City in Focus | Perspectives of the National Urban Development Policy

Positions of the Policy Board

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This year the National Urban Development Policy in Germany celebrates its 10th anniversary. We are taking this anniversary as an occasion not only to look back on successful pilot projects with this publication, but above all to look forward to the next decade: Have the tasks changed? Where do we have to adjust? What must be given particular attention in the future of National Urban Development Policy?

It was obvious to question the more than 40 experts from different disciplines and institutions, which were appointed by the Federal Ministry of the Interior to the Policy Board of the National Urban Development Policy. Two members of the Policy Board, Franz Pesch and Peter Zlonicky, have undertaken to gather these opinions and make the National Urban Development Policy visible in a project overview. For the realized projects show clearly, which role the Federal Government can and must play for the future development of municipalities. In addition, interviews and statements from the founding circle of the National Urban Development Policy as well as the next generation of planners and scientists were included.

We know that the key to a sustainable and climate-friendly world lies in the cities. The majority of people live in urban areas, which are a magnet for immigrants and whose consumption of resources is constantly increasing. For these areas, an answer must be found to how a livable urban environment can be designed without jeopardizing the global ecosystem.

In 2007 the states of the European Union, with the Leipzig Charter, have taken over this responsibility. They have agreed to promote stable urban development through an integrated urban development policy and the strengthening of disadvantaged city districts. In order to implement the ambitious objectives of the Charter in political practice, the Federal Gov-

ernment launched the National Urban Development Policy 10 years ago as a common initiative by the Federal Government, the Länder and local authorities. It provides a platform for cross-departmental cooperation and brings together numerous actors in the cities and communities. In the pilot projects, civil society actors and initiatives are working on innovative concepts for sustainable development.

I would like to emphasize especially two aspects. On the one hand, the increased international exchange in urban development policy is remarkable. A highlight here was the Habitat III conference in Quito and the adoption of the "New Urban Agenda" as a guideline for urban development. The conference has shown how positively the experiences of our cities and municipalities are absorbed in the international discourse and that our municipalities also benefit from this exchange. The Federal Government will therefore further expand the international dimension of urban development policy.

On the other hand, the question is how the municipalities are reacting to the great challenges of our time: from demographic change, through the integration of people who have immigrated, to the process of digitalization. I am impressed what quality of ideas and commitment the project calls of the National Urban Development Policy have generated. Civil society initiatives and new alliances, with the participation of business, culture, churches and sports associations, have made remarkable contributions to improve the life of the neighborhoods and integrate new citizens.

The tenth anniversary of the Leipzig Charter is a good occasion to think about an update of the National Urban Development Policy. We want to discuss the results of our evaluation at the National Congress in Hamburg in June of this year. I am looking forward to a lively debate and would like to thank the authors and all the participants sincerely for their contributions.

Barbara Hendricks

Dr. Barbara Hendricks
Federal Minister for the Environment, Nature Conservation, Building and Nuclear Safety

A retrospective of ten years of National Urban Development Policy shows a multitude of successes and allows for pride in its achievements. I remember many interesting, surprising and inspiring moments and the important exchange at the annual congresses. The BBSR has scientifically accompanied more than 100 pilot projects and provided expert advice to the players. The projects focus on the importance of integrated action in a cooperative urban development. The projects point to the importance of experimental spaces in which new ideas are developed and tested. In recent years, a large number of projects supported by civil society have been recognized and promoted as part of our urban development policy. This was by no means self-evident a decade ago and is therefore also a mark of merit of the National Urban Development Policy as an initiator of action.

At the same time, however, the retrospective leaves a series of open questions that point to the future. Was it not too easy to devise the National Urban Development Policy as an umbrella for other federal activities in this field? Why has it so rarely succeeded, with the subject of "the city", to reach not only the specialist public, but also the citizens themselves? Or can we also see this as a kind of confirmation of urban development that successfully balances and prevents injustices? Finally, how can we involve those actors even more closely in the activities of the National Urban Development Policy who were sceptical in the first decade?

The members of the Policy Board of the National Urban Development Policy ask similar questions in this volume. All these questions are justified. Yes, they are even necessary to subsequently jointly develop a National Urban Development Policy for the next ten years that will meet current requirements and continue to provide effective impetus for cooperative, sustainable urban development.

I wish you interesting reading.

Harald Herrmann
Director and Professor of the Federal Institute for Research on Building,
Urban Affairs and Spatial Development (BBSR)

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Ten years of National Urban Development Policy represent an opening up of the urban development policy for ideas and experiments from civil society. The intensity of the discussions on sustainable cities and municipalities, the imparting of good practice in the municipalities, the openness of the project proposals and the special political aspects of the annual congress are a consistently positive achievement of the last decade. In the municipalities, freedom of choice of topics and in the design of the pilot projects is also seen as a key factor. Especially where actors are able to integrate into governance structures that take responsibility for the neighborhood and the district in the tradition of the European citizens' city. It is undisputed: the National Urban Development Policy fulfills its claim to offer innovation space for the implementation of the Leipzig Charter. It stands for transparency, proximity to the citizenry and local commitment.

With the major tasks that are faced both in the cities in Germany and abroad, the demands for future-oriented strategies, political participation and local responsibility are growing. In the conflicts with the global challenges the understanding of the importance of the cities has grown. In the Federal Republic, institutions and associations are competing with new concepts, such as local governance, which bring the chances of digitalization in focus. This competition is stimulating. In urban development policy, however, the strands must converge, the three pillars of sustainability – ecological, social and economic development – must be brought into a cross-departmental balance. The added value of a coordinated policy is clear: the implementation of integrated concepts for sustainable urban development makes cities more viable and can serve the international demand for innovative solutions for the sustainable development of cities. This pre-supposes that the National Urban Development Policy will be more closely integrated into the policy of the Federal Goverment and the Länder and into political impact chains.

From the discussion with members of the Policy Board and city researchers, the following recommendations can be derived for the continuation of the National Urban Development Policy:

- The National Urban Development Policy organizes a network that brings together urban research, good practice and urban development in a comprehensive system and makes the results in cities and municipalities effective.
- The National Urban Development Policy provides a framework for the spatial programs of the Federal Government and the Länder to build an effective impact chain from science through political discourse to local practice, to evaluate the discourse and pilot projects, and to translate them into guidelines for funding programs.
- This expanded understanding of tasks requires a mandate for the National Urban Development Policy, which defines the competencies and the forms of interdisciplinary collaboration at the federal level.
- With the revitalization of the originally intended orientation of the National Urban Development Policy, a revision of the subsidy programs should be initiated: A bundled promotional landscape simplifies organization and application, promotes transparency and clarity.
- The value of project calls has been confirmed. The bright bouquet of the sponsored projects explores opportunities, promotes local commitment and encourages experimentation. More attention must be devoted to the evaluation of the pilot projects, so that pilot projects as a repository of sustainable urban development can be effective in practice.

- The annual congresses and the specialist confe-rences are not sufficient for the transmission of the findings to the municipalities. New formats such as decentralized symposia, an urban task force or a "project radar" can help to intensify communica-tion between the actors and shorten reaction times.
- The interface between urban research at universi-ties and municipal practice must be intensified. For this, new formats of the exchange of science and practice, which are designed for continuity, must be intensified; such as a "Leipzig academy", in which scientists and practitioners work together in a project-related manner.
- In the National Urban Development Policy Board, there is interest in getting more involved in the discussion about the design of the programs and projects. This requires shorter session intervals or supplementary working groups, which are arranged between the annual meetings for round tables or symposia.
- The reason for establishing the National Urban Development Policy was not least the transfer of the European program of the Leipzig Charter to the city development policy in Germany. Programs such as URBACT, the Amsterdam Pact and the Urban Agenda for the EU now support national concerns in the sense of a European urban devel-opment policy.

"We do not know the future. Or more precisely, we know today of only a few events that are highly probable to occur. This applies, for example, climate change and the trend towards a longer healthy life. That is why we have to take into account the fact that we have design potentials even tomorrow. We have to maintain opportunities for development, and at the same time define framework conditions for urban development."

State Secretary Gunther Adler
5. Hochschultag der Nationalen Stadtentwicklungspolitik

1 NATIONAL URBAN DEVELOPMENT POLICY – A PORTRAIT

As a community initiative of the federal, state and municipal authorities, the National Urban Development Policy (NSP) implements the contents of the Leipzig Charter on the Sustainable European City in the Federal Republic. The focus is on integrated interdisciplinary strategies for solving economic, ecological and social challenges in cities and municipalities. Experimental projects and procedures combine politics, administration, business, science and civil society to transfer innovative ideas into practical politics and urban development.

1.1 THE PLAYERS

The National Urban Development Policy in the Federal Republic of Germany is based on the principles of the Leipzig Charter on the Sustainable European City, decided by the member states of the European Union. Participants are the Federal Ministry for the Environment, Nature Conservation, Construction and Nuclear Safety, the Conference of Ministers and Senators of the *Länder* responsible for urban development, construction and housing as well as the *Deutscher Städtetag* and the *Deutscher Städte- und Gemeindebund*.

The aim of the National Urban Development Policy is to provide the widest possible discourse on future questions of urban development, to bring politics and administration into dialogue with society, administration and business, and to stimulate cooperations for sustainable urban development.

