illustrate how the contents of the campaign „For Cities and Urbanity“ could be structured.

The Making of Cities – Exhibitions

In Germany – ever since the year 1910 – there is a tradition of building exhibitions. Irrespective of place or specific theme, these building exhibitions were always a success with the public. As a market place of opinions and valuations, building exhibitions provide a platform for critically appraising the state of urbanistic debate, promoting new solutions and stimulating an international exchange of experiences. Building exhibitions almost invariably introduce the latest innovation – be it cultural, technical, social or ecological – or present a new design stance. Features of building exhibitions include:

- Limited time span: each exhibition has a specified beginning and end. The opening provides occasions and opportunities for staging publicity events, while still placing the focus on the 'everyday life' of urban design.
- The special, the innovative and the extraordinary. Exhibitions frequently trigger a change of direction in architecture and urban design.
- Focussing the national urban design debate on urban design and media interest on current and future professional issues.

In short: the capacity of building exhibitions to direct attention and to demonstrate the issues of planning and building has repeatedly promoted both expert discussions and public awareness of urban development.

The fact that urbanity or urban culture cannot solely be the result of planning or political decisions does not exonerate urban policy from assessing the scope for development; we need to consider whether this scope should be limited rather than extended as increasingly large areas of the city disappear under major development projects implemented by private investors. The decisive factor must be what the citizens' role is in shaping urban life alongside power and money.

Hartmut Häußermann

In view of this, it is proposed to take up and advance the concept of the building exhibition within the scope of the National Urban Development Policy. In a set time period (five to ten years), a limited number of urban development projects (100 to 200) could actually be implemented. The types of projects are not dictated: they could be construction projects or exemplary planning procedures, large or small schemes, ideas for agglomerations or rural areas. Common to all projects and schemes must be their special qualities regarding procedure and design around the theme of cities and urbanity. Each project should display specific quality characteristics and must be selected in a competition or similar qualifying procedure.

This presents the opportunity to define the priorities of projects within the context of the current societal and economic situation (demographic development, aging, unemployment, integration, ...). The time limit for projects will help to achieve the aim of effectively presenting the schemes and their implementation phases to the public.

A lack of 'places of learning' and insufficient qualification opportunities hamper the educational situation in Wilhelmsburg on the Elbe Island. The IBA Hamburg 2013, together with local initiatives and the responsible authorities of the Free and Hanseatic City of Hamburg, will tackle this in numerous measures – with investments and architectural imagination. Better education and improved linguistic competence will strengthen the social integration of citizens on the Elbe Island. IBA's theme 'International Urban Society' must address questions on how public space can be designed to appeal to different cultures and ethnic groups. Because everyone has the right to participate in public life, irrespective of origin or cultural imprint.

Uli Hellweg

City Forums – Talking about Cities

For far too long now cities have not been the focus of public debate on issues concerning their growth or decline, problems or prospects or the conditions in which they function. This debate is indispensable if both the economy and citizens are to show greater involvement in urban development. There are a number of communicative approaches to create greater awareness of the complex subject of 'the city':

- Finding 'new topics' and 'new partnerships' for urban development ('novelty effect'),
 - staging events in urban areas that raise public awareness (exhibitions, anniversaries, activities),
 - identifying and presenting unexpected connections to other topics (e.g. climate change), or
 - connecting urban problems or development trends to prominent figures ('personalisation').
- In fact, this can mean that the opinions of a football star, a theatre director or a nurse have greater impact on activating citizens' involvement than complex and differentiated expert discussions.

I would like to see the federal government – on national television for example – set up an exciting TV format to illustrate how cities have historically grown and what causes their problems. Obviously, this needs to be gripping. The point is: architecture, urban planning and design must conquer the hearts of the people. This is what I expect from a debate on urbanity – not an academic discussion behind closed doors in which architects' and engineers' associations fight it out among themselves. They still haven't got it. This is a topic that concerns all of us. As for international dialogue, my recommendation to the Federal Minister is: produce a series on the European city exchange.

Andreas Grosz

Against this background, it is proposed to develop, in association with a national media partner, a cycle of public discussions on the topic of cities. For this purpose, the Federal Minister should engage in a public discourse with prominent people on various issues which relate to cities; with the focus remaining on the personal or expert approach of the discussion partners.

Examples of possible discussion topics:

- Cities and music (with a famous conductor);
- Cities and life in old age (with an older person);
- Cities and markets (with the manager of a large steel company);
- Cities and movement (with a well-known athlete);
- Cities and computers (with the manager of a chip factory);
- Cities and family (with a young artist's family).

The talks should be held in different places across the Federal Republic, related to the social environment of the discussion partner. They should be adaptable into media formats. Cities that are selected as locations for the discussions should then be obliged to follow up the topic.

Jürgen Flimm and I had an idea in January. To close the A 40 and put up a table from Dortmund to Duisburg, and anyone can join in. As a TV person I can just picture it: you ride in a Zeppelin five metres above to film it; and this image will go around the world, because it is never ending. If you are looking for a symbol to express integration, it is this table. Of course, one needs to place such exclamation marks.

Fritz Pleitgen

Economy – Responsibility for the Location

Currently, one of the most discussed problems in urban development is the dwindling number of businesses that are tied to a particular location. Frequent change of location not only leads to social problems, but also to the deterioration in any infrastructure related to them. Companies that are not tied to a specific location can rarely be won over to initiate improvement measures.

On the other hand, the dynamic corporate service industries favour urban milieus in particular. For some time now, soft location factors such as urban ambience and specific neighbourhood lifestyles have been gaining significance. In recent years, large companies and banks have shown an interest in urban problems in order to raise their public profile. First of all, the campaign For City and Urbanity is an attempt to encourage commitment from large, regionally operating companies in the local communities in which they operate and to give them role model status.

For example: firstly, a large car manufacturer cooperates with a housing company in developing and implementing an exemplary residential development. A pharmaceutical company assists in enhancing the regional sports infrastructure and supports inter-municipal collaboration. The German post office, Post AG, could develop innovative network technology for a neighbourhood. The German railways, Bahn AG, could promote illustrative local mobility concepts in chosen cities.

The ThyssenKrupp Group is planning and building a new Headquarter in Essen on an inner-city site. The Quarter will not be a closed-off area, but a vibrant urban space open to all citizens. Societal tendencies such as demographic change, globalisation and sustainability at local level bear ever-new challenges for urban development. The ThyssenKrupp company accepts these challenges by showing social responsibility.

Ralph Labonte

Secondly, certain areas of the economy should be dealt with separately: those that are particularly related and close to urban development, that provide local employment and play a significant role in societal value added (e.g. the housing, utility and construction industries). The following supportive and effective publicity measures are all conceivable:

- an exemplary Public Private Partnership project in which a construction firm takes responsibility, not only for construction work but for the entire life and operating cycle of a building as well;
- a complex urban development project which demonstrates special commitment to urban development and social issues led by one or several cooperating housing companies;
- a model project in which a transport company and/or company in the utility supply and waste disposal industry tests innovative solutions for newly constructed or refurbished technical infrastructures.

Thirdly, the initiative should incorporate those areas of the economy that are fundamentally linked to urban development. For example: small and medium-scale businesses that fulfil a large number of city-related service functions. A starting point for a project worthy of support would be its actual benefit to the district in which the cooperation of many actors and communities has achieved exemplary accomplishments.

Demographic change will shift the balance between growth and shrinkage in Germany. Apart from energy and climate issues, it will require new initiatives for shaping life in the city and country, for mobility and infrastructure, culture of heritage and integration policy.

Volker Hauff

Urban Future Talks

Like no other policy area, urban development policy must react constantly to the changing constellations of problems and opportunities. The acceleration of urban development processes necessitates a systematic review of target groups, objects and instruments of this policy approach.

Sometimes, in an endeavour to react quickly using the right instruments, the overall goals and long-term challenges of urban development are pushed into the background. However, especially at national level the 'long term view' is essential since this is where decisions of a long-standing nature are primarily instigated and realised: generally, it is only after a long period of time that the logic and effectiveness of legislation and support programmes become apparent.

Informal discussions among a small group of experts, held in a setting away from the public eye, have proven to be effective in the early detection of options and constraints related to urban development policy. These 'fireside chats' are not so much aimed at testing and assessing existing expert knowledge as at questioning prominent persons from related scientific fields such as history, philosophy, the humanities or sociology on leading trends, options and visions of urban development.

In view of this, one element of the urban development policy could be that the responsible federal minister arranges two to four so-called Urban Future Talks per year with experts. These talks will demonstrate their value if the subject matter is diligently prepared and an excellent cast of people is recruited to participate.

On-the-ground Urban Development Policy

Urban development policy comes to life with on-the-ground discussions, conflicts and projects. However, there is often no connection between the basic issues that are discussed in Parliament or in a circle of experts and actual urban planning practice.

In view of this, we propose that Members of the Bundestag conduct meetings on current urban development issues in their constituencies. Apart from the local authorities, representatives of the Federal and State Ministries should also attend these meetings to ensure a reliable transfer of information, and to take necessary action on the problems discussed.

Urban planners, architects and engineers tend to view urban development primarily in terms of designing and constructing buildings and streets. To my mind, this falls short of the mark. The development of our cities also encompasses social, environmental and economic issues, education and culture. Unfortunately, the departments entrusted with handling these issues at federal government level, at federal state level, in local councils and municipalities are strictly separate, with each department developing its own version of the city. This makes it exceptionally difficult to achieve a truly integrated urban development policy.

Peter Conradi

Cities and Ecology

The progress made in environmentally-friendly construction and the development of alternative energy technology is undisputed. Germany takes a leading position in many of these areas. The integration of the objectives of urban design, town planning, regional planning and spatial planning in ecologically sustainable developments has been less

successful. This is evident in the development of land consumption and suburbanisation. The federal government's international agreements on a reduction in CO₂ emission and on land consumption must be pursued with more effort. An urban development policy which addresses the problem of the demise of the era of cheap energy has yet to be developed.

Incorporating environmental issues into construction and spatial targets has to be a priority on the agenda of national urban development policy. For instance, a national competition could be run on the topic of energy and CO₂ neutral urban areas – for an 'eco neighbourhood'. In this way, a step-by-step implementation of integrated housing and mobility development, from local district to urban region, should be pursued. International examples of green urbanism lead the way.

Ecological urban development policy can only be realised with the support of citizens, clients, project developers and investors. The Federal Ministry of Transport, Building and Urban Affairs should support all efforts to reduce the 'ecological footprint' and work towards visibly enhancing the quality of life in cities. Close collaboration with the German Council for Sustainable Development is desirable.

We must stop the trend of unrestrained consumption of landscape in the future. The target is to use 30 rather than 100 hectares per day for housing and transport. This is a symbol of sustainable urban development, energy efficiency and quality of life.

Günther Bachmann

Imagine that people only knew single houses each with their own path - they would not survive more than three days. It is the large cities with their traffic axes and their economies of scale that provide the potential to protect both man and the environment at the same time. They provide the greatest leverage for emission mitigation. What good is a zero-energy house if it gobbles up the landscape ?

Gerd Held

Cities and Knowledge – Contributions of German Universities

In hardly any other European country is public research and teaching of spatial topics equally differentiated as in the Federal Republic. The knowledge accumulated by science, covering subjects from architecture to spatial planning, from urban design to urban management, from real estate industry to urbanism, is only selectively and sporadically utilised in the planning practice. The store of knowledge on urban development is not being systematically processed. The sciences have failed to take up the issue of both the necessity and prospects of spatial planning. As a result there is a 'spatial blindness', particularly in economic, technical and social-political discourse.

A campaign for Cities and Urbanity must have a scientific foundation and include university lecturers and students. The Federal Ministry of Transport, Building and Urban Development should be active on several levels. The commitment of companies, foundations or individuals for universities and students could be awarded. This would encourage and engender further commitment.

A 'University Biennial' is proposed as a new national platform for colleges. Lecturers and students are asked to submit ideas and concepts on the main topics of the campaign „For Cities and Urbanity“, and to present them to the public and media. This would establish a national and international stage for academic and 'young' perspectives on urban development. In addition, the 'University Biennial' would become a forum that could foster productive dialogue between universities, politics, economy and civil society.

The debate on urban development must not stop at training courses. Urban design and town planning are becoming strategic development work that connects conceptual and design with conciliatory and cooperative work. This requires special knowledge, the desire to create and personality. Humour wouldn't go amiss, self-mockery even better.

Research must accept responsibility: planning is an action science; it wants to change reality. A vast amount of research is being done on the history of ideas and on normative issues. Yet, there are hardly any impact-historical analyses on both the successes and failures of planning and urban design projects.

If the aim is to find a new understanding of cities, then education and research would have to be more experimental in surveying this new disciplinary territory.

Michael Koch

German Urban Development Award

Competitions are important components of the campaign because they are instruments to secure quality and publicity. Next to the numerous awards and competitions at local, regional or federal state level, there are lots of recurrent or one-time national competitions. No one outside the relevant target group or the professional community takes notice of these awards and competitions; they are a far cry from becoming topics of national interest or from influencing the political agenda.

The breadth of this naturally developed diversity and its acceptance among the respective target groups has potential. Rather than jeopardising this potential, it would be strengthened and complemented by additional national competitions. First and foremost, the initiators and promoters of these additional com-

petitions should be the Federal Ministry of Transport, Building and Urban Development in association with the partners of the National Urban Development Policy.

There are two obvious strategies:

- Better cooperation between promoter (federal government, head organisations, Deutsche Akademie für Städtebau und Landesplanung (German Academy for Urban and Regional Planning), foundations, companies, etc.) : agreement on annual topics, joint public relations, umbrella brand, symposium of prize-winners.
- Add a high-calibre national competition for the 'German Urban Development Award'. This is primarily aimed at citizens, businesses, organisations, associations and initiatives, and intends to draw civil society stakeholders into the development of innovative urban development concepts and projects.

The 'German Urban Development Award' intends to make urban development - a common task of federal government, federal states, communities and civil society - a public topic. It invites to tackle concrete challenges locally by way of new alliances and new forms of citizens' involvement. This outstanding annual award will be bestowed for innovative, experimental and actual projects. Entries should address current social, economic, cultural, organisational and spatial design problems of urban development. The main concern is not just the innovative quality of a project, but also the social and communicative quality of its planning and implementation process and the type of sponsorship model.

The spectrum of prospective projects or fields of activity ranges from infrastructure to housing for specific target groups, and from the design of special sustainable employment projects to urban regeneration and urban conversion. The competition will not award sectoral improvements; it searches for integrated and multi-dimensional solutions

that also address economic and social conditions. Besides beacon projects with large investment sums the competition will include unspectacular every-day projects for new construction, deconstruction, alterations and temporary usage.

In addition, an interdisciplinary ideas competition for students can be held on the same subject - e.g. in conjunction with the proposed University Biennial.

The 'German Urban Development Award' will be conferred by the Federal President. Presenting the award in association with a public national event such as Unification Day (and the celebrations held in different regional capitals) can emphasize the aspirations of the competition.

Specific Competitions

In addition to the 'German Urban Development Award', which should be established on a permanent basis, a number of additional temporary competitions are possible in association with the 'Bündnis für Stadtentwicklung' (Alliance for Urban Development). These should raise the subject of urban development in the public's awareness:

- A competition for media communication on urban development policy in Germany entitled 'Urban Images - Urban Texts': journalists working in the print and electronic media, film makers and photographers can submit their (published) work to the annual competition.
- A two-year advertising campaign by the federal government on the theme of 'Cities are ... beautiful', in conjunction with urban development initiatives and projects.

For two years, large advertisements are to be published weekly in magazines and papers with changing motifs and variations on the city theme ('Cities are ... colourful', 'Cities are

... home', etc.). This will link this advertising campaign to real images, places and faces (of associated individuals) to the abstract subject of urban development policy. Cities, clubs, citizens' groups, chambers, associations, developers, companies, scientists and designers – all actors of urban development policy – can submit actual, innovative, implemented projects for participation in the campaign. A jury selects the themes for the next period. This involves not only built projects, but communications, sciences, social and economic projects which will help to strengthen cities and to secure their future.

The results of the media competition and the themes of the advertising campaign will be compiled in exhibitions, books and calendars and provide an illustrated compendium of the German Urban Development Policy and a tour guide around its sites. A series of short films could be shown on early-evening television. A website could provide background information, current developments and contacts for individual projects.

More than ever, civil society must get involved in all sorts of ways, and enter into an ongoing dialogue with the decision-makers in politics and the economy. In a climate of narrowing structures, dissociation of 'the state' and its citizens, 'culture' provides space in which the creative potential of civil society can be active and visible: culture not only in its artistic forms and projects, but in the broadest sense as a means of expressing human values, as a proposal for understanding, tolerance and comprehension of the 'different – strange'. The protagonists of culture – of art – must recognise this force as an opportunity as well as a responsibility. This requires space – not pushed to the periphery, but in the centre of society – the centre of the city.

Nele Hertling

City-Country Dialogue, Innovation Exchanges

Cooperation beyond the boundaries of the city – not only within metropolitan regions – plays an increasingly significant role in the

securing of sustainable infrastructure developments that are affordable and in line with demand. The interspaces and peripheral areas of cities and metropolitan regions make an important contribution to the quality of the region – e.g. the production of foodstuffs close to the consumer, energy production from renewable and sustainable sources or local recreation, tourism and ecological balance.

At a larger scale, remote rural areas have important complementary functions. However, they are often confronted with an ageing population and people moving away. Decentralised and reasonably accessible infrastructures can only be provided in new, sometimes mobile concepts by companies and organisations in cooperation with citizens' involvement. Innovation in all areas of technical and social infrastructures is needed. The experience of less densely populated European countries should be drawn on.

In the context of the City-Country Dialogue, projects should be launched which are based on the model for 'shared responsibility between communities' and anchored in the concepts of spatial planning.

In these projects, cities and universities associated with rural 'partner municipalities' or 'partner administrative districts' will propose actual innovations for sustainable infrastructure design, for sustainable mobility, for stronger urban centres and for citizens' involvement. These experiences can then be presented at the Innovation Exchanges.

Urban Planning and Design Exhibition 2010

The year 2010 will bring the 100th anniversary of one of the most significant urban planning events of the 20th century: the Urban Planning and Design Exhibition Berlin 1910. This exhibition presented the competition results for the Berlin region as well as exemplary solutions for cities in Europe and the USA. It attracted widespread public interest, which

was reflected worldwide. The 1910 exhibition in Berlin helped the subject of town planning to become internationally established. The exhibition travelled to Düsseldorf in the same year.

The anniversary offers the occasion to hold an Urban Planning and Design Exhibition 2010. 100 years ago the Berlin exhibition was a groundbreaking event pointing the way towards providing urban structure in exploding industrial towns. Today's agenda is concerned with sustainable urban regions. The review is to be extended and focused by looking ahead. The retrospective view does not argue exclusively historically, but enriches the current debate on urban design and urban development through new interpretation. The contemporary section deals with present and future tasks facing urban design and urban development, using examples of German and foreign cities and urban regions.

It would be appreciated if the exhibition could travel – like in 1910 – to Düsseldorf. It would also seem sensible to decentralise the 2010 exhibition, with additional projects in other places: Hamburg, Munich, Frankfurt/Main, Dresden, etc. A thematic link to the European Capital of Culture Essen 2010 and to the conversion of the industrial region in the International Building Exhibition IBA EmscherPark (1990–2000) along with its successors could make a significant contribution.

No other country has an equally rich and accessible 'archive' of experiences and innovation potential as Germany, with its history of more than 100 years of international building exhibitions. This secular learning process in the field of building culture is the basis for future building exhibitions and can also be used for the international export of experiences and know-how.

Wolfgang Roters

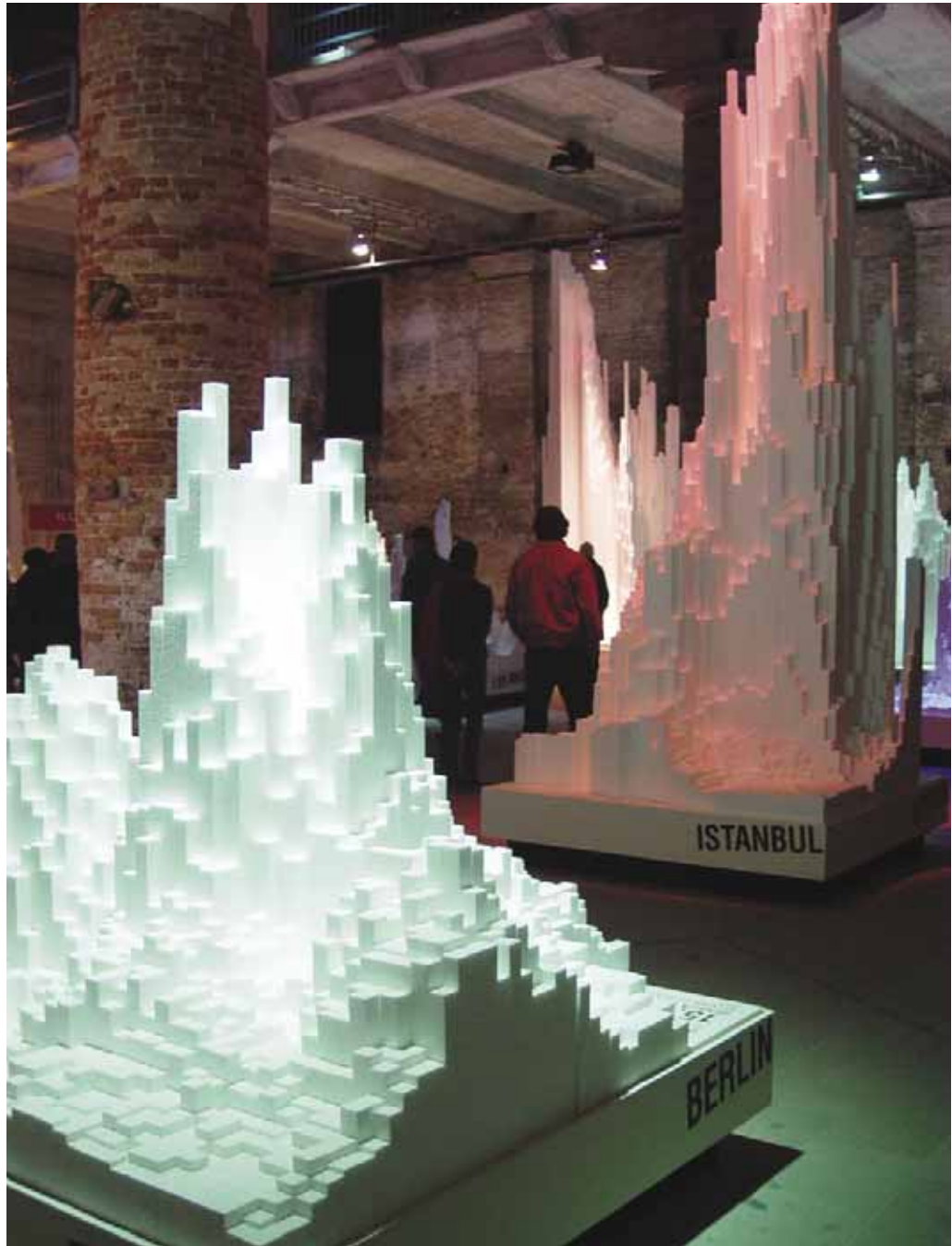
Accompanying exhibitions, thematic festivals, professional conferences and excursions provide the opportunity for the people of the city and the country to become acquainted with one another, beyond mere tourist visits. With the expansion of direct marketing of regionally produced foodstuffs and other pursuits within the context of every-day life the abstract idea of shared responsibility between communities comes to life.

Before its demise, the IBA Emscher Park inspired the exceptional federal state programme 'REGIONALE – Kultur- und Naturräume'. With this structural programme North Rhine-Westphalia provided its regions with a development tool which is unique to Europe. It attempts to strengthen the search for identity, a willingness to cooperate and the common desire to shape the living spaces, culture and economy in the individual regions of the federal state. A precondition for this is that the regions are aware of their common bond and develop a shared creative will. Thus the objective of the REGIONALE is the marked development of the regions in the federal state.

Kunibert Wachten

Urban planning is an important cultural, economic, ecological, political and scientific subject area with an international perspective, which must be strengthened in public debate. The year 2010 could be the ideal platform for achieving this. Many important events will take place in the course of this year, such as the 100 years Urban Planning and Design Exhibition in Berlin and in the Capital of Culture Essen. The review is extended by looking ahead. The exhibition comprises two parts, equal in size. The Urban Planning and Design Exhibition 1910 does not argue exclusively historically, but enriches the current debate on urban design and urban development through new interpretation. The Urban Planning and Design Exhibition 2010 deals with present and future tasks of urban design and urban development, using examples of German and foreign cities and urban regions.

Extract from the exposé Urban Planning and Design Exhibition 1910 / 2010, Harald Bodenschatz



4. Steps towards Implementation

The introduction of a national urban development strategy for Germany is a process which should be determined by the greatest possible number of actors involved in spatial planning at federal government, federal state and municipal levels. This should also apply to departmental policies where the main aim is to consider inter-departmental issues from the outset. The associations and organisations as well as initiatives for instituting building and planning culture in society must be involved too.

From the outset of a new national urban development policy all project partners must commit to the objectives and contents of this policy approach. The Memorandum is to support this aim.

The initial activities of a national urban development policy should focus on holding a conference, financed by all project partners and involving the collaboration of senior representatives of the organisations. Fundamental issues (e.g. the Memorandum), the essential areas of activity and first projects of the campaign should be discussed and resolved in the course of this public event.

With the aim of securing credibility, the Commission proposes that the campaign runs for a total duration of ten years. The year 2010 would seem an appropriate date to stage the first 'highlight event' (Urban Planning and Design Exhibition 2010, 20 years of Reunification, ...).

As a participation-oriented project, the campaign would require a management structure, which should offer many opportunities to join together other (mainly private) partners or organisations. A board of trustees, chaired by the Minister, should be formed to run the campaign and perform representative tasks. The board of trustees should primarily consist of representatives from relevant professional fields. In addition, high profile professionals

should be temporarily appointed to the board of trustees.

The credibility and effectiveness of the National Urban Development Policy will increase in line with its function as a platform for a lively national debate on objectives, subjects and strategies of urban development policy in Germany.

Instead of waiting for federal and state governments to agree on the funding of the long overdue education reform, cities should postpone expensive, prestigious projects in favour of focusing on building and upgrading day-care facilities for children and all-day schools, providing better further education and training for women and men working in childcare. As cities compete to attract well-educated, young and affluent inhabitants, the important criterion for future generations will be a good, up to date education system rather than elaborate entertainment events.

Peter Conradi

The development in large cities of districts where the chances of participating in a 'normal social life' are virtually zero calls for urgent political action. The issue now is no longer whether the intervention is founded on theories of modernisation or whether distinctive cultural habitats worthy of protection will be affected – but the issue is to establish equal opportunities. However, this requirement does not determine whether the living conditions and lifestyles in problem neighbourhoods could possibly be described as sub-cultures which have their own laws. These environments may seem acceptable for adults to live in, but not for youths and young adults who are socialised in them – such is the strong argument in the discussion on the 'culture of poverty'.