1.2 THE SOURCES – THE LEIPZIG CHARTER AND THE MEMORANDUM ON URBAN DEVELOPMENT POLICY 2007

Since the turn of the century, it has become increasingly clear that our society is faced with very complex and difficult tasks, which require a pooling of all forces: globalization, digitalization and work, migration and demographic change as well as climate change – these are the great social, economic urban and thus also *policy challenges of the 21st century*. The consequences of these developments become particularly evident in cities. For this reason, the member states of the European Union have for the first time agreed on common guidelines for urban development in order to develop the municipalities in a sustainable way.

These joint guidelines were negotiated concretely during the German EU council presidency in the first half of 2007. After intensive preparations, the ministers of the member states responsible for urban development and territorial cohesion met in Leipzig in May 2007. In the *Leipzig Charter on the Sustainable European City* adopted there, all 27 states of the European Union commit themselves to the model of the European city, which, with its structural density and functional diversity, forms an urban focal point for integration, economy, education and culture. The ministers presented recommendations on how sustainable development could be promoted. The focus was on the integrated urban development policy and the strengthening of disadvantaged city districts.

A sustainable development of public spaces, infrastructure and energy supply as well as educational institutions and the promotion of innovation can only be achieved through an integrated urban development policy, which steers decisions of several policy areas and aims to involve citizens more closely in political decisions. In order to stabilize disadvantaged town districts and to strengthen social cohesion, a package of measures is needed that combines the upgrading of urban development with labor market and economic development, education and training initiatives and an improvement of transport connections. The housing supply plays a central role. An international exchange of experience shall help to increase the effectiveness of the renewal strategies and to facilitate private investments in urban development.

The member states have taken different policy initiatives to anchor nationally the contents of the Charter. In addition to the legally required instruments, citizens' dialogues and informal planning processes were initiated too in order to attract previously uninvolved actors for urban development.

In Germany, the 2007 memorandum "On the way towards a National Urban Development Policy" took over the task of transferring the contents of the Leipzig Charter to the national level. To this end, the memorandum proposes two levels. On the one hand, it is about a continuous development of "Good Practice" in an alliance with the actors of urban development and the promotion of innovative projects. "Making the city

a public topic" is the second concern of the memorandum, with the aim of promoting urban forums, congresses and initiatives for "City and Urbanity". The Policy Board has played an important role from the outset – it should provide space and voice for the players of urban development. Its representatives shall introduce important social concerns into the debate about the development of the cities, but also take on the role of ambassadors of urban development policy in public.

A concrete reason for the memorandum was the discussion about the redefinition of the role of the national government after the Federalism Reform in 2006 and the addition of § 104b Grundgesetz (Constitution) with the obligation of the government to problem-oriented support. In the government, doubts were raised as to the effectiveness of the funding so far, but also in the traditional separation of land use regulation, regional planning and urban development. The government was expected to bundle programs and resources and to establish a continuous dialogue with the Länder and municipalities, with business and civil society.

The 2007 European Council presidency presented a chance for the adoption of the Leipzig Charter. After five years of practical policy, the memorandum "Urban Energies – Future Tasks of the Cities" in 2012 has updated the National Urban Development Policy. Again five years later, we are now focusing on a new version of the memorandum.

1.3 FOCAL POINTS OF CITY DEVELOPMENT POLICY IN DIFFERENT ACTION FIELDS

In the 2007 Memorandum, the National Urban Development Policy is based on six fields of action. Added to this is the integration into research and teaching at the universities.

Activating citizens for their city – civil society: The future tasks of urban development require an opening up of the planning and decision-making processes into the population. Urban development must be understood as a cooperative project. Adressees are in particular neighborhoods, informal groups and civil society organizations.

Creating opportunities and maintaining cohesion – Social City: Participation and equal opportunities improve the prospect of integration. These include in particular educational facilities that are accessible to all, as well as a content based on conceptual development of the urban development promotion program "Social City".

Innovative City – motor of economic development: The transformation to the knowledge society takes place in the cities. The aim is to maintain and strengthen the economic dynamism of cities and municipalities, also by combining research activities with the production and marketing of new products.

Building the city of tomorrow – climate protection and global responsibility: The measures in this field of action are aimed at a comprehensive strategy to combine climate protection and climate adaptation with other measures that promote quality of life, such as the expansion of local public transport or new forms of mobility and sport and movement in the living environment.

Better designed cities – building culture: The built environment is to be more oriented towards people and their needs. These include high design quality, economical use of resources and practical benefit, but also excellent quality of processes. These requirements have to be reconciled with the cultural importance of the architectural heritage. Images, which are formative for the identity of city and site have to be preserved and appropriately further developed.

The future of the city is the region – cooperation as a self-conception: By networking their functions, cities can fulfill their role for social integration, growth and innovation only as part of a region. In this sense, the National Urban Development Policy promotes regional partnerships and practice-oriented cooperation.

The University – Space for thinking: Activate Exchange: In Germany, more than 400 universities are conducting research and teaching on the topic of urban deve-

lopment. The National Urban Development Policy wants to activate this potential and, together with the Federal Government, the Länder, municipalities, science and research gain new insights into challenges the cities face. The "University Day" and a database with information on current dissertation projects within the context of the National Urban Development Policy are serving this purpose.

Over the last ten years, these priorities developed their signification. Regardless of the subjects, however, the structures of the National Urban Development Policy continue to be valid. In the updating of urban development policy, their contents have been reviewed and expanded. New accents are also expected for the current update 2017.

1.4 UPDATES IN THE MEMORANDUM "URBAN ENERGIES – FUTURE TASKS OF THE CITIES" 2012

In the ten years of its existence, the National Urban Development Policy has always been adapted to changing conditions. For this purpose, a discursive framework was always chosen in order to meet the requirements of an open platform. For example, in the context of the congress "Urban Energies" in Berlin in October 2012 the memorandum "Urban Energies – Future Tasks of the Cities" was adopted. "Energy" here is consciously understood in the double sense – in the physical meaning, in order to emphasize the economizing treatment of the resources, and in the transferred meaning as the release of social processes in cities and communities.

In regard of content the Memorandum confirms the timelines of the challenges described in the Leipzig Charter and the 2007 Memorandum, but also points to the changing need for action as a result of the acceleration of climate change, the progressive economic and social polarization of society and the global financial crisis, which limited fiscal possibilities.

The key points of the 2007 Memorandum are concentrated on four key tasks in the Memorandum of 2012:

1. Careful ecological conversion of buildings and neighborhoods. This includes above all reducing total energy consumption and covering energy requirements from regenerative sources.

2. Technological renewal of the urban technical infrastructures, in particular of energy supply and transport.
3. Developing a new mobility through the use of technical innovations and the promotion of low-emission means of transport.
4. Social and intercultural integration.

Sustainable urban development, as the Memorandum once again emphasizes, is a task for the entire society. Not only administration and politics in the federal, state and municipalities, but all citizens and social institutions are called upon to commit themselves to urban development. The Memorandum shows how this cooperation can look at how important private investments are to the stabilization and development of cities and municipalities and how synergetic cooperation between all actors can look in the sense of sustainable urban development. With the combination of urban, social and economic issues, the updated 2012 Memorandum is in continuity with the central statements of the Leipzig Charter and the first Memorandum. The areas of action – infrastructure and mobility – are now being emphasized much more clearly.

1.5 DESIGN OF NATIONAL URBAN DEVELOPMENT POLICY

In order to anchor the development of cities and municipalities as a common task, the National Urban Development Policy places particular emphasis on a broad social and professional discourse. The Policy Board, set up by the government in 2008, has the task of consolidating this discourse and of structuring its contents, evaluating the results of the National Urban Development Policy as well as launching new fields of action and projects. The forty members of the Curatorium are appointed for three years at a time.

The National Urban Development Policy organizes its work in three main areas: the promotion of "Good Practice", a series of projects for "City and Urbanity", and offering a "Platform" for urban development.

Good Practice
This is about changing long-term important framework conditions of urban development, such as adaptations

of planning law, research for basic concepts and, above all, the further processing of urban development promotion on the basis of integrated, cooperative and participatory planning. The Federal Government, the Länder and municipalities are promoting jointly integrated urban development concepts, which link sectoral statements with one another and deduce concrete recommendations for action. Apart from administration and politics, the planning also includes residents, retailers, owners, initiatives and associations.

Since its beginnings, the urban development promotion program has been continuously adapted to new developments. Today, the programs launched by the federal government and the Länder represent the tasks of the municipalities in a differentiated way: Urban Conservation (East since 1991, West since 2009), Social City (since 1999), Urban Redevelopment East (since 2002) and West (since 2004), Active City and District Centers (since 2008) and Smaller Towns and Municipalities (since 2010). The promotion of urban rehabilitation and development measures, which was introduced in 1971 on the basis of the Urban Development Promotion Act, has expired in 2012.

The evaluation of the programs has shown that the subsidies used on the ground trigger substantial follow-up investments. This is true in particular for the Social City program, which does not focus on investment measures.