Hartmut Häußermann

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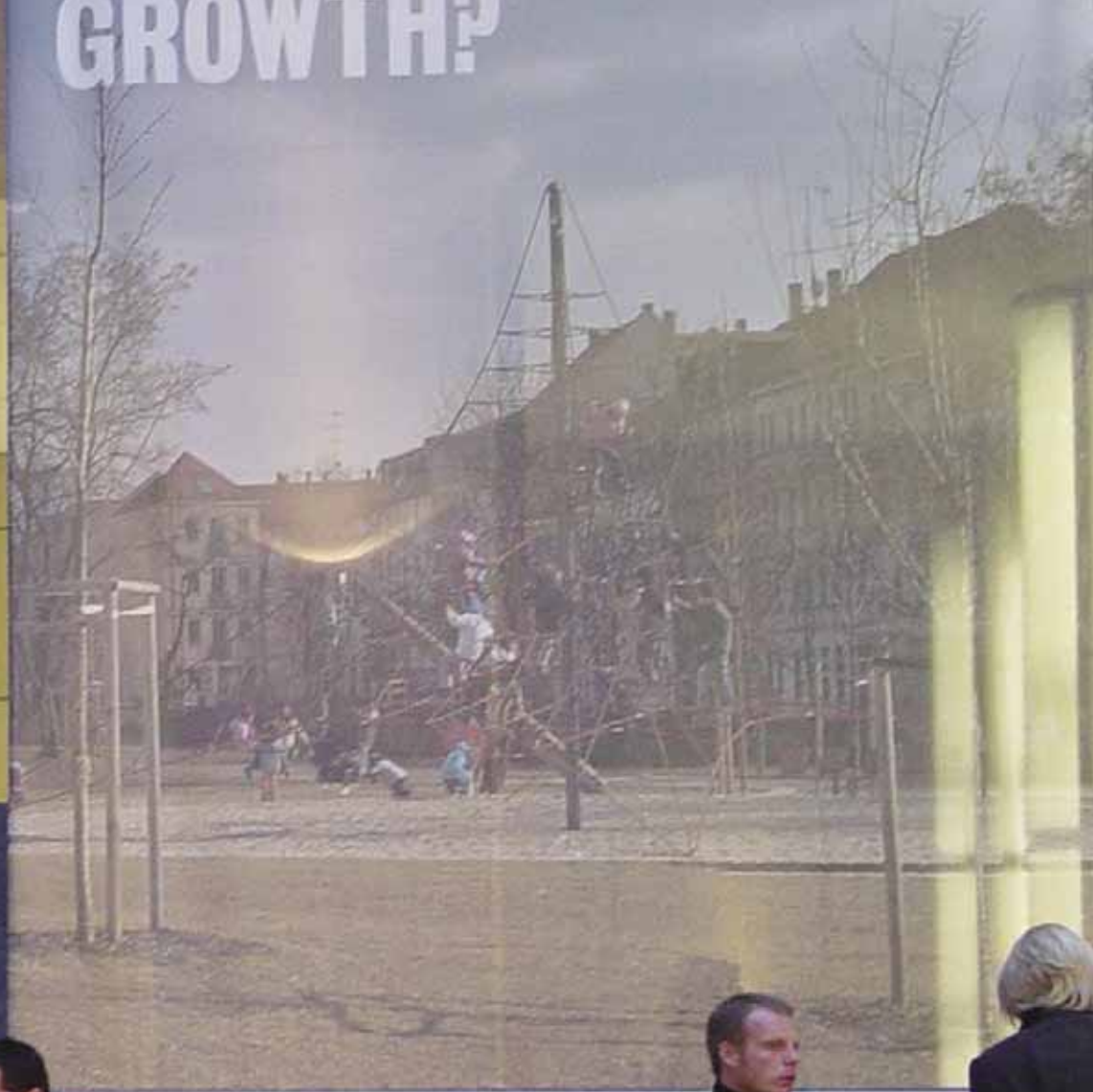
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**NEW YORK
IS ALMOST
ALRIGHT?**



GERMAN CITIES SUCCESS BEYOND GROWTH?









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Introduction

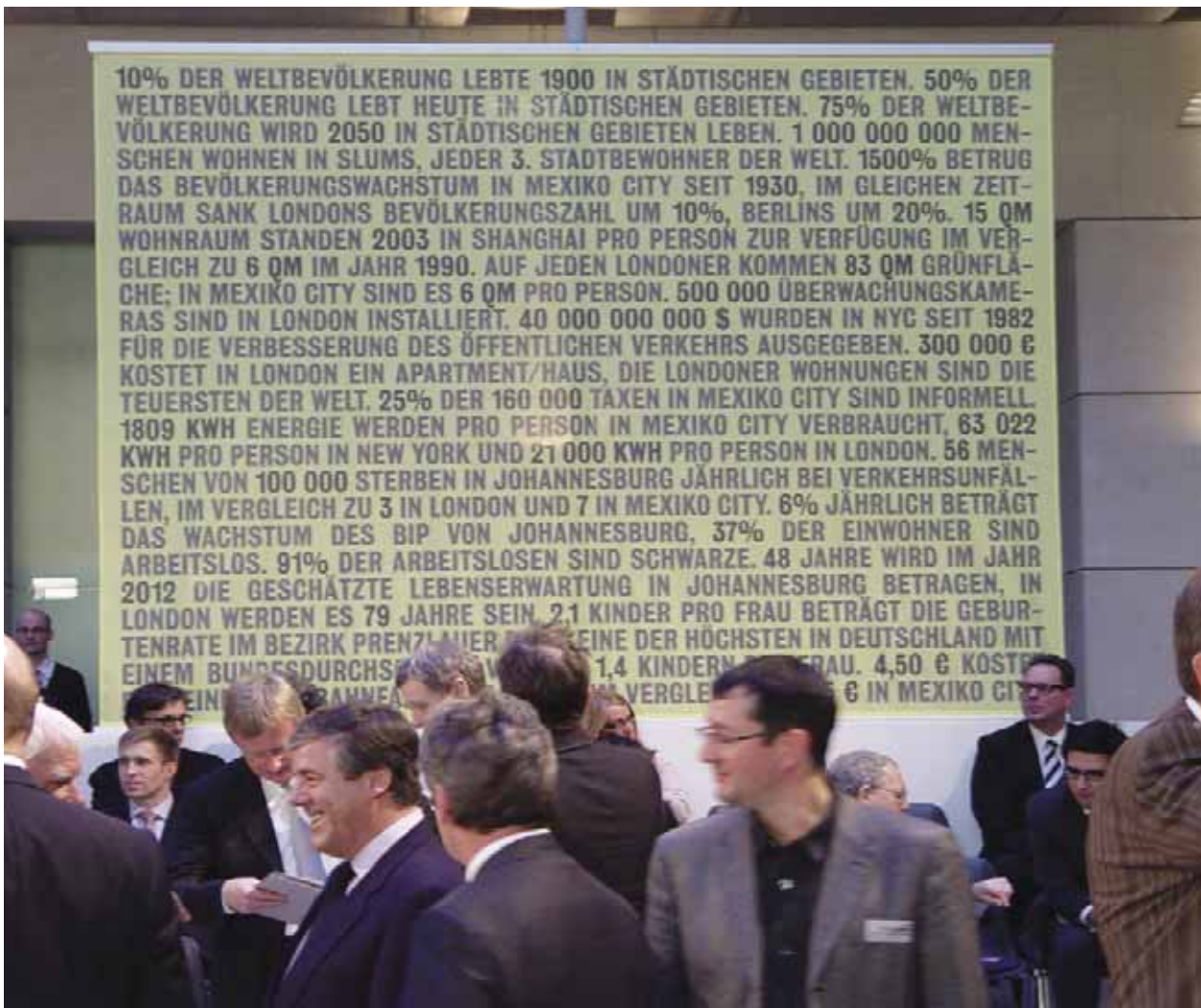
After completing work on the Memorandum, I approached a number of prominent figures in public life and asked them to provide a statement. All of the following articles were either written specifically for this book, are summaries of recent articles or recap the results of long discussions. The articles clarify terminology and define new focuses. What they do not do is claim to cover each and every aspect of urban development policies. The articles in this section do, however, follow the main topics covered in the Memorandum, i.e.:

- the challenges cities must face,
- the sustainable impact of the model of the European City,
- the significance of urban spaces,
- good practice models in Germany and other countries,
- the participation of urban players from the spheres of business and culture,
- the question of how these ideas can be implemented.

The responsibility for selecting the articles and the statements in this Memorandum is mine. The photos all share a common theme: life in urban spaces. All were taken in the past few years. I feel that they are eloquent enough to tell a story and convey an impression without needing captions, but details are provided in the appendix.

I would like to thank all the authors for their spontaneous willingness to become a part of this project, for their readiness to take up the topics in this Memorandum and to writing such insightful contributions. Special thanks are due to Dr Hatzfeld and Dr Weigel for their collegial advice and generously given support.

Peter Zlonicky



1. Cities in Germany: a challenge for urban development

Perspectives for national urban development policies

Prof. Dr. Rolf Kreibich

The world we live in is increasingly becoming an urban world. For the very first time in the history of humanity, the majority of the world's population lives in cities.

Cities seem to exert a magical attraction, perhaps because they hold the promise of better economic prospects, access to better education, qualifications and jobs, as well as offering more open social interaction, lower social controls and the ability to participate in the blossoming development of technology, leisure and culture. The urban environment promises a greater potential for personal growth and innovation; it is a natural habitat for flexible and creative professionals as well as a refuge for the underprivileged who hope to encounter development opportunities.

All over the world cities are focal points for scientific, technological, economic and social developments. The outcomes of the population development of the industrial nations are concentrated here, as are the results of mechanisation, globalisation, individualisation and digitalisation of the economy and society. On paper these are all just keywords, but in the real world they have a far-reaching impact on the future of urban development.

Since the Agenda 21 - the United Nations' action concept for the 21st century - was adopted at the UN Conference in Rio in 1992, we have seen clearly that an integrative solution for the major problems our cities face can best be tackled with the aid of 'sustainable development'. The sustainable development programme represents the most promising future prospect for cities; the vision of the 'sustainable city' aims to include all relevant social development dimensions that will shape the city's ability to face the challenges of the future, not only in our generation but also the following ones.

These dimensions include the cities' economic, social, environmental and cultural development parameters, their integration in networks and global development trends and the need to take action.

Under present conditions, the sustainable development concept offers the most plausible, most realistic vision of the future, quite simply because it provides future-oriented, realistic answers to the major issues and can be implemented in practical strategies and measures. A plan for the future based on this concept makes sense, because it implies many winners and few losers and can build on a substantial social consensus. Already, the concept is being implemented, at least partially, by many people and particularly at a local level in cities and communities, as well as in pioneering enterprises, education institutions, networks, organisations, associations and families. It also has a high intrinsic value as the principle is recognised by the United Nations in the Declaration of Rio de Janeiro and the Agenda 21 and has been adopted by the European Union in the Amsterdam Treaty and the Gothenburg Concept. The Treaty stipulates that European policies must follow sustainable development principles. In Germany, by committing to Agenda 21, the Bundestag, the federal government, the prime ministers of the states, and many municipalities have recognised in principle the sustainable development concept.

The federal government has set the 'Perspectives for Germany - Our Strategy for Sustainable Development' and the Progress Report 2004 as fundamental principles in its policies. The 'Perspectives for Germany' paper describes detailed steps and measures which will be applied to renew Germany's cities economically, socially and environmentally and get them ready for the future. Under the key target 'Practising Intergeneration Equity', the paper details a range of measures to protect resources and the climate, utilise renewable

energy, reduce land consumption, conserve biodiversity, decrease national debt, foster technical and social innovation and promote education and culture; all of these measures and programmes are shored up with quantitative goals and timelines.

Under the key perspective 'Quality of Life' the paper provides specifications for promoting economic prosperity, environmentally-friendly mobility, a healthy diet, improved air quality and health and reducing crime. The topic of 'Social Cohesion' details key packages of measures to create more jobs, to support families and young people, to improve gender equality and the integration of foreign citizens. Under the heading 'International Responsibility' the paper details clear guidelines on development cooperations and the equal opening of markets.

If the cities are to meet the demands of the future then politics, economy and society must work together to keep the four-note chord of development - economics, ecology, society and culture – balanced to generate enduring stability.

The first target is to secure quality of life, economic development and employment. The second target is to conserve the natural foundations of life and protect natural resources. Third, the concept of sustainable development demands that social justice and equal opportunities be secured and protected. Fourth, the preservation and promotion of a vibrant and differentiated culture.

So how do we set about implementing sustainable urban development policies for the future?

Sustainable urban development which can enable cities to face the challenges of the future must first and foremost be fully committed to an economy designed to preserve natural living and production foundations.

Suitable strategies and measures include fostering an environmentally-friendly recycling economy based on the production of 'green' products and eco-efficient production processes and services. It is important that inner-city business sites and jobs which are compatible with residential areas are secured and maintained. The local economy and local economic cycles must be supported in order to help enterprises retain their ability to compete. Digital technologies must be employed to strengthen the material recycling economy and efficient energy and environmental management systems must be established. We know from empirical studies that international economic prospects can only flourish if local economic prospects are also favourable.

Sustainable urban development means supporting innovative, eco-friendly and solar construction, i.e. building with the sun. High insulation standards for residential, office and commercial buildings, the use of renewable, decentralised energy technologies, such as solar thermal power units, photovoltaic systems, combined heat and power plants and fuel cells are absolutely essential in sustainable urban planning and development. In the long-term, we also need to start using hydrogen technology as a clean energy storage technology.

To ensure a high level of mobility and the use of public space, we need to start limiting individual motorised road traffic. We need cities with short distances and highly efficient public transport systems; we need to relocate cargo transport from road to rail and banish heavy goods traffic from cities completely. Telematic traffic management systems are a promising method of reducing traffic congestion. These systems include 'intelligent' interface technology: smooth, seamless transition between the various transport modes on rail, road, waterways and in the air.

Urban areas are increasingly sprawling into the peripheral regions. Both cities and regions must counter this trend by abolishing the existing suburbanisation and disurbanisation incentives, and instead focusing on encouraging attractive and appealing developments within the city. This can be achieved by supporting the mixed use of spaces for living, working, leisure and culture, and by protecting open and green spaces. It includes providing support for districts and neighbourhoods with specific development needs and strengthening neighbourhood centres.

Sustainable urban development also means securing interior security by ensuring high-quality urban conservation and urban development, by creating safe city neighbourhoods and ensuring that residents have access to attractive leisure and culture activities, particularly for children, young people and families.

Sustainable urban development requires the provision of active support for sustainable lifestyles and patterns of consumption, as well as safe social milieus to ensure peaceful, multi-cultural coexistence.

If we hope to achieve our goal of urban development programmes that are specifically designed with the future needs of a globalised and digitised world in mind, then we must ensure that there is access to education, training and qualification programmes, as well as academic institutions that generate innovations.

One key task in urban development is to provide support for innovative services. There are lamentable deficits in many service sectors, and especially in production-related services, education, health, culture, leisure, tourism, household, residential and personal services, but also in financial, consultancy, sales and security services. In light of an ageing population, these deficits are serious. As our society gradually evolves from an indus-

trial to a service, information and knowledge society, all of the above services can and must receive stronger support to enable them to make a key contribution to solving the core problems of the 21st century.

Against the backdrop of the global conditions outlined above, the concept of 'sustainable urban development' presents the most plausible, workable future perspective for our cities because it provides realistic, future-capable answers to the major environmental, economic, social and cultural challenges we face. This concept can be applied to the strategies and measures required to transform our cities. It fulfils the call for equality between the generations and within generations which the vast majority of nations and people all over the world envisage for their future. This provides a crucial impetus which generates momentum and motivation.





The renaissance of the city in the knowledge society

Dieter Läßle

Presently, Germany seems to have rediscovered the concept of the city. The tales of crises and decline which have dominated the discourse on cities in past decades are now being eclipsed by a new enthusiasm for urbanity. Since the beginning of the 21st century there have been clear signs of a trend reversal in urban development across Germany.

Accelerated by the mega trends of globalisation and informationisation, a radical change has taken place in the economic foundation of our cities. Particularly in the major city regions of Munich, Frankfurt, Cologne and Hamburg, there is clear evidence of a shift from an industrial economy to a knowledge and culture-based service economy. This shift has created a new urban dynamism. There are clear winners and losers among the cities. The transition from an industrial to a knowledge economy appears to trigger a noticeable polarisation in urban development, characterised by the concurrence of growth and contraction and an increasing segmentation in urban society, which in turn is leading to new forms of social imbalance.

It is irrefutable that as a result of economic structural change and new forms of the international division of labour, cities have largely relinquished their position as privileged centres of industrial production. This drastic change to the economic foundation of cities has not only led to a dramatic reduction in the number of industrial jobs; this structural change has, in fact, created new, decisive development opportunities for the cities. The transformation of traditional industrial systems, based on the mass production advantages of giant factories and large open-plan offices, has led to the emergence of new forms of a knowledge economy. These are based on intellectual work, human creativity, social interaction and networking, and all have a great affinity with urban locations.

The new work world, busy producing information, needs organisational structures that are flexible in terms of time and space; the traditional time and space separation between the worlds of work, home and leisure are increasingly dissolving in this urban working society. As a result, the city is gaining greater importance as a place to live, a living space as well as a place to work.

So what has become of the dream of a house in the countryside, which for years lured young families out of the city? The rising prices of fuel and the abolition of the government's homeowners' allowance have made people question whether a rural lifestyle is really what they want. Job market changes make it more difficult to live in the country. The expensive lifestyle associated with a house in the countryside always depended on a continuous income, a sizeable amount of leisure time and a clear division of labour between man and woman, with the man as the breadwinner and the woman looking after household and children. This model is fast becoming outmoded.

The job market has become a lot more insecure. Fixed, full-time positions will soon be the exception rather than the rule. People with higher qualifications are working longer and more irregular hours. At the same time, the number of women who work has risen steeply in the past decades. Double incomes and the erosion of 9-5 working patterns have made it increasingly more complicated to maintain a family life in suburban towns and villages with long drives or commutes to work. The increasing precariousness of jobs and income means that far fewer people are able or willing to take on a high mortgage to buy a house in the countryside.

The transition to a knowledge economy has elevated intellectual work and creativity to the status of central production factors, turning job markets – and particularly for highly

qualified professionals - into urban 'magnets', attracting businesses and skilled professionals equally. In this sense, the city acts as a central 'hub' job market:

- Enterprises need a sufficiently concentrated and diverse pool of highly qualified workers to produce information and culture; this production is shaped by volatile markets and rapidly changing products.
- Workers need to have access to a broad variety of potential jobs to build a professional career - ideally from one single domicile - taking into consideration a series of frequently-changing jobs and the need to acquire a steady stream of further qualifications; often this is further shaped by double-income households with both partners striving for equal access to employment.

Enterprises have increasingly taken to selecting their locations on the basis of the availability of qualified employees, and qualified employees tend to look for urban centres that offer a wide choice of potential jobs as well as an urbane lifestyle. Within this cumulative dynamism urban job markets provide the context for shared learning processes, and thus the crystallisation of specialised knowledge and qualification pools.

Against this backdrop, many people have found themselves rediscovering the advantages of the city. Cities not only offer a wide selection of potential jobs, they also provide a broad array of local services: shopping, crèches, nursery schools with varied opening hours, schools for a wide range of talents, specialised healthcare and a multitude of educational and cultural activities. For those who lack the time to work in the household, or choose to spend this time otherwise, there are restaurants, snacks, delivery services, laundries, domestic help, etc.

Do our cities really offer all of these options and opportunities? Very few people actually live in Germany's inner cities now, and as the inhabitants disappeared, so did the wealth of services that used to be available. It is precisely these services that make an urban lifestyle feasible and attractive. This is the major challenge faced by the urban development plans of the future: what people want are urban structures which fulfil the new work patterns and lifestyles and which enable them to reconcile their professional life with their family life. The new economic dynamism in the inner cities is decisively shaped and driven by the increase in the number of working women.



The new urban structures are no longer purely shaped by specialisation, zoning and standardisation, but by diversity, complex overlaps and differences. In view of the structural changes and the openness of social developments in a global knowledge society, cities - with their high economic, social and cultural diversity - act as random generators for contacts, information and context-related knowledge. They open up multifaceted potential offering greater opportunities for social participation and for civil society to tackle the challenges of the future.

The European City – a viable model for urban development?

Peter Zlonicky

1. The concept of the European City

A return to a rapidly disappearing history, romanticising myths, a battle call in the struggle to re-establish the traditional urban fabric, an unfulfilled longing for a compact, densely populated, urbane city - the model of the European City is making quite a comeback. The term itself is used by several different camps with different aims. Two positions from the current debate:

- The European City is everywhere and nowhere. It is ubiquitous, it has dissolved into the reshaping that has taken place in the last few decades. The European City in the (north) American city and the American city in the European City, the European City in the (colonial) third-world and the third-world city in the European City – the original, historical form has virtually vanished; all that remains are facades fronting empty or newly erected buildings.
- The core of the European City is the focal point for its citizens. It shows familiar pictures, it is a living history book, the conscience of the city. Even if it only remains as an island in the archipelago of suburban areas - its compact shape, its utilisation density, its appearance and layout differentiate it from all other parts of the city. Suburban areas belong in a different category.

This debate is predominantly substantiated with pictures. What we really need, however, is to further clarify the essence, the substance of the concept by examining the following questions: What are the interior characteristics of the European City? Are they associated with a specific type of city? Is there such a thing as the 'genetic footprint' of the European City?

In his book 'Die Europäische Stadt' (2004), Walter Siebel lists five main features of the European City:

- It is a historically shaped place where civil society was able to evolve.
- It has written a history of hope and political and economic emancipation.
- It is a place of urban lifestyles, communication and the experience of difference, as well as the differentiation between the public sphere and the protected, private sphere.
- It has a historically evolved shape and form, which is also the product of planning. And
- it is regulated by the welfare state, shaped by the values, moral concepts and principles of urban actors.

This defines the constituent elements of the European City. These elements expand and revise the familiar, common definitions of the European city which usually reduce it exclusively either to its shape, its historical centre, its compact layout or its density of uses.

The model of the European City must be liberated from these narrowly set, limiting confines. If the European City is more than just its traditional exterior form, then all distinguishing features shaped by a retrospec-



tion of the historical cityscape are obsolete. Extensions and peripheries are part of the European City. The changing social interrelations in cities are also shaped by European characteristics.

The European City is a place of constant transformation, of its buildings stock, public infrastructures, privately owned trade, commerce and service facilities, culture, economic structures. It is in this constant transformation that the European City reveals its inner strength. In all its many different shapes and forms, it still retains its constituent features, it remains distinguishable. It is the motor driving social development.

2. Challenges for the European City

In view of the city's globalisation, privatisation and economisation, all of which result in an increasing polarisation, it seems justified to ask just what the European City can contribute as a model for urban development. What does it do better than other urban models? Can the European City provide answers to the challenges we currently face, without losing its unique identity? For example:

Transformation is a perpetual task. Reshaping and rebuilding our cities is the key challenge of the 21st century, the 'Urban Age'. The conversion of industrial and military infrastructure buildings has become commonplace in cities. The conversion of existing buildings is also an economic challenge (starting a recycling economy, saving resources) and a social challenge (preserving social milieus). With projects such as Hamburg's Hafencity, with 'Brownfields to Greenfields', with 'From Backyards to Frontyards' in industrial regions, with the re-urbanisation of inner cities in the wake of critical developments, European planning experience is internationally highly acclaimed.

These transformation processes have a

strong positive impact on the job market, on employment and training. 'Creative milieus' not only attract young people to the cities, they also trigger economically viable downstream projects. The practice of temporary use helps to stabilise existing building stock as well as preparing them for new uses in business and municipal activities.

Infrastructure conversion and modernisation. Adapting existing municipal supply and waste disposal networks, which were built to last, to changing urban requirements and demographic developments is exceedingly difficult and places a considerable cost burden on municipalities. In many cases, it is necessary to make a swift decision whether to preserve, privatise or close public infrastructure facilities, e.g. nursery schools, schools, hospitals etc. This, in turn, generates social tension and a loss of urban culture.

It is important that the technical systems are adapted to current needs, even if usage decreases and maintenance and modernisation costs rise. Public transport networks must be equipped with modern technology and made economic. The rediscovery of trams as a means of urban transport and the mobility initiatives started by local councils and associations both serve to support the paradigm shift in urban policies. The climate debate and individual budgets serve to foster public awareness of these remodelling approaches.

Social infrastructure facilities must be given a wider range of uses relevant to the cities, e.g. as in the Community Learning Centre approach. It remains to be seen just how buildings and elements that shape the city's identity, but are dilapidated, can be secured and made available for new uses. Already, there are examples of churches being used as extended public spaces, gaining a new significance as marketplaces for social interaction.

It seems obvious that the European City is capable of making the process of transformation a gain rather than a loss. Public debate and learning processes have contributed to making change processes acceptable and profitable.

Urban renewal of specific neighbourhoods as a continuous process. Projects to renew specific urban neighbourhoods fail if they are planned and implemented as measures restricted to a limited period of time. The realisation that the urban renewal of neighbourhoods must be a permanent process is now universally accepted.

Adaptability and the ability to regenerate are strong in European urban districts. The public spaces that characterise the European City are perceived as public property by the citizens. The local economy can be assisted and developed as part of the process of urban renewal. It remains to be seen just how affordable housing can be upheld as an essential communal asset, as an instrument of control. Here, experience and insight gained with the Social City programme or examples such as the treaty on 'Social Real Estate Regulations' can provide guidelines for securing the quality of the European City.

Immigration as the norm and an opportunity. The necessity of immigration and its benefits for national interests are evident. However, at local level, immigration still generates conflict and overburdens local communities. 'Deprived neighbourhoods' must play a major role in this process, a fact that is not widely enough recognised. Often it is migrants and their local, ethnic economies that make a major contribution to keeping these endangered neighbourhoods alive.

So what can be done to help people of different ethnic backgrounds coexist peacefully in one neighbourhood? How can education and job markets be opened and made pro-

ducing for migrants? How can civil initiatives for a culture of coexistence be fostered and supported? How can the integrative role of schools, a central focus in coexistence, be strengthened?

Every urban planning and development approach must look closely and deal with these issues. In the European City model there are several basic approaches that promise to provide a solution.

The ability to compete. In the federal model of Germany there is no one city which is a central metropolis. In Germany, urban networks do what 'global cities' do elsewhere in the world, and quite obviously with great international success, as can be seen, for instance, in exports. In these networks it is essential that city profiles and cooperations complement each other. Initiatives for cooperations within a network must be developed and set up by the cities themselves, for instance as in the 'Urban Regional Contract' between the major cities in the Ruhr region. The job market, a central arena in urban development, and the building of a knowledge-



based economy depend on the support of intelligent urban development policies.

Securing and fostering identity and uniqueness, the key features of European cities, plays an important role. The design of living conditions that are identical in value within and outside urban networks, the elimination of disparity between islands of wealth and poverty, the establishment of a society on the principles of solidarity and social peace remain key challenges.

Process quality. Processes of participation, the setting up of 'round tables' and diverse types of workshops are planning qualities which are highly evolved in German cities and are internationally acclaimed. Participation processes have shown themselves to be highly effective, and particularly in critical situations.



The 'Baukultur' (building culture) initiatives at local, regional and national level are initiated by the citizens - Baukultur is also process culture. Baukultur fosters minimal intervention strategies and thus contributes to sustainable development and securing the quality of the European City.

3. Do we need to re-invent the European City?

No. The European City is a model which focuses on convergences of urban cultures, and not, as in many other approaches, on divergence. It is a framework and space for the re-urbanisation of the city.

But: if we intend to use it as a model for planning then the traditional definition of the European City must be decluttered and tidied, and the outstanding features which make the European City such a good model must be highlighted. The focus is on establishing new qualities in the transformation process, and not on providing static templates. With this as a basic premise, it no longer makes sense to maintain the separations between the European City, suburbia and the periphery. The European City incorporates elements from other urban types, just as it absorbs immigrants and other cultures – it needs this input. It is an amalgamation that is constantly changing and evolving, and its strength stems from the process of transformation.

The European City – phase-out-model or a prime cultural asset and core element in the European Union?

Folkert Kiepe

Social changes and legal and political defence lines open up new opportunities for the European City, and with it greater options for municipal self-administration:

1. Protecting, maintaining and revitalising inner cities and cityscapes

Let us start out by noting that the cores of European cities – today’s inner cities – have managed to retain their formative and function-shaping role throughout all social, political and cultural developments and discontinuities. The economic structural changes that are taking place everywhere, the spatial and social segregation and the loss of commitment to a specific location by businesses, employees and inhabitants have not destroyed these cores, unlike, for instance, what has happened in the United States. Instead of capitulating in the face of these processes, perhaps we should be using and even modifying the framework conditions – and particularly with regard to planning regulations, the treatment of public spaces, in administrative structures and finances – in such a way as to ensure that the European city continues to have a realistic chance of survival.

2. Exploit the opportunities presented by demographic change

Against the backdrop of the obvious demographic changes taking place around us, cities need to focus their urban policies far more stringently on the economic and social advantages offered by a functional mix. The compact, mixed-use, socially integrative

European city makes both economic and environmental sense. Overall, the number of citizens aged 60 and above and citizens from different ethnic backgrounds will rise, and this increase will create further integration challenges. Cities need to respond to this challenge by creating a wider range of new housing options and by systematically replanning their public infrastructure, their social and cultural services and by integrating private initiatives far more than is presently done, and thus maintain their ability to provide effective social and ethnic integration. Small municipalities in regions experiencing a noticeable decrease in population numbers will find themselves no longer able to organise and finance the present standard of general public services. This will only be possible in cities and with the aid of networks of several cities and municipalities.

3. Re-establishing controllability

This type of centralised infrastructure policy requires the use and concentration of all municipal resources. Communal planning and municipal laws, the economic activities that fall within the scope of general public services, the deployment of staff and funds must be far more tightly woven together with the aid of integrated urban development and planning and controlled by a single urban policy. Municipal enterprises must be used as assets within an integrated urban policy, and not sold off for profit.