In addition, projects are supported through competitions and actions. Since 2011, the competition "People and Successes" has been launched every year. The Federal Ministry for the Environment, Nature Conservation, Construction and Nuclear Safety, together with several partners, is thus honoring innovative concepts, like services for the public and development in rural regions. Projects of major importance for urban development are funded under the federal program "National Projects of Urban Development". The subjects are nationally and internationally perceptible, larger urban development projects with clear impulses for the respective municipality. The competitions and actions pay particular attention to individual projects. This results in an exchange between the professional world and the public, from which new impetus for the funding programs emerges.

Project series for city and urbanity

The "City and Urbanity Project Series" bring together pilot projects on National Urban Development Policy, which test new content and creative methods of collaboration. The projects are located on different levels – from the neighborhood to the entire city or region, up to the networks of different cities and bind different stakeholders in partnership. The transferability of the results on other cities is important. So the results can enter into the enhancements of the instruments of urban planning legislation and the promotion of urban development.

Platform for urban development

In order for the National Urban Development Policy to fulfill its claim to promote exchanges between politics, administration, professionals and civil society, different formats have been set up for communication. They are to establish the initiative as a "Platform" for urbanity.

Once a year, the ministry invites to the congress of the National Urban Development Policy, which brings together about 1,000 participants at a time to discuss current issues and to present exemplary projects. In addition, the Länder and municipal top-level associations organize professional events where regional issues are addressed. The ongoing project conferences are dedicated to the exchange between municipalities and project participants on the ground.

The magazine stadt: pilot, which was inaugurated in 2009 and appears several times a year, presents pilot projects of the National Urban Development Policy to the public. In the editorial contributions, the "City and Urbanity Project Series" is presented transparently.

Another element of the platform for urban development and urbanity is the award of the Bürgerstiftung (citizen foundation), which recognizes non-profit commitment in the field of urban development as well as building culture. It has so far been awarded twice, in 2011 and 2013, by the then responsible Federal Ministry for Transport, Building and Urban Development, in cooperation with the Länder, the top municipal associations and the Federal Association of German Foundations.

Accompanying the projects of the National Urban Development Policy, the Federal Institute for Building, Urban and Regional Research evaluates the results within the frame of its departmental research. The aim is to gain decision-making aids from projects and to try out solution models for special problems of urban development.

One project of departmental research on National Urban Development Policy deals with the issue of international cooperation. In addition to cooperation agreements on the urban development and housing policy of the then responsible Federal Ministry of Transport, Building and Urban Development with the US Department of Housing and Urban Development and with the Department of Cooperative Governance and Traditional Affairs of the Republic of South Africa were also concluded agreements with China, India and Brazil. The focus of the exchange is the question which approaches of integrated urban development can be implemented on the ground and how in the case of comparable tasks one can cooperate. The exchange of experiences between German and US cities concretely took place in the research project "Dialogues for Change" in the years 2012 to 2015. The focus was on the different municipal experiences with participatory methods in planning procedures. The participating cities established a network "D4C" for the exchange of solution strategies. The participating municipalities have applied the strategies tentatively in their projects and analyzed their success. In interaction with the "Good Practice" approach, the results were taken into account in regional and nationwide funding programs.

On the occasion of the five-year anniversary of the Leipzig Charter the project "5 Years Leipzig Charter – Integrated Urban Development as a Successful Condition for a Sustainable City" was also carried out between 2011 and 2012 by the department of research. Science and practice owe to this project the outcome of the impulses, which the charter sent out to urban development projects in the EU member states and candidate nations. Another contribution of departmental research about the National Urban Development Policy is the project "Social Media – Integration into the Reference Framework for Sustainable Urban Development (RFSC)" 2013. The results document, how

social networks can support integrated urban development. The particularly promising instruments are integrated into the reference framework for sustainable urban development. This is an internet-based platform for municipalities from EU member states, which support sustainable urban development with sustainability indicators.

1.6 INTEGRATION OF NATIONAL URBAN DEVELOPMENT POLICY IN THE URBAN AGENDA FOR THE EU

A European exchange on urban development, as foreseen in the Leipzig Charter, also fits into the concept of National Urban Development Policy.

Developed from numerous cooperation agreements between the member states of the European Union, the Urban Agenda for the EU promotes a common understanding of integrated urban development. This includes the Marseille Statement from 2008, which activates an integrated urban development with a view to climate protection and social cohesion. The Toledo Declaration from 2010 also emphasizes the importance of integrated urban development for sustainable development. The principles of the Urban Agenda for the EU were first decided specifically in the Riga Declaration of 2015. Finally, the Amsterdam Pact of 2016 describes the way in which urban development cooperates in the framework of the Urban Agenda for the EU.

The EU Urban Agenda deals with integrated urban development policies at different levels from the city, to the region and the member states, to the European Commission. It is linked to existing structures. The aim is to better coordinate the interests of the cities in the Commission, to promote networks and transfer of knowledge between cities, and to take greater account of the importance of small and medium-sized cities. The priority of the Urban Agenda for the EU is on topics such as society, environment, economy, transport, technology and politics. In terms of content, the focus is on the early consideration of urban issues in regulations and directives, and a simpler approach to funding. Each theme is addressed through partnerships, with member states, cities, town-networks, the European Commission's Directorates-General, civil society actors and knowledge networks working together.

Project overview of the national
city development politics

Flensburg

Region Heide

Rostock
Greifswald
Gnoien
Güstrow

Hamburg

Region Pritzwalk/Wittstock

Bremen

Groß Pankow   Milmersdorf

Region Hannover

Neustadt a. Rbge.
Osnabrück   Potsdam   Berlin

Herford
Münster   Magdeburg   Guben
Bocholt   Dessau-Roßlau   Vetschau
Region Ruhrgebiet   Gütersloh   Köthen   Cottbus
Gelsenkirchen   Rheda-Wiedenbrück   Bitterfeld-Wolfen   Neupetershain
Bottrop   Dortmund   Bad Muskau
Duisburg   Paderborn   Lauchhammer
Viersen   Bochum   Halle/Saale
Essen   Witten   Grebenstein   Leipzig
Ennepetal   Göttingen   Görlitz
Mönchengladbach   Wuppertal   Apolda
Köln   Region Köln/Bonn   Wanfried   Weimar   Chemnitz

Bonn   Fulda

Coburger
Land
Offenbach
Wiesbaden   Hanau
Aschaffenburg
Darmstadt

Baumholder
Pegnitz
Kaiserslautern   Ludwigshafen
Mannheim   Nürnberg
Region Speyer-Neustadt Südpfalz
Saarbrücken   Neustadt/W.   Heidelberg

Pforzheim   Ludwigsburg
Stuttgart   Esslingen
Ingolstadt
Tübingen
Ulm
Altötting
München
Freiburg

Strategic Fields of Action

- Civil Society
- Social City
- Innovative City   Landkreis   Leutkirch
- Climate Protection   Lindau   im Allgäu
- Baukultur   Konstanz
- Regionalization

○ Project Location
⚭ Cooperative Project
▨ Regional Project

▨ ● ■ Pilot Project – in Progress
▨ ○ □ Pilot Project – completed

□ Projects on the level of the
Federal Republic or the Länder
Location of the Executing Agency

Quelle: BBSR

The "URBACT – Network for the European Exchange of Experience" program is the center for the transfer of knowledge on urban development in Europe, also within the framework of the Urban Agenda for the EU. Via URBACT, the cities keep in contact and exchange information.

The main objective of the program is to support the development and implementation of an integrated urban development policy. Participants can be networks of eight to twelve cities. Within the scope of the National Congress of the National Urban Development Policy, the German participants in the URBACT program come together in the sense of the "Platform" for urbanity and are taking on new impulses for their networks.

1.7 NATIONAL URBAN DEVELOPMENT POLICY TODAY

Ten years have passed since the publication of the Leipzig Charter, five years since the adoption of the "Urban Energies" memorandum. In this decade the framework conditions for urban development have partly changed dramatically.

The number of refugees in the Federal Republic of Germany has grown considerably in recent years, mainly as a result of the continuing military conflicts in the Middle East. Many asylum seekers want to stay permanently in Germany and need housing. This is why the "City and Urbanity Project Series" focuses on projects aimed at integration of immigrants. At the National Urban Development Policy federal congress on "Urban energy – shaping cohesion" in 2016, Minister Barbara Hendricks emphasized that integration as a long-term task should place social cohesion at the center. For this, it needs language promotion, cheap housing and functioning social networks. The support programs of the European Union and the Federal Government should therefore be linked in such a way that both structural and social prerequisites for integration can be created.

The German Federal Ministry for the Environment, Nature Conservation, Construction and Reactor Safety, in 2014, has launched the "Alliance for Affordable Housing and Building" in response to the great demand for low-cost apartments – especially in the growth poles. This includes the Federal Government, the Länder, the municipalities, the real estate, housing and construction sectors, tenants" association, trade unions and other actors. The main focus here is on energy efficiency and climate protection in the building stock as well as sustainable new construction. A balanced mix of subsidized and free financed housing shall facilitate the integration of new immigrants into the city society and promote the social balance in the neighborhoods. For the National Urban Development Policy, the Alliance is significant because it is testing new approaches to housing construction, which can be incorporated into "Good Practice".

The change in urban development policy framework conditions is also reflected in intensified international cooperation, for example in the Urban Agenda for the EU or the results of the UN Habitat III Conference for Housing and Sustainable Urban Development in Quito in 2016.