As a rule, general public services should be based on communal products and services as this allows the municipality to influence quality standards and safeguard production know-how and regulatory capacity for its citizens, rather than leaving them open to be preyed on by the socially and environmentally “blind” liberalised markets.

4. Safeguard local autonomy

The self-image that cities have of being self-regulated local societies, rather than entities on the lowest federal administrative level, must be articulated in the public debate to a far greater extent than it currently is. Communal self-administration and communal autonomy within the structure of the state is both location and citizen-centric and also offers two crucial advantages that are of outstanding importance, particularly so in this day and age of fundamental change (at economic level: globalisation, and at political level: the expansion and increasing power of the European Union). These advantages include the flexibility of the decentralised system of cities and their networks, which enables them to deal with the many developments that occur in the individual regions of a large territorial state – and even more so in the European Union – much better than a centralised administration could do. Additionally, with this system it is easier to attain the consent of the citizens as an essential prerequisite for fundamental decisions, than it is at a national or European level.

5. Improve and restructure municipal finances

Any plans to reform municipal finances comprehensively must start out by redefining the tasks and funding of the cities and municipalities in order to eliminate their structural deficits. To achieve this goal requires strict adherence to the connectivity principle. It must also include the reorganisation of the existing rigid and sectoral subsidy policy. This should be replaced with decentralised subsidy policies at municipal level in order to concentrate and link individual municipal duties across all departments (urban planning, housing, social cultural and educational work, transport policy, environmental protection, business development and infrastructure policy) as part of an integrated urban policy and also strengthen the scope of independent

action and the individual responsibility of the cities and municipalities.

6. Organise regional cooperations in city regions

The effective, decentralised organisation model of municipal self-administration must be adapted and adjusted to keep pace with actual developments, thus allowing the challenges of the future to be tackled at municipal level. At national level there has been a clear rise in the number and scope of the tasks that individual cities and municipalities can no longer cope with on their own under the terms of the present regional divisions. The tough competition in the European domestic market has led to an increased pressure on the cities and municipalities to set up regional cooperations. Accordingly, one of the aims of administrative structure reforms in the federal states, in response to the interplay between state and city, must be to strengthen municipal self-administration and furnish it with greater scope for action and decision-making powers. To do this, cities and municipalities must be allocated all tasks which can be dealt with locally (the subsidiarity principle); this may require municipal area reforms in some federal states. The aim is to modify structures to ensure that there is only one single level between the cities and municipalities and the federal state government: a municipally-organised regional level.







Living city, animated city or artificial urbanity?

Hartmut Häußermann

For some time now the concepts 'urbanity' and 'urban culture' have been experiencing a resurgence in the vocabulary of town planning and urban policy. Roads are paved, pedestrian precincts opened, city theatres and shopping centres planned, urban designs presented and business support programmes are proposed all in the name of increasing urban quality or boosting urban culture. Urbanity seems to have become a compulsively repeated mantra used to justify any type of urban planning intervention.

In the theoretical debate on cities, urbanity is synonymous with urban culture. The concept 'urban culture' encompasses a specific lifestyle, it designates a public and democratic form of shaping the development of the community. Since ancient times urban culture has been characterised by a degree of openness towards unfamiliar or new ideas, towards cultural and intellectual innovation. This includes the individuation and anonymity which are only truly possible in a purely urban environment, and which enable people to live experimental lifestyles and switch roles at any time and in every phase of a biography. This generates a cultural diversity that acts as a catalyst for self-energising processes of cultural and economic differentiation. Differentiation is not possible in closed societies where individual behaviour can be controlled and sanctioned by neighbours or family, or even government agencies. Urbanity depends to a crucial degree on uncontrolled spaces where a public arena can be created – a public arena that is social and political, that is the result of interrelated individual and collective action. Public spaces are an essential component in urban culture; while the public character of these spaces is not limited to their built substrate, they must fulfil at least minimum standards in order to make public use possible.

The idealised concept of urbanity is based on a liberal anarchist utopia – it is simultaneously bourgeois and anti-bourgeois. An urban city is a living city.

Urbanity is a multifaceted concept with political, economic and cultural dimensions. In the contemporary debate on urban planning, the concept of urbanity has become banal, it has been cheapened and used to sum up the exterior features of a town or city. 'Urbanity' has been reduced to a culinary dimension; it is used to identify urban spaces as pleasant backdrops for an interesting sojourn, as places where people can 'experience something'. City visitors or inhabitants become consumers of a specific atmosphere. Within the confines of urban design propaganda 'urbanity' generally means nothing more than 'animated city', because otherwise we would not be able to capture it and it would not primarily be an issue that can be addressed by architects and urban planners. However, architects and urban planners should not expect themselves to create more than the framework for diversity and vitality to blossom. Urbanity cannot be planned. A city society is either urban or it is not, and if it is then it will also create its own structural expression. Architects are no more than the vicarious agents of dominant social powers, even if they occasionally perceive themselves as the shapers of the world.

Let us be modest. So much would be gained if urban planners were capable of actually creating the framework for an 'animated city'. So what is it that makes a city vibrant and interesting?

If one generalises the features and characteristics of urban places such as Manhattan, the Quartier Latin or Palermo, then three distinct concepts emerge that characterise vibrant environments: inequality, asynchronism and inequivalence.

Inequivalence of the inhabitants and their activities is reflected in different lifestyles, in different behaviours and different styles of self-presentation. Working and strolling people, fast and slow movements, wealthy and poor, busy people and people lost in contemplation, buyers and sellers. It becomes even more colourful if different ethnic groups shape the streetscape, if things that have never been seen before are present, if unfamiliar products and exotic music are offered. Our curiosity is especially kindled if different types of utilisation coexist side by side. A museum island is dull if it is not embedded in a different, contrasting environment; an administrative district is tedious because there is nothing unexpected; a purely residential area is monotonous because nothing happens there except dwelling. An urban quarter is only stimulating if one encounters the unexpected, the unfamiliar there, if the paths of people with diverse aims and purposes cross there, thus generating unexpected combinations and scenarios. This includes the non-compliant, the unplanned which has no private place and therefore takes to the streets and public spaces. Socially, culturally and functionally homogenous places can never be urban because they are exclusive – this applies equally to the higher classes as to the controlled spaces of formerly alternative scenes. Inequality is not just a culinary issue; it also generates conflict. If one part of society feels that it no longer has an integration perspective, if inequality turns into opposites, then urban scenarios become so lively that they can no longer be digested as a simple experience.

Asynchronism is a further feature of an interesting city. Different architectural styles and functions from different periods of the city's history, the presence and the contrariness of asynchronicity draw attention to social and urban developments. The presence of history in the shape of traces of past regimes and economic eras gives a city a unique vitality,

because buildings and floor plans embody the efforts and the work of past generations. The present collides with the past particularly strongly when the structures appear dysfunctional from a contemporary point of view, thus calling us to creatively appropriate these structures. The destruction of historical buildings is always a loss of creative energy. No city that was planned and built at the same time can ever inspire us and unleash so much creative energy as a city that has been shaped by history.

Synchronism is boring. This also applies to the potential type of uses which can be integrated into the urban fabric. Things can never change abruptly and simultaneously in environments where many people own a small part. The traditional and outdated has its place alongside the new and dynamic. This creates a city with varying levels of acceleration, challenging the senses and provoking reactions.

The rhythm of a living city is characterised by asynchronism. Nothing here works according to a central time system. Seasons and opening hours must lose their structuring power if we are to have spontaneity, the unplanned and the unexpected. A city can only be alive if we can hope that not everything in it runs to plan. The myth of urbanity is propelled to a crucial degree by the perpetual expectation that everything that is could be different.

Finally, we also need to mention the element of inequivalence, which is closely associated with asynchronism. Evaluating land and buildings is an economic process which does not generate precisely the same results in all areas of a city. Whether the valuation is reflected in a reallocation of the present use, in a conversion or in the replacement of the present inhabitants depends largely on the ownership structure and the decision of the owners. In every city there are areas in which the buildings have been written off or where the

potential profits cannot be generated due to the idiosyncrasies of private owners. In these devalued areas there is a chance for activities that are non-economic, unprofitable or economically weak. And frequently these are activities that are innovative and provocative, be they cultural, social, political or economic. It is these activities, and not the international standard offerings, that give a neighbourhood a unique, attractive and exciting atmosphere. For these to exist, however, requires the presence of niches that are not under pressure to be transformed into real estate capital.

Inequality, asynchronism and inequivalence cannot be planned. They elude conscious planning and can only develop in a historically grown environment which is not dominated by a controlling centre. Where planners attempt to create 'urban situations', for instance in gigantic modern shopping centres, in the malls of major development projects or in the commercial centres of city planning, the result is highly artificial. Participation is determined by social conventions or purchasing power. Activities only take place during opening hours and the 'urban experience' is limited to specific spaces. In the artificial city urbanity is only simulated, and for this reason it is always sterile.

When architects and investors aim to create 'urbanity' we should be on our guard. Usually, it is a carefully planned scheme to minimise risks, with the city's inhabitants only factored in as consumers. Their role is to consume the products and services on offer and enjoy organised events. The greatest danger here is that the scenario the planners have envisaged does not actually occur, i.e. it is not accepted, to use the marketing jargon. All that remains then is to employ even more cunning methods and put on even more spectacular events to woo the target audience, resulting in a never-ending string of artificiality. The events on offer can be found in advance in the entertainment guide of the daily news-

papers. The built city would still exist, but it would not be urban.

The fact that urbanity or urban culture cannot solely be the result of planning or political decisions does not exonerate urban policy from assessing the scope for development; we need to consider whether this scope should be limited rather than extended as increasingly large areas of the city disappear under major development projects implemented by private investors. The decisive factor must be what the citizens' role is in shaping urban life alongside power and money.





Immigration is changing Germany - Meeting the political and planning challenges

For an urban policy based on diversity and social balance

Andreas Kapphan

Providing targeted integration assistance is one of the key challenges facing cities and communities. Internationality, interaction with diversity in an integrated city society, intercultural openness and competence are decisive location factors, not only for multinational companies; flair and an open attitude to the diversity of modern lifestyles are key factors in determining a city's appeal for citizens and potential new citizens. It is the task of the municipalities to develop and implement the appropriate guidelines. Over the past years many cities have formulated integration programmes – but the actual implementation lags far behind.



The PISA Study showed quite clearly that educational success (and with it upward mobility) in Germany is heavily dependent on the social origins or education of the parents. The majority of immigrants who came to Germany in the past decades belonged to social classes for whom education plays a secondary role. Against this background a policy of social balance is outstandingly important.

In German cities, and particularly in those in the west, the disparity between 'rich' neighbourhoods and neighbourhoods with a high concentration of high-risk and problem areas is increasing rapidly. Municipal policies must set clear budget priorities and start investing in deprived districts in order to develop them into places of social integration. In these neighbourhoods, more than anywhere else, we need excellent schools and facilities for young people, comprehensive, far-reaching assistance for families and young children and differentiated support programmes for vocational training and local enterprise.



City. To whom it may concern.

Marta Doehler-Behzadi

Nearly one third of Germany's population lives in large cities. If we include the metropolitan regions, i.e. the central cities and the suburbs, then the number rises to 73%. Accordingly, there are few people who are not touched in some way by the issue of cities. One would think that there would be few other issues that generate such public interest, that are as publicly accessible, clear and concrete as the city.

In today's world, cities must be the motor of change, leaving behind the old structures of industrial society and evolving into a post-industrial society. If we are to expect knowledge-based economies to create value in this phase, then the location needs of these new businesses and their highly qualified, demanding, highly mobile workforce must be fulfilled. Their needs include good infrastructure connections, advanced telecommunications, adequate housing, leisure and cultural activities and safe neighbourhoods. Urban society needs more attractive structures and buildings, varied sources of inspiration and an urban stage on which to present itself, define and experience its unique identity. Urban planning and strategically aligned, urbanistic local politics can become key topics in urban development.

Even abstract spatial planning concurs with this provocative grammar of reform: although Germany does not have a global city of the stature of London, Tokyo or New York, it does have a historically evolved network with many strong, proud and beautiful cities. These are in the process of regrouping and realigning to form metropolitan regions, thus fulfilling in an agglomeration the functions which a single major city or metropolis performs in other centralised city systems.

We are experiencing a new trend: 'Back to the city'. The experts have not yet agreed

whether this is a secure development path of re-urbanisation which will actually lead to a substantial, enduring and sustainable consolidation of the inner cities. But there are numerous indications and promising examples.

Wherever traditional sites and buildings are no longer used for their original purpose, be they commercial, railway or military sites, space is created for new options: new housing, different leisure facilities, more open spaces. And where these sites are not immediately transformed for their new purpose, we see intermediate, possibly temporary uses establishing a foothold. Or a type of intermediate green takes hold of the site – almost subversively – without any form of human input involved. Suddenly, we have uses in the city centre which would have been unthinkable a few years ago, such as a swimming pool in a bathing ship on the river, a beach bar with beach huts on sand but with no beach, beach volleyball on the main square in front of the town hall, ice skating in the central station – everything is being reinvented, reinterpreted, reused. Urban life is becoming casual, laid-back in a completely new way.

This may be wishful thinking, but it does not matter: everyone knows that even if rational, economic utilisation aspects are taken into consideration, there is still so much in the real estate industry that is completely irrational. The lifestyle pioneers, opinion leaders and trendsetters create new locations and milieus. If you want to be hip, trendy, sophisticated or up to date now, the last thing you'll be doing is moving to a half-timbered farmhouse with pots of geraniums at the windows. Urbanity is the lifestyle of the future.

Today, the cities have sufficient potential and ideas to reproduce in a truly urban style while still retaining their appeal. Politicians should not miss this moment, because urbanism can be a recipe for the success of reforms.



2. Reconsidering urban planning: good practice

A plea for integrated urban development

Peter Conradi

Urban planners, architects and engineers tend to view urban development primarily in terms of designing and constructing buildings and streets. To my mind, this falls short of the mark. The development of our cities also encompasses social, environmental and economic issues, education and culture. Unfortunately, the departments entrusted with handling these issues at federal government level, at federal state level, in local councils and municipalities are strictly separate, with each department developing its own version of the city. This makes it exceptionally difficult to achieve a truly integrated urban development policy. Here are three examples:

1. In Germany the divide between rich and poor is growing, and with it the social segregation into neighbourhoods with unemployment and poverty, and privileged districts with ghettos for the wealthy. Future quality of life in cities depends to a large degree on how well the local governments succeed in addressing the problems of unemployment and poverty. Urban design and architecture should not concentrate exclusively on inner cities, but should make a contribution to improving neglected neighbourhoods suffering from unfriendliness and architectural facelessness by giving them a new identity. This includes land and planning policies which actively work against social segregation.