After ten years, the structures of the National Urban Development Policy have proved their value, accents have to be updated. Future focal topics, which were already to be heard at the 9th National Congress of the National Urban Development Policy, will be innovations in the city, mixes of uses in urban areas and the integration of immigrants. Sustainable living in an urbanized world is an urgent challenge. The projects of the National Urban Development Policy are therefore a laboratory for the urban society of the future.

At the occasion of the 11th City Development Congress 2017, the memorandum is currently being adjusted. The German EU Council Presidency in the second half of 2020 offers the next chance to adopt an updated Leipzig Charter II.

INNOVATION IN URBAN POLICY AS POLITICAL PROGRAM

Peter Zlonicky: When the National Urban Development Policy was launched in 2007, the initiators decided to look at the achievements after 10 years and to focus on new perspectives. In this sense we ask in 2017: What set the National Urban Development Policy in motion? What has it achieved? Where does it need new perspectives after a decade of active politics? The most important orientations were given in discussions with the Policy Board of the National Urban Development Policy. The personal view of city stakeholders and the visibility of the institutions they represent have allowed us to formulate suggestions for the further development of a National Urban Development Policy and to think about values.

Even if the Leipzig Charter has not become the measure of all things in national urban development, the obligation to introduce an integrated urban development has arrived in Europe

Franz Pesch: With the suggestions of the Policy Board, we are referring to the first memorandum from 2007 and to the publication "Urban Energies – Positions of the Policy Board" from 2012. In discussions with Dr. Oliver Weigel, Tilman Buchholz, Stephan Willinger and the Scientific Advisory Board, it was natural to the founder generation and the next generation of urban researchers and planners to have their say as well.

Peter Zlonicky: From personal discussions and documented contributions we can observe that there is great interest in space for experiments and innovation. The expectations are high.

Franz Pesch: Let's take a brief look back first. With around 1000 applications and 150 project grants, the National Urban Development Policy has received a considerable response. How did this new policy come about 10 years ago? Why was it placed in the German planning landscape?

Peter Zlonicky: With a reform of the Federal Constitution, the national government handed over the competencies for urban development to the Länder, but obliged itself to promote structurally effective projects. It was therefore at least interesting to formulate guidelines and to observe the qualities to which the funding contributes.

There was another reason – the formulation of the Leipzig Charter and its signing by the ministers of the 27 member states. In order to communicate the messages of the charter, it seemed important to clarify the national position for Germany.

Franz Pesch: In what context did this happen?

Peter Zlonicky: Let us just look back to 2007: The signs of the major financial and banking crisis were already visible; the consequences of a neo-liberal policy – essentially a state's withdrawal from responsibility for the common good – were felt at the municipal level all over Europe. The eastward enlargement of the EU triggered a migration wave that altered the housing market. Digitalization, the most important technical innovation of our time, gradually spread through the consumer goods sector. A milestone was surely the iPhone from Apple, presented in 2007, the first mass-compatible smartphone, which stands for a change in social communication. That changed the cities.

In the Federal Republic, there was a new opportunity for an integrated urban development policy. After the 2005 elections, transport, construction and urban development were bundled in a ministry, the BMVBS. Wolfgang Tiefensee, the successful Lord Mayor of Leipzig, had taken over the leadership of this ministry. With him a staff of younger employees could transfer experiences from Leipzig and from other cities to the National Urban Development Policy.

Franz Pesch: The idea is still alive. Is it still effective today?

Prof. Peter Zlonicky, born in 1935, is the owner of the office for city planning since 1964, city planning and research since 1976. As University Professor, he was holder of the Chair for Housing at the RWTH Aachen, for Urban Planning at the University Dortmund, at the Technical Universities of Hamburg and Vienna. Guest professorships at the ETH Zurich, at the Universities of Trento and Venice, at the Technion Haifa and the Pratt Institute, New York University, Brooklyn NY.

Prof. Dr. Franz Pesch, is the founder and co-owner of the Planning office Pesch Partner Architekten-Stadtplaner, with current headquarters in Dortmund and Stuttgart. From 1994 to 2014 he was Chair for Planning and Design at the Urban Development Institute of the University of Stuttgart, where he served as Dean of the Faculty from 2000 - 2002 and as a member of the university council from 2006 - 2009. His work focuses on urban design, urban renewal, urban development and public space.
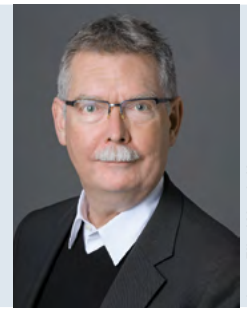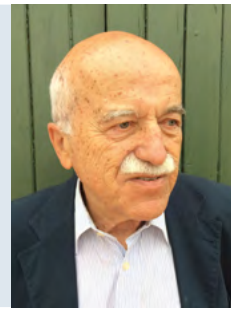
photo: Elke Wendt-Kummer
photo: Jürgen Landes

Peter Zlonicky: First of all, this is true of the Leipzig Charter. Colleagues from European countries continually emphasize their importance. Even if it has not become the measure of all things of national urban development, the obligation to introduce an integrated urban development has arrived in Europe. Mart Grisel confirms my personal experience in his international comparative research.

Franz Pesch: Far beyond the small circle of architects and urbanists, almost every town-planning discourse begins today with the cue that the city will be the dominant form of human life in the 21st century. It is, however, easy to forget that urbanization is always accompanied by crises, social conflicts and poverty. And this applies not only to stagnating or shrinking cities but also to growth poles. Against this backdrop, the significance of a major role of the public sector in urban development is particularly evident.

The "Leipzig Charter on the Sustainable European City" rightly emphasizes the unique architectural and cultural qualities of our cities, their potential for social integration and their ability to innovate economically. To secure these values politically and develop them further with new possibilities, the society of the city has many requirements.

Peter Zlonicky: When it comes to future urban development, however, we must not rely solely on the model of the European city that we value. The European city has certain characteristics that are appreciated in other parts of the world, such as their ability to evolve and nevertheless to maintain their identity.

However, the global challenges apply to all countries and all forms of the city. There are good reasons to consider these international orientations in the national urban development policy as well.

Franz Pesch: Yes, I too believe it important that the update of the National Urban Development Policy should pay particular attention to international exchange and common learning processes. I understand the European city as a city type whose qualities have to be developed in a European charter. The openness to international experience is already evident in the first sketches of a new Leipzig Charter II.

In the end, the charter is only as good as its implementation. How is the experience with the National Urban Development Policy as an instrument for implementing the Leipzig Charter?

Peter Zlonicky: In competition in the areas of responsibility, the later distribution of the tasks to various ministries or new programs for sectoral tasks – the integrative approach of urban development policy has not become as effective as necessary for the increasingly complex tasks of cities.

What the Federal Government does with the National Urban Development Policy is also appreciated internationally

Franz Pesch: What the Federal Government does with the National Urban Development Policy is also appreciated internationally. Scientific discourse and experiment are recognized as a political instrument. Innovation becomes part of the political program. Why do many colleagues feud with the limited effects?

Peter Zlonicky: Doesn't this begin with the perception of the National Urban Development Policy? Sure, with its program, with the great national congresses, it finds resonance in the professional world and in the broad public. In the municipal everyday life of planning, the sectoral competitions are gaining more and more weight.

I find this disconcerting. Growing tasks and intensified crises do not tolerate any delay. In view of climate change, the economic and social divisions of society, the unresolved terrain question and the insufficient housing supply, cities need an National Urban Development Policy more than ever …

Franz Pesch: ... and consistent political action. In its main report, the Scientific Advisory Council on the Global Change of the Environment puts it in a nutshell: The message to the Federal Government is that the world community can not afford to continue as it has done so far. The humane and environmentally friendly city requires great effort. From the worsening of the problems almost arithmetically the demand arises for more effect of the sustainable politics. In concrete terms, this means that the discourses and experiments initiated by the National Urban Development Policy must be effective in practice.

Peter Zlonicky: Does it suffice to formulate the programmatic claim? Urban development policy is constantly in competition with other fields of action of the Federal Government. There are just too many activities and funding programs running parallel – Urban Development Day, National Urban Development and Urban Development Projects, Experimental Housing and Urban Development, Platform for the Future City. The great variety creates confusion. As a result, the National Urban Development Policy is not perceived as an overwhelming umbrella, its relationship with the specialized policymakers is really only accessible to insiders, and it lacks effectiveness. Today, more than ever, it is a matter of combining them into something valued as an integrative policy. This requires bundling the individual programs into one strategy.

In concrete terms, this means that the discourses and experiments initiated by the National Urban Development Policy must be effective in practice.

Franz Pesch: For me as well, the strengthening of the profile and the effects is only a bundling and structuring of the entire urban development policy. The solution is, in my view, already in the existing system – but the interfaces must be optimized: In this reading, the National Urban Development Policy provides an innovative platform for the open discourse of science, politics and planning practice. With the pilot projects, it offers an experimental interface to practice in municipalities in order to test concepts under real conditions. The large practice test for successful pilot projects could be transferred to the Experimental Housing and Urban Development (ExWoSt) program, the prerequisite for implementation in urban promotion and municipal practice. All the components for an update of the National Urban Development Policy are already in place. In essence, it is less a matter of creating a hierarchy than an integrative view and a coordinated division of work.