2. The threat of climate change and the increasing scarcity and rising cost of energy resources - the latter raising the spectre of more energy wars - have gradually sunk into the public consciousness. Little of this heightened awareness is, however, noticeable in the current planning of cities, traffic and buildings. The modernisation of existing buildings to make them more energy-efficient could release vast, as yet unused energy saving potential. The conversion of our power

industry to a decentralised energy industry with renewable energies is long overdue. All of this generates new criteria in urban design; for instance, clear preference should be given to rail-based public transport systems rather than road traffic. Developments within the city must take precedence over the conversion of green spaces into yet more building sites; the significance of solar energy and energy-saving heating and cooling solutions will increase in architecture.

3. Wealthy Germany lags far behind other, smaller nations such as Finland and Austria in terms of education. In our country, a child's educational prospects are primarily determined by the child's social background. Even if predictions about 'The End of Work' (Jeremy Rifkin) do turn out to be true, a person's social interaction and quality of life will still depend decisively on whether the educational system has succeeded in imparting the skills needed for a self-determined, fulfilled life. Experts are unanimous that the quality of pre-school care and education must be improved. So what does this have to do with urban development? Instead of waiting for the federal and state governments to agree on the long overdue educational reform, cities should postpone expensive, prestigious projects in favour of focusing on building and upgrading day-care centres and all-day schools, providing better further education and training for women and men in educational professions and employing of youth social workers. As cities compete to attract well-educated, young, affluent inhabitants, the important criterion for future generations will be a good, up to date education system rather than elaborate entertainment events.



Open Spaces

Erika Spiegel

If we wish to preserve the characteristic layout of the late 19th century city even with fewer inhabitants, we must focus on accommodating in such areas not more, but less dwellings than before. Although we may not be able to preserve all old buildings and old blocks, we must utilise the upvaluation of properties by creating 'more green', and particularly in endangered areas, as an opportunity to ensure that this old layout remains recognisable and tangible.

The opportunity of providing 'more green' materialises on two distinct levels, each requiring its own, very different concepts and actions: first, on the level of individual blocks, where the green space would be comparatively small in size and indirectly or directly linked to housing. This leaves the blocks intact. Second, on a level spanning several blocks, as a self-contained landscape element which however does not obscure the basic block structure.

The individual block level, which is de facto more or less the temporary conversion of uses of gaps between buildings, has received far more attention. The common use of green spaces for recreation and sports, tenants' gardens or allotments has met with such an enthusiastic reception from the inhabitants that they have been prepared to landscape and maintain these areas. Most of the calls to unleash 'creative potential', to participate in artistic scenarios that emphasise the opportunities of the new open spaces, have been at this level.

However, it is precisely at this level that we also need to find transitional solutions for spaces that lack a long-term perspective. If one wishes to avoid forcing tenants and

inhabitants to endure unacceptable housing and living conditions then the steadily rising number of empty properties and gaps must be tackled with meticulous, conscientious landscape design; any sign of dilapidation must be countered by a clear signal of the common public interest.

The innovative landscape elements that are so frequently mentioned are not the 'new landscapes' or even the 'new urban landscapes' which are intended to add a new quality to the urban-regional level. It is not about the innovative concept of 'embedding the city in the landscape' but about embedding new landscape elements in the city, and by doing so, strengthening their cohesion, not tearing it apart. It is no longer about compensating for specific urban social and environmental deficits, which was long cited as the reason for needing 'more green', but about creating a reciprocal correspondence between urban space and open space, with the two complementing each other aesthetically and with neither side dominating.

Everywhere, in the east and in the west, the size, number and location of buildings that sooner or later will no longer be required for housing will force us to reconsider the structural and planning concepts of the past decades. We need new urban concepts that enable us to forge a link between built up and no longer built up neighbourhoods, between typical urban and landscape elements – not as a 'substitute' for buildings, but as a self-contained structural element. It is conceivable that the combination of typical urban elements with landscape-type elements corresponds to the preferences of a certain proportion of the urban population who prefer more open, less densely built up urban spaces that are more like gardens and landscapes to the many compact, dense, almost completely built up urban spaces of the late 19th century.

Urban Heritage and citizens' involvement Michael Krautzberger

Cultural monuments and ensembles meet with a remarkable measure of interest. The visitor numbers reported after the annual Heritage Open Days or other similar events throughout the year are impressive: in the past years, around four million people participated in these nationwide events, which take place on the second Sunday in September. This interest is widely viewed as a type of public opinion barometer, indicating the level of support which the preservation of monuments - including buildings, archaeological sites and gardens - has in citizens' everyday lives. According to a study conducted by the Allensbach Institute, a leading public opinion polling organisation, two thirds of the population believe that the preservation of historical monuments is or should be a key socio-political task.

Civic involvement in the public task of preserving historic monuments - is this a contradiction or is it the response of civic society to an overburdened state and the desire of

citizens to assume responsibility? Whichever side one takes, this crucial debate cannot be limited to a theoretical or ideological discussion. More important by far is to source the necessary direct assistance and funding needed to preserve cultural heritage. Preserving historical monuments is a long-term task with vast financial dimensions, and for this reason alone it depends on partnerships between committed citizens and strong institutions. The state would be well advised to tap into this nascent and broadly rooted commitment and foster a sense of partnership, for example by introducing inheritance and endowment tax incentives and thus strengthening a long-term source of cultural support.

We must not forget that the state is constitutionally also a Kulturstaat, i.e. it bears responsibility for cultural affairs. Perhaps soon we will see this defined as a basic objective in the constitution, alongside environmental and animal protection, thus making the state financially responsible for protecting and preserving the deeply varied cultural and historical identity of our nation.





National Urban Development Policies in Neighbouring European Countries.

Mobility.

Interview with Pierre Laconte, President of the International Society of City and Regional Planners – ISOCARP and Member of the EEA Scientific Committee, by Peter Zlonicky

In your opinion, what are the most important challenges that cities face in Europe?

First of all to find ways to cope with the increasing cost of energy: therefore cities in the 21st century will have to develop in ways very different from the 20th century. In the 20th century cities have adopted strategies derived from the American way of life: expansion of the public infrastructure for private car traffic, urban sprawl and low-density settlements that cannot support public transport. As a result local public transport in the USA accounts in average for a mere one per cent of the total motorised traffic.



The reversal of these policies requires a policies coordination covering all spatial aspects of activities. This will mean for instance – as already initiated by the German government – the end of subsidising commuter travel between the home and place of work. It also means the end to subsidising new estates outside of cities. This would put spatial development back on sound economic foundations. It would enable people to make realistic decisions about their residential location.

This, in turn, would increase the urban density in cities, but would also significantly reduce energy consumption and lower infrastructure costs. A study in Belgium has found that the cost of suburbanisation is eight times that of integrated development within cities: just think of the costs for access, electricity, telephone and other cable connections, supply and waste disposal services, social infrastructure for schools or hospitals – there is a manifold increase in infrastructure costs if they are scattered across the country. Consequently, the first challenge for a national urban development policy is to foster an effective re-urbanisation. As a result of industry exodus there is more and more space available for new developments within cities. This is not only true for the redundant industrial and port areas, the disused military and railway sites but also for obsolescent large-scale office developments, all of which constitute a vast potential for new development. New developments do not require the complex wiring installations found under the ceilings of old office buildings, wireless connections being provided by blue tooth and similar devices, insofar data protection is ensured. Regression in demand for offices sector is already today's reality and will be a major challenge of tomorrow.

New developments will have to take into account the additional housing space required for home based computer activity, i.e. the computer space for work and study for each occupant, including children, not to forget the

space required by the “recomposed” families’ lifestyle.

The kind of housing that meets these new requirements can most easily be supported financially in urban locations allowing a reduction in energy-costly motorised daily travel and favouring environmentally-friendly means of transport – predominantly bicycle or walking.

The energy policy, which is being revisited at European level, should be clearly linked with land-use and housing policy, through integrated approaches aimed at reducing energy consuming transport modes.

This is still far from being a European reality. According to a Report of the European environment Agency (3/2007), the EU subsidies to transport represent 280 billion EUR, of which 140 to the road, in addition to all national and local subsidies.

This figure might still increase as a result of the coming subsidies to agro-fuels, as part of the alternative fuels policy. These new subsidies are advocated by both the agro-business and oil industry interests.

Which national urban development policies in Europe can provide inspiration for national energy conscious urban development policy?

Let us take the national level first.

The Scandinavian countries, especially Denmark on the one hand and Switzerland on the other hand, developed sustainable urban development policies and measures. Denmark is interesting in that it decouples economic growth from the increase in mobility. Austria as well, which – like Germany – taxes transit costs for goods traffic on roads. In fact, due to the subsidisation indicated above, the traffic volume increases much faster than the development of the entire economy. This means that mobility develops independently, even though its development should be derived from the activities. Regrettably, the public

still perceives mobility as a positive element – promoted by advertising and the media. This has never been the case at any time in history. Transport was always paid for by its users. England had in the early nineteenth Century 30.000 km of toll roads. The railways developed through private financial instruments, as did the Paris, London or Budapest metros.

The urban sprawl in Europe is following more or less the patterns of the US with some delay in time, as the same forces are at work. This has been studied in depth by the European Environment Agency. This Agency has made a report called “Urban Sprawl in Europe – the hidden Challenge” (10/2006), which demonstrated that strategies and instruments to control sprawl strongly depend on today’s realities of multiple and interacting levels of governance, from local to European.



Urban sprawl is however an issue to be considered worldwide. As an example the 2008 congress of the International Society of City and Regional Planners - ISOCARP, to be held in China, is taking as theme „Urban Growth without Sprawl - A Way Towards Sustainable Urbanization“ (www.isocarp.org)

The local level is equally important.

Most urban innovations are the result of local policies and initiatives. There are plenty of good examples in Europe. One of them is surely the City of Zurich, which developed an integrated set of measures to successfully shape the process of re-urbanisation. The influx of cars to the city is not controlled through congestion charges (as is done in London), but through parking charges: time-limited, free or cheap parking is available for shoppers in the city. Long-term parking for commuters is very expensive, while cheap for residents. The aim is to encourage the return of inhabitants to the city and the use of local public transport. This has a great influence on the development of the city: people move

back into the city, the city is more vibrant, urban living conditions are appreciated again, pollution from cars is reduced and all in all the city's financial balance is favourably affected by the new urban dwellers. The successful tramway system of Zurich has been influential in the boom of new tramways networks all over Europe.

Another positive example is the City of Copenhagen. Here, the “Finger Plan” which concentrated development in a radial pattern with open spaces in between has proven successful. Urban densification around the stops of the radial metro lines is stringently pursued. This allows green landscape areas to be retained right into the city. Additionally, local connections are extended with the metro to the airport and even – thanks to a new rail trans-Baltic connection – to Malmö: this means Malmö is today only 20 minutes away from the Copenhagen airport and the centre of Copenhagen. This land-use and transport policy has resulted in a clearly favourable energy and environmental balance.



Another positive example is the city of Bilbao, which in the early 90's has redeveloped an industrial area of 30 ha just next to the business centre, along the old industrial waterway, by building cultural anchors at both ends of the area and filling the intermediate space with private investments in housing, office, commercial and other service activities. The huge added value generated by this operation has allowed the construction of a new tramway line along the Canal and the rehabilitation of other deprived areas of the city. Bilbao is thus both an example of urban rehabilitation and of transit oriented development. More recently, Valencia has followed the same path, with an emphasis on science and technology, taking advantage of the America Cup.

In a larger scale context, Barcelona is an example of compact city, because of the fact that it is surrounded by mountains and because the late policy of the city is to protect the slopes of the mountains from development, in order to keep the compact urban development within the ring road.

In the UK, the renewal of Manchester and Birmingham are considered as outstanding. The development of Manchester in particular has been made around a new light-rail system, that was put in service in 1992 and which has triggered the renewal of the city centre. Both cities encouraged housing development along the canals after their cleaning and restoration.

Finally among the local sustainability policies and measures one should mention the massive rental bicycle fleets privately introduced in Barcelona, Lyons and more recently in Paris. Previous experiences failed because of their limited supply. In Paris the available fleet of some 20.000 rental bicycles is considered by the citizens – together with the reserved lanes for buses and bicycles - as a revolution in their lifestyle and the model of similar developments to take place in other European cities.



Urban Development Policy in the United Kingdom

David Ludlow

The UK Government has identified the major challenges facing UK today including climate change, globalisation, energy security and demographic change. In response the Government Department of Communities and Local Government has set UK policy on local government, housing, urban development, with the aim to create thriving, sustainable, vibrant communities that improve the quality of urban life. To this end core aims include, building more and better homes, and reducing homelessness; improving local public services; regenerating areas to create more jobs and working to produce a sustainable environment.

UK Government policy on urban development is defined by Planning Policy Statements (PPSs) as guidelines for local implementation based on the core principles of Sustainable Development as follows:

• Social Cohesion and Inclusion

Developing sustainable communities promoting community to meet the diverse needs of all people in existing and future communities, promoting personal well-being, social cohesion and inclusion and creating equal opportunity for all citizens.

• Protection and Enhancement of the Environment

Protecting and enhancing the quality of the natural and historic environment delivered with a high level of protection for the most valued townscapes and urban wildlife habitats and natural resources, in order to deliver social and economic benefit for local communities and enhanced quality of life.

• Prudent Use of Natural Resources

Prudent use of resources using them wisely and efficiently, in a way that respects the needs of future generations, for example, by building housing at higher densities on previously developed land, rather than at lower densities on greenfield sites promote resource and energy efficient buildings; community heating schemes, the use of combined heat and power, small scale renewable and low carbon energy schemes in developments; the sustainable use of water resources; and the use of sustainable drainage systems in the management of run-off.

• Sustainable Economic Development

Promoting a strong, stable, and productive economy that aims to bring jobs and prosperity for all, in recognition that economic development can deliver environmental and social benefits, for example ensuring that suitable locations are available for industrial, commercial, retail, public sector e.g. health and education, tourism and leisure developments. Also to ensure the provision of sufficient, good quality, new homes, including an appropriate mix of housing and adequate levels of affordable housing, in suitable locations, whether through new development or the conversion of existing buildings to ensure that everyone has the opportunity of a decent home, in locations that reduce the need to travel.