Peter Zlonicky: This is not so easy with the horizontal coordination at federal level. But: Isn't vertical coordination, the translation of the urban development policy via the Länder into the municipal departments, significantly improved?

Franz Pesch: Development concepts and framework planning shine through cross-departmental thinking. At the implementation level, sectoral objectives are always being enforced without regard for losses. To illustrate this with an example: the tram goes through a redesigned city square as it is. So far everything is fine. From the point of view of traffic, a two-sided protective fence is required because the tram is to ride over a square at 60 km/h. The idea of the square is sacrificed on the altar of a seemingly advanced sectoral concept. There are many examples of this type. In order to plan sufficiently for the future, it is necessary to think and to

act in an integrated manner. In the future, urban development policy must focus more on co-operative implementation and give more space to the balancing of the different interests.

Peter Zlonicky: What is the National Development Policy? Is it an impulse generator? Is it a motor? Is it a niche in a confusing program landscape?

Franz Pesch: With a view to the upcoming tasks in the municipalities, I see the National Urban Development Policy as a key driver for the next generation of funding programs and for new strategies in municipal practice. However, it will only be able to play this role if all actors contribute to this. In concrete terms this means: experiments must be evaluated, successes must be transferred to real politics. Let me illustrate by examples: In the field of housing construction, I could imagine that innovative projects combine different themes. In housing policy, for example, new dimensions of low-cost housing could be developed at the intersection of real estate pools, communal housing, urban timber construction and new cooperative models. Or we can take digitalization: in cooperation with technology companies, we could try out new ways to further the networking of companies and households with smart technologies in sparsely populated rural areas and to reduce supply bottlenecks.

Peter Zlonicky: To promote these cross-sector projects, it is also necessary to increase cooperation with the universities. With the "University Day", the ministry has supported a format for the exchange of science and research with politics and practice, which is still seeking its identity and must be further developed. Equally important is the involvement of universities in the formulation and evaluation of pilot projects, in accompanying research, in international exchange.

Franz Pesch: When discussing the update of the National Urban Development Policy, substantive demands always come into play.

Peter Zlonicky: That is understandable, but it was not in focus ten years ago and is still not in focus today. From the beginning, it was not about changing subjects, but about the construction of viable structures of a sustainable policy. In the case of housing construction, we have seen how the situation – at that time vacancy, now deficiency – has changed in the last ten years. On the other hand, the offer of a platform for the debate of the actors, the initiative for the development of pilot projects and the establishment of international networks still applies. We must stabilize these structures and revalue the integrating qualities. The National Urban Development Policy remains a learning program. A working arc from scientific research to experimentation and promotion and to implementation in practice is the prerequisite for a successful policy.

The Policy Board underscores the importance of this policy for the shaping of living conditions in the cities. There is a common concern: the National Urban Development Policy must be maintained and further developed. It needs messages. To get across, it needs values. There is a common thread in the individual positions of the curators: the conviction that – in a comprehensive sense – the design of the city is the most important cultural task: "The history and the utopia of the city is the integration of the strange." This represents a new way of thinking about the city.

THE LEIPZIG CHARTER AND NATIONAL URBAN DEVELOPMENT POLICY

In this chapter authors of the first memorandum 2007 reflect on the development of the National Urban Development Policy. Apart from the interviewed founders, Klaus Beckmann, Wolfgang Christ, Michael Krautzberger, Folkert Kiepe, Norbert Portz, Stefan Reiß-Schmidt, Julian Wékel and Peter Zlonicky took part in the first working group.

The corporate initiative National Urban Development Policy is a platform that explicitly aims to give meaning to the political debate. The year 2007 offered the unique opportunity to politicize urban development in making it a central theme and to anchor it structurally. In order to promote content, the first authors had to create appropriate structures, form committees, establish dialogues. This was the only way to develop a lively dialogue with the public, with all actors concerned with the city and with politics.

In this sense, National Urban Development Policy is not only a commitment to the content but also a commitment to lasting dialogue and cooperation.

- Wolfgang Tiefensee
  Minister of Economics, Science and Digital Affairs of Thuringia

- Prof. Dr. Engelbert Lütke Daldrup
  State Secretary for Strategies for Berlin, Managing Director of Airport Berlin Brandenburg GmbH

- Dr. Ulrich Hatzfeld
  Head of the Sub-committee on Principles, planning-relevant legislation at the Federal Ministry for the Environment, Nature Conservation, Construction and Reactor Safety, Berlin

- Prof. Dr. Christiane Thalgott
  Honorary professor for urban development, and project planning at the Technical University of Munich

- Prof. Dr. Harald Bodenschatz
  Associate professor at the Center for Metropolitan Studies at the Technical University of Berlin

- Dr. Bernd Hunger
  Consultant for urban development, housing construction at the German Association of Housing and Real Estate Companies, Berlin

Wolfgang Tiefensee interviewed by Peter Zlonicky

Participation is not tokenism

Minister Tiefensee, you were the initiator of the National Urban Development Policy 10 years ago, a policy field that is constantly evolving and still has great approval today. What was the reason for this initiative?

I remember that already while in the process of restructuring the Federal Building Ministry I wanted to underscore the fact that it is also a national task to promote the sustainable development of cities, right up to the title of Ministry of Transport, Building and Urban Development. This came, of course, from my deep experience as Lord Mayor of Leipzig. The other dimension was european: As President of the EUROCITIES network, countless visits to European cities highlighted a variety of problems, but also of solutions. And finally there was a global dimension: what actually happens in the existing and emerging megacities around the globe? How do these cities solve their serious social and environmental problems?

In addition, I was well aware that a National Urban Development Policy can only succeed in a vertical cooperation of all actors, if you wish, to bring together the decision-makers in the municipalities, the Länder, the federation and, if possible, the European level. Inevitably, a dialogue was needed to raise questions to a higher quality level: sustainability, new forms of living together, high-quality building culture, and what would that mean in concrete terms? How can you deal with such an overarching issue together and provide modern solutions, tailor-made programs for a sustainable, viable city?

A National Urban Development Policy can only be achieved in vertical cooperation of all actors. It must bring together the decision-makers in the municipalities, the Länder, the federation and, if possible also on the European level.

Here are some answers: First, we re-adjusted the program "Social City" for example. In addition, a housing allowance was provided with an energetic component and also increased so that people with social or financial difficulties could live better – a tenet of affordable housing. "Best Practices" for an integrated and integrating development of the city quarters were discussed, encouraged and recommended. Thus, the efficiency of construction could be improved and the life cycle of buildings sustained in a way, that promoted innovation of the energy utilities and motoring systems in the automotive industry. Climate protection issues played a major role: the goals of the European Union, which Germany had set itself – to become more energy efficient, to reduce CO_2 emissions significantly and to increase the share of green energy – all this was the focus of national urban development. We have revitalized the Building Culture Foundation and reoriented it.

At the European level, it was necessary to think about a new charter of the European city. At a series of congresses to architectural biennials in Venice it was problematized to rewrite the "Charter of the European City" of Athens from the 1930s. In 2007, the new charter was adopted in Leipzig. As you can see, at all levels and with a great diversity of topics, we wanted to set new accents. And I think we were pretty successful with it.

"National Urban Development Policy" – European?

Yes absolutely! We had to take a closer look at the European dimension in close co-operation with the co-operation partners at the state and local level, from the church tower to the wide horizon. This task was preceded by the consideration of the problems facing the cities, the multi-dimensional, aggravating challenges of the future: how to deal with unstoppable globalization, unmanageable complexity, the lack of identification with the district, with the hometown? We needed a structured, highly-qualified dialogue in the European Council, where we used the German Presidency of the Council in 2007.

Wolfgang Tiefensee, born in 1955, is Minister of Economics, Science and Digital Affairs of Thuringia since 2014. 2009 to 2014 Member of the German Bundestag. 2005 to 2009 Federal Minister of Transport in the grand coalition. 1998 to 2005 Lord Mayor of the city of Leipzig.

photo: TMWWDG

What do you think the National Urban Development Policy will do in the near future? What would you focus on?

The biggest challenge is the digital city. We will have to deal more with digitalization than is accepted by large numbers of people. Smart Home, Smart City are not only buzzwords: Wireless availability and fiber are the prerequisites for non-discriminatory participation, e-mobility and car-sharing revolutionize traffic, e-commerce puts our purchasing behavior to the test and demands new logistics concepts, the energy self-sufficiency of districts and neighborhoods is tangibly close and helps climate protection e-governance and e-democracy change administrations and parliaments; e-health makes medical care possible in rural areas. We must all think of these together, they can remain piece-work. The 20s of this century demand that we direct our attention to this integrative idea of sustainable urban development.

Today we are faced with growing social challenges in Germany and Europe. The issue of the coexistence of different cultures and ethnic groups is increasingly dominating the agenda. It is exacerbated by the tendency of the growing gap between rich and poor, losers and winners. National and European urban development policies must contribute to equal opportunities and inclusion. They must contribute to preventing the threat of precariousness and the exclusion of parts of the population in order to counteract the decline of entire districts. The integration of different groups of people is more important, and it is also a challenge for rural areas. The move back into the city demands integrated regional policy with mutual responsibility: the more attractive the city becomes, the less it can lose sight of its surroundings; cities are obliged to provide services for rural areas.

How can the cities provide citizens with an understanding of this responsibility?

As the gulfs between citizenship and politics are broadened and as the role of the media is now being questioned, we can see things far sharper than ten years ago. It is often heard: "Those at the top are doing what they want anyway, we are merely their fig leaf," or "they speak a language that I do not understand." National Urban Development Policy invariably requires all actors to enter into a dialogue with the citizens seriously, in partnership and at the same time. If we want to involve the citizens in the process of decision-making, we have to rethink the matter from head to toe. So we should speak less of public participation and more of active citizenship.

National Urban Development Policy postulates that all actors without exception should enter into a dialogue with the citizens seriously, in partnership and at eye level.

"How do we live?" Certainly not as driven by circumstances, but as active designers of the future of regions, cities and districts. A wise and far-sighted urban development policy sharpens the eye for complexity as well as for detail, pushes action coordinated across the political levels and is equally flexible and open to new ideas and projects.

Engelbert Lütke Daldrup interviewed by Peter Zlonicky

INTEGRATED URBAN DEVELOPMENT IS A PERMANENT CHALLENGE

Ten years ago, together with Wolfgang Tiefensee and an expert group, you developed a new political field you called National Urban Development Policy. What motivated you?

There were different backgrounds: first and foremost was the special situation that a minister from the Federal Ministry for Transport, Building and Urban Development had emerged from a communal position and had had great interest in urban development. I had been appointed State Secretary, after working for ten years in Leipzig as a city councilor and architect – this was a rare combination in politics. We came from a professional interest to a ministry and took the issue of urban development seriously. That was the basis of our work.

Secondly, we expanded the Department of Urban Development at the Ministry, for example, Ulrich Hatzfeld and Oliver Weigel, both of whom had very special urban development experience in the municipal and state area.

To think the European city in its manifold dimensions programmatically – this debate is still effective today

The third and most important reason was that Germany, as President of the EU Council in 2007, was able to shape a discussion on urban development 60 years after the Charter of Athens. It was particularly important for us to present the European city as a central connecting element of the EU. In 2006, in the run-up to the EU Council Presidency, we discussed the Leipzig agenda with European colleagues. In this way, we were able to place a document in the world that the "European City" has put programmatically in its various dimensions. As I could see at the Habitat III conference in Quito, this debate is still going on. In 2006, our interest was to put the subject of urban development back onto the political map. That is why we used the European debate and the momentum of the Leipzig Charter to take right away the National Urban Development Policy out of its baptismal state. Not all countries were enthusiastic, because that was really their responsibil-

ity. But in the end we also convinced someone like Munich's Mayor Ude, who was at first very skeptical.

We launched a community initiative with the national government, the German Association of Cities, the Confederation of Towns and Communities and the Conference of Länder Ministers. With this platform, we were able to give our topic weight in the political arena. We've got it in the most diverse formats, and my successors have also developed it further – an idea that has borne fruit.

My impression: The Leipzig Charter is valid in other European countries and is at least a guideline, at best an obligation. This also applies to the National Urban Development Policy in Germany. In the first place, it should provide a platform for dialogue with the public, dialogue with all those who are concerned with the city and with policy. The various ministries also have different responsibilities and interests. What about dialogue and cooperation at the government level?

The National Urban Development Policy has helped me, for example, to implement programs such as BI-WAQ – Education, Economy and Jobs in Neighborhoods; we have won the Ministry of Labor to help with projects in disadvantaged urban areas to improve the economic situation on the ground. There were also joint projects with the Ministry of Families. This has also been extended to the Länder, where many cooperative ventures have been launched.

Nevertheless, it is and remains a field that could still do with some more cooperation. We are dealing with a fundamental problem that the social-spatial view of urban development, the quarters-oriented view, the integrating overall urban and regional view are always in competition with the departmental orientation of the ministries at federal and Länder level. That is why it is always very difficult to expect cooperation from all city planners, senators and ministers, whether in the federal government or in the Länder. So this is a thick plank that we must drill with endurance.

Of course, this also depends on people who are particularly engaged. It is a long-term task to bring this integrated, socially-oriented view from the neighborhood to the region into sectorial specialist policies.

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photo: Sandra Hermannsen

Formats such as national conferences and model projects with which one creates a platform are also helpful; targeted support programs, which reward social spatial cooperation and integrated work, are also important.

As I now read my notes, I was amazed at how much of todays urgent problems we discussed ten years ago in the first round of the memorandum: immigration, mobility, climate, housing, and only this last subject has been turned on its head. Ten years ago we had the problem of vacancy, of empty buildings: now the question is how can we create sufficient living space for those who urgently need it? The issue of neighborhoods is now on firm footing with the Social City program and with BIWAQ. But what is your view of the conditions under which cities work today? On which issues should the National Urban Development Policy focus today?

First of all, we can point to our success – that we have today a much stronger Social City program than we had ten years ago. This is certainly due to this platform. Issues of housing now play an important role – we did not have that topic ten years ago in such dimensions. At that time, there was growth and shrinkage simultaneously. We still have this simultaneity in the republic, but growth problems are now the dominant issue in larger cities.

Themes such as migration and integration in the dimension that we experienced last year have become increasingly important and will intensify further with bringing families together and global problems. How our society is able to deal better with migration, as well with the physical challenge of providing adequate living space, as with the social challenge of receiving people to let them arrive in our societies, that is a dimension we are talking about more today than a few years ago.

To me, the more important subject is the change in our infrastructure. At the "Urban Energies" Congress in 2012, we looked at the importance of networks in cities in the future, and whether the strong trend towards the re-communalization of the networks was taking effect and the responsibility that cities were taking over for their network systems – from information and communication technology to networks of energy, water and mobility. How does the city regain creative power for mobility, energy revitalization and living? In infrastructure networks, we commit a lot of money and determine the structures for decades. To this extent, these questions are of great strategic importance for sustainable urban development.

You attended the Quito conference. What are the obligations that cities now have to meet?

Our contribution in Quito was the instrument of municipal self-administration and the possibility of solving problems at the local level. For many countries, this means negotiating their municipal competencies and resources in a way that local solutions work better. We have also seen this in discourses with other mayors, for example in the Metropolis network or in EUROCITY. We are, of course, still facing global issues of climate change, the resulting migration processes, the rapid urbanization process and the fight against poverty. These are global phenomena that pose enormous challenges.

As Germans, we are always a bit humble when we see the prospects that other regions and other countries have to expect. To this extent, it is instructive to reflect on our own problems in the global context – against the background of the challenges that other large cities on other continents have to deal with. Climate change, globalization, the fight against poverty, migration, social cohesion and social self-organization are the major issues that we must discuss globally.

The integrating overall urban and regional view in competition with the sectoral orientation – this is a thick plank that we must drill with endurance.

Ulrich Hatzfeld interviewed by Peter Zlonicky

PROMOTING COMPETENCES, BUILDING RESPONSABILITIES AND INTERCONNECTIONS

Dr. Hatzfeld, you are one of those who initiated the formulation of the National Urban Development Policy in 2006. What motivated you to come up with this idea?

There were different events. Formally, the EU Council Presidency expected us to give political impulses. With regard to the various approaches to European urban development policy, we invested a great deal of energy in establishing a common ground with the other twenty-six countries.

We were, of course, also politically motivated. Urban development is an area in which large sums of money are invested. That was done then with only meager results, and that gave reason for concern: that although much money was invested in fostering cities, and it was quietly and continually expanded, the political result was minimal; moreover, social questions were not solved at all. Our intention was to fertilize and broaden the municipal debate on urban development by giving it a secure framework at federal level. This was also the wish of the political leaders around Wolfgang Tiefensee and Engelbert Lütke Daldrup, who recognized the political potential contained therein.

The National Urban Development Policy can only remain politically effective if it keeps on changing.

At that time, we had the political chance to address urban development. The rest was hands-on: if we wanted to foster content, we had to create structures for it. We created different committees and established dialogues. We systematically looked for people who contributed to our projects, who wanted to talk about content and conflicts, to start discussions that could interest others, such as foundations, science and other potential partners.

Has the National Urban Development Policy become day-to-day-business?

No, it was and is still in danger. All the while, our central motive was, with an enlightened approach, to make city politics a public subject. We were surprised

to find that many things were not yet integrated into structures. So we managed, supported by the BBSR (National Institute for Research on Building, Cities and Space) to foster more than 600 model projects. We have a great number of universities, diverse as nowhere else in the world. We have foundations that are concerned with cities, people who are looking for access to the arts or for social access to cities and finding places to act. Some of it was "on the street"; we integrated it into structures and created rituals.

How did you communicate this?

We had three expert commissions; their job was to foster urban development and the relations between the national government and the Länder. This is not politics, it is bureaucracy. It only becomes politics through public debate, asking: "Do we need this? Do we need, for example, the built heritage conservation program? Do we need the Social City?" That too has to be planned.

The subject of the Social City has developed only gradually within the Ministry of Construction and is now one of the important integrating programs.

The program indeed existed before, but with us, the Social City has become the main program for various tasks, tasks that must be accomplished on several levels.

From today's point of view, are there other thematic priorities? The issues of climate and housing policy, migration and integration have become more pressing. Are the previous programs suited for these?