Today the practical focus of action, to address the major challenges identified above, includes the building of new homes to meet the needs of future generations and the creation of places where people want to live and work. Key measures are proposed to support the delivery of three million new homes by 2020 that are needed to meet growing demand and rising aspirations.

A newly established Homes and Communities Agency will deliver more new and affordable homes in mixed and sustainable communities, bringing together land and investment for new homes, combining responsibility for surplus public sector land allied with a multi-billion pound budget. In bringing together land and housing, the Homes and Communities Agency will support the regeneration and delivery of new social and affordable housing, both social and private. It will also make better use of surplus public sector land and maximise the potential for brownfield development.

These initiatives will also make it easier for local councils and housing associations to build more homes. It is proposed to build the

first new towns for nearly half a century, with ten new eco-towns across the country. More than 50 applications to build the eco-towns have been received.

New homes will be greener to tackle the challenge of climate change. All homes will be built to higher environmental standards, and to zero carbon from 2016, with a million zero carbon homes in the subsequent decade. Furthermore major investments are being made in new and affordable housing, to give first-time buyers and young families a foot onto the housing ladder. Half of the new homes built on disused public sector sites will be designated affordable housing, for social rent, first-time buyers and key workers.





3. Actors for City and Urbanity

Urban policy is investment policy and business development

Bernd Hunger

Society needs to appreciate that urban policy is not a subsidy policy, but an active investment policy. We need to overcome the outdated sectoral division and separation of connected tasks, which was scarcely comprehensible from the point of view of European programmes (Urban): investment versus non-investment measures, business development versus urban design programmes versus social programmes etc. Soft location factors only appear to be soft. In reality, the economic implications are tough when thresholds of acceptance and compatibility are crossed: social peace, an intact environment and acceptable quality of life for all are essential preconditions for economic success and sustainable profitability.

The concept of urban development as an active economic and social policy is closely connected to a new quality in the cooperation between local governments and enterprise. The impetus for a National Urban Development Policy cannot come solely from the public sphere. A cause for concern, however, is the fact that local governments need strong business partners now more than ever before, but in many cities these partners are fast disappearing. This loss is a factor in nearly every sector:

- Economic structural change leads to corporate strategies becoming detached from local interests. The bond between the company and the location weakens. Frequent site change not only generates considerable social problems, it also devalues all infrastructure tailored to the needs of these companies. Businesses that have only a very tenuous bond with their location are rarely prepared to become involved in location strategies and development projects.

- The sale of municipal services and undertakings, such as housing companies and public utility companies, due to financial difficulties results in local governments losing crucial business partners who are bound by principle to unite their business interests with urban development goals.

From urban conversion to integrated urban and regional development

The effects of demographic and social change – fewer inhabitants, a drop in the demand in virtually all site and utilisation categories (with the exception of a few growth centres), social differentiation, spatial polarisation - are characterised by two key factors:

- These effects are perceptible not only in cities, but also in rural areas, where they can be even more severe.
- They have an impact of varying intensity and strength on all interrelated infrastructure areas which, in turn, has an impact on management, modernisation, demolition or construction.

The adaptation of urban structures and infrastructure to changing social requirements is a task for all of society. It cannot be viewed exclusively in the context of an individual city, but must be set in the wider picture of regional development.

Financially sustainable urban policies that are both economically and socially successful cannot be achieved merely by extending sectoral programmes and development approaches; instead, they need to be anchored in cross-community and cross-departmental responsibility for structural change in the communities and regions. All departments need to become involved, including the European Union structural assistance programmes.

Making the regulatory framework more city-friendly

To maintain an infrastructure level compatible with the principle of providing equivalent living conditions it is necessary to rethink the function, organisation, technology and funding of infrastructures.

Financing transformation processes, in which growth, shrinkage or stagnation are designed to be differentiated and apply to small areas, calls for a set of models different from those required for financing growth processes. This problem is relevant to many areas of modern economics and the solution can open up a new opportunity. The regulations detailed in the Urban Redevelopment Programme are the beginning of a new direction in thinking. All political, planning and entrepreneurial action must be based to a greater extent on the regional and urban dimension.



Creating the framework for entrepreneurial action 'Pro City'

Politicians are expected to create a suitable framework to ensure that the city profits from enterprise. Tax breaks, assistance schemes, investment incentives, planning regulations and other business frameworks that are shaped by government policies need to be reviewed. The main issues are:

- Do they benefit the objectives of sustainable urban development? Positive examples include tax breaks for measures associated with the preservation of historic monuments, inclusion of the preservation of compatible neighbourhoods in the Gleichbehandlungsgesetz (General Equal Treatment Act);
- Are the enterprise incentives sufficiently strong to further the interests of sustainable urban development? Negative examples include the abolition of the capital investment subsidy for inner city housing developments and the lack of a spatial component in the KfW (Reconstruction Loan Corporation) programmes to reduce CO₂ emissions through energy-related measures.

Urban development is an issue for the urban community

The initiative for a National Urban Development Policy can only be successful if it wins the hearts of the citizens. It can become a civic initiative if the projects are not perceived as 'coming from above' and being decreed by the government, but as having evolved out of a local communal process of debate. A broad social debate on the conclusions reached under the German presidency of the European Council would be an excellent political start for a National Urban Development Policy.

The opportunities of a proactive business policy. Cities as hubs in the knowledge society

Volkmar Strauch

Currently, everything appears to indicate that in the 21st century the big cities could regain their former role as economic power centres, but this time as hubs in the knowledge society. Knowledge and information will be the main driving forces of economic development in the next century. Modern information technology has triggered a new age, comparable only with the industrial revolution in the 19th century.

In this process of upheaval the large cities have an inestimable location advantage over the peripheral regions. The raw material of the knowledge and information society is generated in these centres, and direct proximity advantages mean that the products, processes and services are also sold

or implemented here. It is in the cities that innovative industries form clusters. The atmosphere is one of innovation and pioneering spirit, and these urban locations provide the right conditions to ignite a critical mass of scholarship, enterprise and investors.

Large cities and conurbations provide the necessary test markets for the new services and products of the information society. As the proportion of knowledge-based goods and services continues to grow at an above-average rate in the knowledge and information society, the competitive position can only be consolidated and expanded if the location is fully committed to integrating knowledge advantage in all production and service processes.

Adaptive capacities are essential links in the endeavour to combine knowledge-based research and entrepreneurial implementation.



Future Trade Concepts

Lovro Mandac

Our cities are a valuable asset. To safeguard the continuation and development of urbanity in cities is a common task for all those who have taken up the cause for strong and vibrant centres. All hands are needed on deck to set sail in this boat, with everyone making his proper contribution in order to forge ahead. The objective of lovable and livable cities is well worth effort.

Cities are more than commerce. Cities are art and culture, gastronomy and hospitality, services and crafts, education and authorities. Cities contain elements and expressions of both a lifestyle and an attitude towards life. They provide entertainment, production and communication, experience and experiencing. All these aspects define well functioning cities which are meaningful in all their colourful facets. Department stores with their different worlds and thematic concepts are the top sellers and modern magnets in the city. Only when everyone involved pulls the same way without losing sight of the common goal can a good quality of life be achieved for the people in cities. Only then can the city's circulatory system stay energetic and its heart continue to beat strongly.

For the city's organism to gain in strength it must remain within reach of the people. It must make room for safety and cleanliness, and provide a spectrum of services offering a sense of well-being for all generations.

Cities are strong business locations. All that commerce cannot sell, industry has no need to produce. Consequently, balanced urban policies are always a fair part of employment policy too. Everything that contributes to strengthening the retail trade in cities makes sense. Cities are experiencing a renaissance of citizens and retailers; the mutual support and identification with the city continues to grow. An increasing number of shopping centre developers choose the frequency and

strong framework of the grown city. Not just working in the city, but living there as well is becoming more appealing. Lots of people are rediscovering the quality and identity of their cities. More citizens and retailers are taking the initiative. Effective and exemplary are the PPP initiatives, such as "Ab in die Mitte" ("Off to the centre") which are supported by us in the long-term. They actively pool different forces and mobilise as well as motivate the actors and visitors. Five federal states are under the umbrella of this commendable initiative. One of the many initiatives which the department store group Kaufhof helped to instigate is "Standort Innenstadt-Raum für Ideen" ("Inner city location – space for ideas"). This project, unique to Germany, has brought many different actors together from trade and city and federal ministries, to seek positive examples for avoiding and reducing vacant retail premises, and putting them into practice.

Despite their different concepts real estate and location associations, business improvement districts and many other inner city support programmes provide a good framework for turning common interests into good deeds. Together with those responsible for real estate, they have the opportunity to determine the mix of shops and the urban environment in cities that will make shopping a pleasant experience.

The federal government is making an important contribution. Its legislation aimed at making inner city development projects easier, for example, is a clear sign in favour of inner cities.

This will strengthen the position of city centres in the competition for locations. German trade comes top in any international comparison. Shopping in Germany is cheaper than almost anywhere else. Advertising this across the borders means tapping new visitor potential. Meeting this potential professionally, with a new openness and international standards is a promising and forward looking task for all actors in the city. The reward for this will be vibrant and lovable cities, where everyone can feel good.

Commitment to the city

Ralph Labonte

The ThyssenKrupp Group is planning and building the ThyssenKrupp Quarter in Essen on an inner-city site of more than 20 ha. The new quarter was designed by the architects Chaix & Morel et Associés, Paris, and JSWD Architekten und Planer, Cologne.

The ThyssenKrupp Quarter will provide workspace for more than 2,000 employees and will include both the new ThyssenKrupp Headquarters and a number of additional office and administrative buildings. In addition, the plans include a multi-functional facility incorporating the ThyssenKrupp Academy and a conference centre, a hotel and further amenities. The outstanding feature of this design lies in the arrangement of open space and buildings, which intertwines each building on the Campus with the adjacent open space and also links each element to a central boulevard. The Quarter will have a recognisably urban structure, created by the inclusion of a large water axis and the ThyssenKrupp Headquarters building.

Our relocation is a clear signal for the future. The Quarter will not be a closed-off area, but

a vibrant, urban space open to all citizens. We hope that the Quarter will help to accelerate the development of the difficult northern part of the city. ThyssenKrupp's aim is to make a contribution to the creation of a completely new urban quarter.

Throughout the first phase of the project we received much assistance from all sides, including political support. We hope that this support will continue to be forthcoming in the future. Unlike town planning, which is limited to structural-spatial development, urban development is about controlling the city's overall growth and direction and all the social, economic, cultural and environmental development factors associated with it. Urban development demands an interdisciplinary, integrated and future-oriented approach. Societal tendencies such as demographic change, globalisation and establishing sustainability at local level bear ever-new challenges for urban development.

The ThyssenKrupp company accepts these challenges by showing social responsibility. Our Group motto also applies to a far-reaching, effective urban development policy: Developing the future!



Networks for the city

An Interview with Andreas Grosz by Peter Zlonicky

We try to make offers and proposals that will interest architects and far-sighted investors.

We want to break open cocooning, to develop a new sense of responsibility. The social question needs to be posed again. We simply cannot be indifferent to the fact that entire city neighbourhoods are in decline. This is a new experience for Germany, and it is one that I can see happening here in Cologne. That is the focal point. And if we consider ourselves pioneers or members of the elite, then we simply have to assume this responsibility.

In keeping with the motto 'Future City' we ask: what drives, what moves cities? Why does one city, for example, Munich, cope reasonably well with the situation and why is another region, for example the entire Ruhr Area, having such problems getting to its feet?

Which groups in society move to which cities? People who are employed in the knowledge society, brains who no longer need large back-up apparatuses, only an office or so, are likely to take a very close look and ask: 'where should I go?' If you have to work so hard, then you at least want to have a social or urban environment that offers a certain quality of life.

Culture: what's on in the city? How is the city positioned? What is the quality of the education system? These are crucial factors: anyone involved in urban development needs to heed social tension, needs to provide social balance, has to make sure that the city's education facilities are as good and as attractive as its cultural life. There is plenty of building to be done in this country, but a large proportion will be city repairs. We have to recognise

the connection between the city's prosperity and its urban planning situation.

The next extension phase must be to establish a network. For instance, I could envisage bringing planning aims of cities together on one website which would tell us what's happening in the neighbourhoods. The whole thing could be written in English with national details in German. I'm currently talking to several people about this topic. We need this dialogue. There are so many parallels. The European city has its own, distinctive signature and identity. It would be silly not to pool these rich resources. This could also act as a precedent for many things internationally. We're still at the very beginning here.

Of course, the federal government can only create the right conditions by facilitating, picking up, helping. You can't prop up urbanity. That is something that the people do; it is the sum of their activities, their movements, their interaction, actions and general atmosphere. For me, all of this determines how urban a city is.



I would like to see the government – on national television for example – set up an exciting TV format to illustrate how cities have historically grown and what causes their problems. Obviously, this needs to be gripping. The point is: architecture, urban planning and design must conquer the hearts of the people. This is what I expect from a debate on urbanity – not an academic discussion behind closed doors in which architects' and engineers' associations fight it out among themselves. They still haven't got it. This is a topic that concerns all of us. I believe that we can experience so many Wow! moments.

As for international dialogue, my recommendation to the Federal Minister is: produce a series on the European city exchange. Make sure that the dialogue is recorded and adapt

it for the media. The government is more able to achieve this since its influence extends across the whole country.

The municipalities can then pick it up. If one were to help develop models and create the right media conditions, one would have plenty to do.

Set up competitions for successful models, get the conversion areas ready, present awards to people who enter these risk areas and succeed in turning them around. That is the real challenge. Now, anyone can invest in the Rheingau Port, it is a veritable bank. They were pioneers then. There were plenty of people who said that there was no way that that would work. But the people who are investing in Deutz, in Kalk or in the Ruhr are just north of Emscher, these are the new pioneers. These are the kind of people we need.



Structural change and culture

Oliver Scheytt

The industrial monuments of the Ruhr Area, which today provide an inspiring backdrop for music, modern dance and experimental theatre, deserve far more attention than they actually receive.



Within the space of only 50 years, the Ruhr Area has undergone dramatic change, going from being the biggest producer of coal and steel on the continent to becoming the largest region in need of development in Germany and then designated as European Capital of Culture 2010. In only five decades, the Ruhr Area has experienced enough ups and downs for five centuries.