The National Urban Development Policy never intended to prioritize topics with regard to content. Its main intention was rather to create a basis on which important topics are discussed and, because of these discussions, to put requirements on promotion and research policy, i.e. the idea of a platform.

In the field of urban development policy, the topics are constantly changing. Ten years ago, for instance, no one was talking about new housing construction; our priority was reducing the number of empty dwellings. Consequently, within the framework of the Na-

Dr. Ulrich Hatzfeld, born in 1955, is head of the Sub-committee on Principles, planning-relevant legislation at the Federal Ministry for the Environment, Nature Conservation, Construction and Reactor Safety since 2014, and has led several other sub-divisions since 2007. Prior to that, he was a group leader for urban development in the Ministry of Building and Transport of the State of North Rhine-Westphalia, managing director of various city planning offices and research associate at the University of Dortmund.
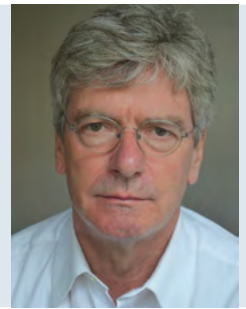
photo: Ulrich Hatzfeld

tional Urban Development Policy, it is less a question of developing individual areas of action, but more of fostering competencies, establishing responsibilities and connections. If, for example, we are able to involve the churches in the discussion, we will receive competent statements on social issues. If we make it possible to involve foundations and many civic society initiatives on the ground, we will be able to update the discussion on citizens' participation.

On the other hand, one gets the impression of fragmentation: specific concerns are elaborated, but the interaction of the participants and the integrating view are missing?

Firstly, one has to admit that professions and political modes of action have their own logic, their own speed, their scenes, which they have to serve; to be short: in different cultures. If political insights reveal synergies that bring together two political approaches, then this is not a process that works by itself; we must search for some overlapping. There are attempts to bring different levels together with different degrees of concreteness – in this case environment and urban development. The new environmental program, presented by the minister, groups a lot of tasks in transport planning and urban development together. In many fields these synonyms have not yet been discovered or recorded.

The National Urban Development Policy is an offer of the ministry to think about policy fields jointly and to exchange, without loss of face and authority. Has the offer been accepted?

It is necessary to have patience and consistency and not think that one's own actions are always directly plausible for others. This is especially true if the methodological approach is to see a specialist policy no longer in columns from the top down, but rather the space to take the district as a decisive reference for action. This discussion must be conducted; offers must be made which are worthwhile for those involved. Why should colleagues from other ministries give up their goals without gaining something? To communicate this and to make it concrete in projects is crucial for all parties involved.

Does this also apply to policies of universities, which you have brought closer to urban development policy?

We have taken up connections to the universities and to research because we need allies to make the city a social subject – the city, generically, together with science, has a relatively high appreciation of social questions.

When it comes to perspectives – what do you expect from the upcoming debates?

The National Urban Development Policy can only remain politically effective if it keeps changing. It must always address the relevant questions of society and sometimes it must create surprising connections with areas, such as sport, health, and even art and culture in general.

In its organizational structures, it must always remain close to planning reality. If it is no longer on the ground, if the link to the processes in the neighborhoods can no longer be established, it becomes politically empty. That would be the end.

Stop looking at professional politics as columns from top to bottom, but take the space, the neighborhood as the decisive factor.

We need projects that unite our different professional ambitions and, with their exceptional structure and professional quality, trigger a debate among non-specialists. I am talking about similar constructions like the International Building Exhibitions, where we were able to put all that we think of the important problems of our society into the contexts of political discussion.

stadtnachacht (City After 8 pm): Managing the urban night economy

photos: Jakob F. Schmid
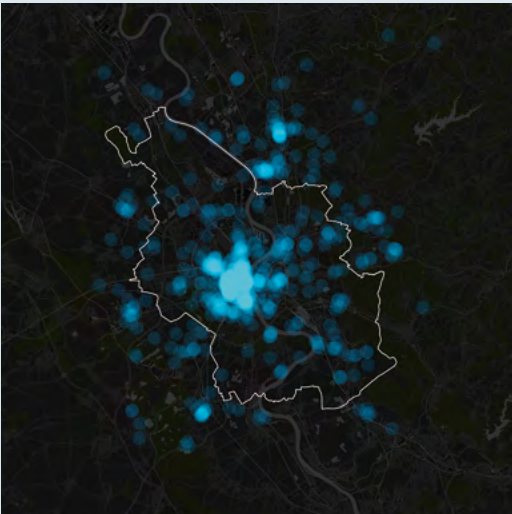
plan: Jakob F. Schmid/Patrick Stotz

Large-scale nightlife has produced an economy of its own kind. The project "stadtnachacht" investigated, how the planning examination of the local nightlife in selected German cities works. In addition to planning aspects, the focus of the study was on the concrete economic potentials of an urban night economy as well as its interactions with other economic sectors. Based on the study's findings, specific urban planning and city-market-related recommendations for action were formulated, which have since been communicated in publications and at events.

photos: Jakob F. Schmid

Christiane Thalgott interviewed by Elke Wendt-Kummer and Peter Zlonicky
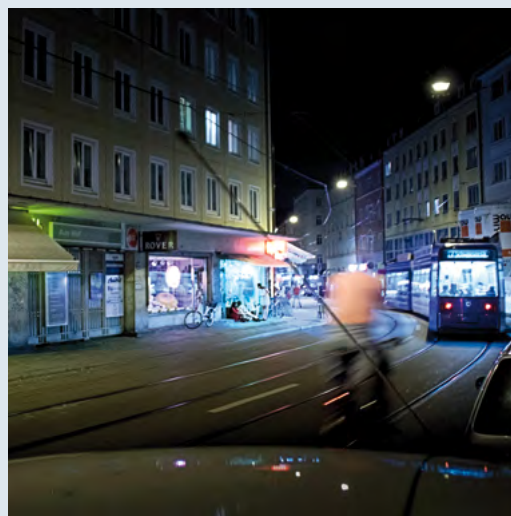
WE NEED IMAGES TO BE UNDERSTOOD

National Urban Development Policy: Why do you stress that ten years ago it was important to formulate a position in the framework of Europe?

Against the backdrop of sharply growing nationalism in European countries, something began to emerge in our country that had not been felt or at least uttered in polite society, that is to say a pronounced hatred of foreigners. It first became a subject about ten years ago. I believe this was one of the triggers creating the National Urban Development Policy for us to express ourselves about this in the European context.

Under the presidency of the European Council in 2007?

Yes, because there we had the opportunity to position ourselves against the background of the national development of other countries and their differences. This was the time when Denmark suddenly slid to the right, the moment when nationalism arose again. ..

... and in Hamburg, in Wilhelmsburg.

Yes, Schill – suddenly this topic was front and center again; it had always been there, but before it wasn't socially acceptable. Due to this, it became important to look more closely at national urban developments and to formulate the objectives in such a way that everybody could recognize themselves in them.

The National Urban Development Policy has defined political objectives spatially and thereby helped democracy.

Which effects did you, as the former deputy director of city planning in Munich expect from working for the National Urban Development Policy?

I did the urban planning for several cities and often perceived differences. Especially when the everyday practices differ, it becomes the more important to set common goals. I placed the emphasis on social issues and the subjects of nature conservation and sustainability in urban development. The fact that these topics, which are difficult for all cities, were now expressed and

formulated – that was really important. The subjects are there, but they have to be put into words and sentences to convey them. A new feature of the Leipzig Charter was that it bound these subjects to space, that they have a location and can be seen.

I think this is true of the Leipzig Charter, in terms of the expectation that each country commits its cities to practice urban development policies and to put disadvantaged neighborhoods at the top of the list. This question cannot be ranked high enough and should be brought to mind again today.

Although the dilemma lies in the use of space, most politicians know nothing about it. They are suddenly realizing that spaces exist, when the saddest things happen in a district of Brussels, while in political discourse spaces do not exist. There these subjects only occur in generalizations. In the National Urban Development Policy, I found really essential that it defines political objectives spatially and in doing so has helped democracy.

From the outset, the National Urban Development Policy wanted to use particularly good projects as examples and to make them generally interchangeable. From your point of view, has the National Urban Development Policy been accepted in Munich?

Let me say that the citizens of Munich are firstly provincial and secondly self-satisfied. But they are always concerned both about the spatial as well as the social balance and in this respect there is no need for external examples. But we need good examples if we want to explain to students: "What is really the point of urban development?" Or with economists who always have their systems, but are always puzzled when their systems do not fit reality. If you deal with other professions, it is very helpful to have pictures and examples.

The National Urban Development Policy wanted to create awareness from the outset and to bring urban development also with good projects to the public discourse.

With the examples of "good practices", one can very well convey content to people who are not concerned
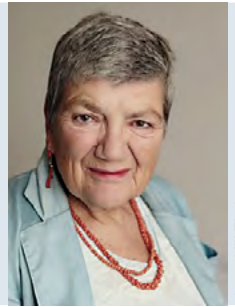
with such subjects at all. We always talk about a better world without using pictures. There's a good reason for having a Bible, whose message is reinforced with visual language. The formulations we find in the Bible are highly pictorial.

"There was no room in the inn."