The Ruhr Area is also a prime example of how urban planning support programmes could have been used to strengthen regional development factors to a far greater extent than in the past if the mechanisms controlling the allocation of funds had not been so stringently focused on specific measures. The latter has much to do with specific interests within the bureaucracies and parliamentary committees that were involved in the process. The cultural (pre-existing) characteristics of places and spaces to be developed should play a greater role when defining support programmes, particularly in view of the growing cultural diversity within cities and urban regions which are all greatly influenced by migration and demographic change.

The third-largest conurbation in Europe, the Ruhr Area, is European Capital of Culture 2010. As its primary objective, RUHR.2010 aims to bring together and fuse the agglomeration to form a new European metropolis. The Ruhr Metropolis is an unfinished city: polycentric – open for new forms of urbanity. Culture is the connecting factor in Europe, and it is for this metropolis: it is an engine driving the process of transformation. Culture in this sense includes cultural diversity and high quality planning culture. Under the banner of the keywords identity, integration and urbanity, RUHR.2010 is striving to establish a new quality in presentation, communication and appropriation for the European city.

Art and civil society

Nele Hertling

Culture and art need the city as a place in which to engage in debate on the ever-increasing pace of change in social reality. 'The state' – 'the politicians' alone cannot react successfully and adequately to the immense challenges posed by the need to shape life now and for the future. More than ever, civil society must get involved in all sorts of ways, and enter into an ongoing dialogue with the decision-makers in politics and the economy. In a climate of narrowing structures, dissociation of 'the state' and its citizens, 'culture' provides space in which the creative potential of civil society can be active and visible: culture not only in its artistic forms and projects, but in the broadest sense as a means of expressing human values, as a proposal for understanding, tolerance and comprehension of the 'different – foreign'. The protagonists of culture – of art – must recognise this force as an opportunity as well as a responsibility. This requires space – not pushed to the periphery, but in the centre of the city.

Artistic processes need space in order to live and thrive. Projects need a public space in which to meet their audience and engage in debate. This is a crucial task in urban planning: not to boost the ever-expanding commercial privatisation, but to protect working and presentation spaces, to develop new, imaginative and socially-involved utilisation concepts.

For some time now, there has been a noticeable drift of artists from their traditional studios and places of art creation towards new locations in the city. Artists occupy empty industrial buildings and – just like the Berlin Philharmonic Orchestra – they are stepping out to meet a new audience in regions of the city that have been deprived of culture.

To be able to do this, art depends upon the understanding and support of the planners and political decision-makers. By supporting these cooperations cities can make an important contribution to the self-image and involvement of its citizens.





4. Steps towards Implementation

Cities generate integration

Christian Ude

Cities generate integration. This statement – the topic of this year’s annual general meeting of the Deutscher Städtetag (German Association of Cities) holds a multiplicity of meaning. Integration does not come about on its own accord; it must be achieved. And this is a challenge which faces cities in particular. With a dash of optimism in there: surely, cities will manage.

Heaven knows, this is not a new topic. Since the first guest workers arrived, responsible local people have been aware of the efforts required by immigration. Housing is needed, education for children who do not speak German, extensive assistance to provide orientation in a strange city, facilities for taking exercise and for participating. The achievement of the municipalities and adult education centres is remarkable. The federal states praise this municipal contribution in their statement on the National Integration Plan. Integration is determined in the locality. People with or without migration backgrounds meet in neighbourhoods, in cities and communities, districts and quarters. It is reflected at municipal level whether integration works or fails. The successes of integration – but also failures – are felt most acutely at this level. Integration needs to be established at the place of residence, in public administrations, at the work place, in schools, in day-care centres for children, and must be done with the participation of the immigrants.

This is how it is. Municipalities have accomplished such integration work for decades. Often the most successful areas are those with the greatest number of foreign nationals, for instance in Stuttgart; while anti-foreign sentiments are more often found in rural areas with few foreign nationals. Fear and prejudice have other causes, which we must also address.

A few figures suffice to illustrate the significance of integration:

- 6.75 million foreign nationals live in Germany.
- If the naturalised citizens, immigrants and the children of migrants are added, the number of people with a migration background is 15.3 million.
- This is no less than 19 per cent of the total population.
- Since immigration is concentrated in certain large cities, here, every third person has a migration background.
- By 2030, the share will be more than 50 per cent in some cities.
- In some elementary schools, children with migration backgrounds are the absolute majority; in some classes they are almost by themselves.
- At least, every fifth marriage is bi-national.

The will to understand is of crucial importance, on both sides of course. A readiness for integration is not a prerequisite of a majority society, but also of migrants. And vice versa: not only immigrants, but also a majority society have to accept change. Integration



work will continue to demand a great deal, mainly the readiness to accept change and substantial financial effort – because simple good will is not enough.

Hence, migration follows the same pattern as all demographic change, such as the lack of children and longer life expectancy: cities must do more, take measures to make the country more child-friendly, make provisions

for elderly people who need more help, for people with migration backgrounds. Everyone wants ‘more city’. In other words: people expect more from cities. No one wants ‘less city’, everyone makes more and more demands on the municipality. For this reason cities and communities must be fortified to meet these tasks – it takes strong cities to make a state.



Europe needs cities and regions which are strong and good to live in

Roland Schäfer

With the appeal 'Europe needs stronger cities' all 27 responsible EU Ministers have approved the 'Leipzig Charter' on sustainable European cities in Leipzig May 2007, during the German EU Presidency.

This is the first EU paper that emphasises the significance of cities for the economic, social, ecological and cultural development for both the whole country and Europe.

Undoubtedly, German cities and municipalities face great challenges: not only shrinkage and growth necessitate specific municipal concepts. Issues which must be solved locally include sustainable and integrated urban development to protect in particular inner cities and town centres, climate protection, supplies available close to the consumer population, preventing social estrangement of different population groups and, increasingly, issues concerning migration. Further challenges are the execution of design in the wake of globalisation and internationalisation, as well as ensuring high standards of 'Baukultur' (building culture).

The above issues highlight the enormous potential of cities and communities. It is the actual urban development policy, design of the environment and plans that the citizens experience at first hand in the locality. Only robust and self-reliant local authorities are able to meet current challenges. Cities and municipalities depend on a new, shared responsibility for a successful economic, social, ecological and cultural urban development policy. As well as local authorities, citizens, the private sector and retail trade in particular, and also schools, educational institutions and cultural facilities, etc., are called on to become actively involved in their cities according to the maxim 'The city, that's all of us'.

Within this shared responsibility cities and communities must continue to be strong players. Their representatives have a democratic mandate and are responsible for the general development of the city. Cities and municipalities can only gain in strength if they are given recognition as equal partners at European level as well as at federal government and state levels, and if municipal self-administration is accepted. This presupposes for example, that prior to adoption, the effects of legislation and political regulations instigated by the EU, federal government or federal states on cities and municipalities are tested. Only when cities and municipalities continue to be strong players in the future, and together with their partners shape the central tasks of urban development, can the appeal of the Leipzig Charter 'Europe needs cities which are strong and good to live in' be put into practice.





5. Programmatic Declarations

Papenburg Declaration on National Urban Development Policy

Conference of Federal State Ministries for Building and Development September 2007

The Conference of the Federal State Ministers and Senators responsible for Urban Design, Building and Housing share a common objective: Urban Development Policy should be clearly strengthened by actions and support programmes at national and international levels. Against this background, the Building Minister's Conference agrees on the following key points.

1

With the acknowledgement of innovative and integrated approaches to urban development into the Structural Funds Programme's support period starting 2007, the urban dimension has been firmly established in EU Cohesion Policy. The federal states recognise the Leipzig Charter on sustainable European cities as a fundamental basis for integrated urban development. They will implement the strategies listed in the Charter in cooperation with federal government. The Memorandum 'Towards a National Urban Development Policy', produced in cooperation with the Conference of Ministers for Building, and the joint start-up meeting on 2 July 2007 in Berlin, are suitable opportunities to raise public awareness for this policy. The federal states and federal government jointly formulate National Urban Development Policy.

2

In accordance with the Memorandum on Urban Development Policy, the federal government wants to reinforce similar activities at federal state and local authority levels by addressing urban issues. The Building Ministers of the federal states regard the activities of the federal government as an important contribution to the national discussion that must be conducted equally at all levels and also through participation at all levels. The introduction of a National Urban Deve-

lopment Policy must be understood to be a joint task of federal government, federal states and local authorities, in cooperation with the responsible actors in organisations, the economy, sciences and citizens' involvement.

In the course of the necessary comprehensive consultation of the above-mentioned groups, it is essential to recognise and consider the specific position of the federal states within the whole state system, including the resulting special responsibilities and opportunities. This applies especially in relation to the policy levels between federal government, federal states and local authorities. Within the federal structure, the federal states are the interface between federal government, giving impetus to National Urban Development Policy, and local authorities, the actual managers of urban development with real experience of how to shape the future of cities and urban regions. Important strategic and financial decisions on the development of cities are being made at federal state level. For this reason, they will actively contribute to the process of development and implementation of a National Urban Development Policy, and pursue their own approaches, also in relation to federal government.

3

Against the backdrop of societal change and demographic development, the problems and challenges of urban development are manifold and demand differentiated approaches. Development and prospects in large cities take on a nature different from that in medium to small towns including their rural periphery. There are existing direct contacts and task-related practical cooperation between federal state institutions and local authorities. These find expression in the necessary and well-practiced close cooperation between the two regional administrative levels. Within the federal system, federal states are the addressee of local political expectations and their transformer at national level.

4
Federal states need cities and regions that are economically stable as well as dynamic, culturally interesting and good to live in. The response of the federal states and local authorities, sometimes in cooperation with federal government, to economic and demographic change – in some parts of the country linked to severe shrinkage of the population and growth in others – is to react with a package of aid programmes. These programmes, including financial support for urban planning, housing aid, programmes for the regeneration of inner cities and neighbourhoods, are an important area of federal state policies that require updating and further development. The involvement and initiative of citizens, the economy, associations and organisations is essential and makes a positive contribution to urban development.

5
German cities are cultural centres which have grown historically. It is of utmost importance to safeguard and enhance mixed-use inner cities with their cultural and leisure facilities, range of high standard, special goods and services, high-quality urban landscape and attractive public spaces. One of the most urgent concerns of urban development is to counteract the loss of inner city functions. Integrated urban development pursues the goal of raising public awareness as to the significance of cities as motors of societal and economic development.

6
Urban development must take on the quantitative and qualitative requirements of demographic change. It must ensure suitable housing for the elderly and families with good access to local facilities and social infrastructures. In addition, it must control the dismantling or expansion of cities while prioritising development on inner city sites and regeneration of derelict land.

7
Currently, there is great importance placed on sustainable climate protection as a part of the Urban Development Strategy. The priority is on developing sustainable urban structures by concentrating on inner urban sites, conversion of uses, energy efficient buildings, utilisation of existing infrastructure resources, avoidance of traffic and environmentally-friendly urban transport systems. Health risks associated with climate change need to be counteracted.

8
Cities have always been places of both cultural exchange and integration. New and additional efforts should be made to maintain social coherence and to promote integration by way of education and training policies as well as housing measures.

9
Cities are a part of their regions: urban development is always regional development, too, and vice versa. Cities and rural areas are communities with shared responsibility. The equilibrium between cities and rural areas must be maintained in the future, to facilitate a balanced development of all subspaces. Regional cooperation must be significantly enhanced: development of housing, economy and retail, transport infrastructure and other infrastructure projects are all examples of inter-communal cooperations.

10
Urban development policy is an interdisciplinary, interdepartmental and integrative task, which must affect the direction and possible application of support programmes. In the discussion about the future of cities and regions, the participation of a wide spectrum of representatives from many different fields is indispensable. Not only is it also necessary, in designing strategies for sustainable urban development to recognise possible connections between all the relevant issues and ensure

their cross-departmental implementation. Priority areas are the economy, education, housing, transport, environment, tourism and integration. The task of the federal states is to incorporate any special local conditions into the process of Urban Development Policy of the whole state.

Urban development needs reliable federal government or federal state aid programmes which require at least medium term planning. For this reason, one of the essential tasks of a National Urban Development Policy is to actively help shape the European Structural Fund also after 2013.

11

Exchange of experience and innovation are essential for urban development and therefore a task of a National Urban Development Policy that must be enacted by federal government and the federal states. Apart from exceptional events (e.g. International Building Exhibition), exemplary projects (either built or in the planning stage) play a fundamental role in the development of promising sustainable

solutions, and are therefore an important area of state support policies at all levels.

It is here in particular that the organisational structure for controlling and monitoring these processes must correlate with the constitutional division of tasks between federal government, federal states and local authorities.

The contents and organisation of an action programme for a National Urban Development Policy must be the joint product of the federal government, federal states and the representing local government.

12

Federal states will meet the requirements of the National Urban Development Policy by organising, controlling and promoting as well as hosting their own events (forums, conferences, exhibitions, competitions). At federal state level this can be put into practice through the numerous activities that have been organized for some time, and in which themes can be continued and developed further. In this way, the federal states make an extensive contribution to the National Urban Development Policy.



LEIPZIG CHARTER on sustainable European cities

Excerpts from the Charter, Conclusion

Urban development policy should be anchored at national level and also from this level impulses for innovative solutions should originate.

Our cities need sufficient scope for action in order to perform local tasks in a responsible manner and a sound financial basis which provides long-term stability. Therefore, it is important too that our Member States have the opportunity to use the European structural funds for substantial integrated urban development programmes. The use of these funds should be focused closely on the specific difficulties and potentials as well as take

into consideration the opportunities, difficulties and specificities in the Member States.

At national level, the Government Departments need to recognise more clearly the importance of cities to deliver national, regional and local ambitions, and the impact of their policies upon them. The efforts of different sectoral Government Departments working or having an impact on urban issues need to be better aligned and integrated.

We emphasise the importance of systematic and structured exchange of experience and knowledge in the field of sustainable urban development.

Europe needs cities and regions which are strong and good to live in.



European Dialogue

Julian Wékel

Leading European states such as France, Great Britain and the Netherlands have traditionally pursued development policies for their cities at a national level. They have also been engaging in and promoting the international discourse on cities for some time. Now, despite limited involvement due to its federal structure, Germany has set a quality standard of responsibility in urban develop-

ment. The adoption of the 'Leipzig Charter on sustainable European Cities' during the course of its Presidency has been a major achievement.

The European states now look to Germany to actively contribute in the dialogue on the future of cities on a more permanent basis. An expectation that will be difficult to fulfil without first establishing and strengthening our national urban development policy.



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