Often people do not know what we're talking about. Of course, examples are extremely useful when they are attached to the normal perception of average consumers. Perhaps it is especially difficult for politicians to convey pictures of the world because they always only deal in words.

Mrs. Thalgott, in the different roles that you have had as a city planning director and as President of the Academy for Town and Regional Planning, you've gained a great deal of insight into what's developing in cities with the help of the National Urban Development Policy. Where, in your opinion, has the policy succeeded?

On the whole I think it has been a good thing for cities, because the diversity of the problems and the topics are an everyday concern. Everyone who has responsibility in the city is glad when he or she finds allies who participate in the discussion with examples. Maybe the collaboration is a bit easier when you all sat together around a table. Maybe you are then more likely to approach others.

What really matters is the fact that cooperation with other European cities has been intensified, that we have learned something about the differences between the systems and the underlying historical decisions, that you know today that the English are centralist and the French are even more centralistic, but for quite different reasons. It is through the National Urban Development Policy we have come to understand more of from where some developments derive. I think this is very instructive for many cities. Although the fact that this is so incredibly complicated has been quite daunting.

But you can also discover your own strengths in the co-existence of different cultures.

How to deal creatively with the European rules is also very instructive; for example in Italy (laughs). The way we deal with adversities is quite diverse. So one sees that these political settings also change. It is consoling when they do not only deteriorate.

What messages should an urban development policy after the experiences of the last ten years convey today? What tasks do you see today for the National Urban Development Policy?

I think today it is much more about social cohesion than it was ten years ago. The question now is how to recapture those who feel that society has left them behind and bring them back. And how to achieve a good way of living together with those people who come from somewhere else and which structures we need for that – in the social field, on the labor market, and also in everyday life. The questions of education and work are essential, but also of sports and recreation. For this, I believe, we have to make a much greater effort.

Do you see an example of places where the National Urban Development Policy could address these tasks?

One place is the football pitch. It is an amazing place. Well, it is more for small boys; girls are always in the minority. Basically, it is about creating a different form of education and work policy that takes into account the fact that not everybody is the same, but that everybody should have the same opportunities and must also have a space. This is really essential: We have been saying in Germany for too long time that we are not a society of immigrants. But the city of Munich has not just talked about the need for an immigration policy, it has acted, meanwhile many other cities, however, didn't even discuss this at all. Since education in the Federal Republic is a domain of the Länder, the pressure has not been so heavy. And when the cities wanted to solve a problem on their own, they had to implement their local politics by themselves. I think with the subject of work it is similar. You need jobs that require not just verbal skills. This is not easy either.

I believe we need to think and do more about these issues. And that will take a great deal of patience.

Harald Bodenschatz interviewed by Peter Zlonicky

IS IT STILL RESPONSIBLE TO LEAVE THE COMPETENCES FOR URBAN POLICIES TO THE LÄNDER?

What were your expectations when you formulated your position on the National Urban Development Policy?

In the area of urban development, there has always been some arrogance in our profession. Are we, well-educated city builders, able to work in large contexts interdisciplinarily?

It was difficult to give the new program a name: "National Urban Development Policy" should not mean that we cease to think at the borders of our Länder.

What happens in our urban development is presentable, but we have largely neglected to communicate this internationally.

At the level of the city, I believe it has been quite successful. There is no such thing as promoting urban development in other European countries. It was, however, difficult for us to communicate our success internationally (in contrast to the British). We can certainly show what happens with us in urban development, but we have largely neglected to communicate this internationally.

To begin with it was important for us to formulate our own position on urban development policy. The international orientation was there from the beginning, but it developed more and more in the course of the discussions and was only finally firmly anchored in the Leipzig Charter. But what about the national orientation?

I don't know whether our system, which is transferring the competence of the cities to the Länder, is still right for the time. For the longest time we have been thinking in terms of regions; won't the cities, be too squeezed in-between state and federal policies now? It is obvious that regional policies cannot develop adequately between the two poles.

If the National Urban Development Policy offers a platform upon which the parties involved in urban development can communicate, who are the participants? This is not so easy in our own discipline, where communication between two often adverse camps – architects on the one hand and city planners on the other – is rather difficult.

At that time, we wanted to make urban development and urbanity a public topic and to promote outstanding projects by means of "good practice". In retrospect, how has the topic been publicly received over the last ten years? Have good projects become better received?

We find it difficult to convey the contents of this policy. In Berlin there is the ambitious program "Berlin 2030", but hardly any top politician has so far publicly committed to it. Perhaps it is because our messages are too general, not concrete enough. It's only when they become concrete – such as the requirement that no more than 30 hectares per day should be "sealed" – they are finally perceived. Perhaps, in order to gain more awareness of the projects it would be advisable to focus on a few concrete messages.

In our discussions, the question of urban development processes played a major role. How do you see the evolution of the citizenparticipation processes?

The issue has become more complex: what does citizen participation mean today? Interest is only aroused when confidence in politics and administration is disturbed and when decisions are not made transparently. Besides: a good process does not necessarily result in a good product.

The problem is actually different. Today there is hardly any discussion about fundamental questions, such as real estate law, the real estate policies of municipalities and tax law. How is it possible to achieve public access to real estate in a democratic way?

Prof. Dr. Harald Bodenschatz, born in 1946, is associate professor at the Center for Metropolitan Studies at the Technical University of Berlin since 2011. Prior to that, he worked as a university professor for planning and architectural studies at the Technical University of Berlin, guest professor and research assistant at the Technical University of Berlin and the RWTH Aachen University, as well as a freelance city planner.
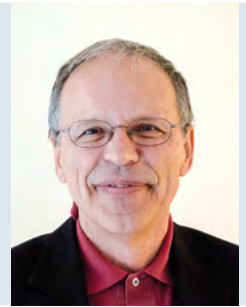
photo: Philipp Dase

The National Urban Development Policy can be a platform upon which the different disciplines cooperate, on which cities and communities, regions and countries work together. Which topics would be the most important to be discussed today?

At the moment, it is mainly housing construction. For a long time neglected, the deficits of housing policy today are at the center of public debate, as well as questions of climate, which, while going beyond national borders, still need local solutions. The city we are dealing with – what exactly is it? Do we see it only within the confines of the compact European city? How do existing centers develop, how do new ones emerge? How do we judge them when deciding how to supply them with goods and services, and how are they socially? The programs to optimize centers do not go far enough. The basis for a sustainable city is a developed system of centers.

This also involves a question of urban development: what will become of public space, of our streets and squares? What happens, for example, with the radial roads, with main roads, whose function and development is the concern of numerous lobbying groups. How do we deal with large-scale infrastructure, for example with railway networks, with major airports? These are decisions for the century. How do administrations and politics see their responsibilities, and how do they manage to cooperate?

How can the strengths of cities be developed?

It was important that the memorandum redefined the role of the Federal Government in Urban Development – the value of this debate cannot be regarded highly enough. The federal government has the definite responsibility to develop this area of its policy continually.

Today there is hardly any discussion about fundamental questions: for example about land rights, the land supply policy of municipalities, the tax law. How is it possible to achieve a public availability of land in a democratic process?

REROUTING SUPERTANKERS

Do you remember our first round of talks ten years ago, what did you expect then from the National Urban Development Policy?

Well, we had clearly formulated our claim to an integrated Urban Development Policy already in the last days of the GDR. I had written a study under the fuzzy title "urban planning forecast", which described the foundations of an integrated city development.

After the reunification, Tiefensee and Lütke Daldrup thought about how to formulate an integrated urban development policy. I found it quite exciting that the name "National Urban Development Policy" deliberately made a cross-departmental claim.

The "Social City" program actually works across departmental lines, and it is interesting how programs of other ministries, especially in the social sector, have docked onto the "Social City" program.

When I look back, I am somewhat disappointed: the ministries are all hollowed out and work more or less independently of each other. If you look more closely, however, a few things have taken place. The "Social City" program, for example, actually works across department lines, and I find it very interesting to see how programs from other ministries, especially those dealing with social issues, have subscribed to the "Social City" program.

What does nearly not work at all is integrating environmental aspects into actual construction. What also functions poorly, with perhaps the exception of the housing sector, is the integration with the business sector. We have to realize that these sectoral ministries are simply big and heavy tankers. Behind the subdivision is a kind of self-reference in which cross-thinking becomes increasingly difficult. It is, in fact, simply a contradiction in itself.

Individual industries even advanced this complex thinking. Programs such as the "Social city" or urban

redevelopment were already thought fully integrated. My phrase, written for the German Association of Housing and Real Estate Companies (GdW), was "Overcharged Neighborhoods". This integrated thinking has now reached the lower level, for example, through neighborhood management.

A lot has gone well with this National Urban Development Policy. I consider the approach more important than ever, because in social practice it is precisely the contradictory processes that can be observed. Society is becoming more and more complex and should act more and more in an integrated manner. It is, however, increasingly emerging from diverging, expanding interests. Almost all sectors of society are working to perfect themselves separately, where demands drift apart and then, at the local level, no longer meet.

Is the need for the convergence now under the pressure of the development of the past few years – the key words are climate, housing needs and migration – much stronger than it was during the luxuriousness of the early 21st century?

Absolutely. This is like a pressure cooker upon which the lid is kept firmly tight. We are doing very poorly in amending the Building Code because of the conflicting interests. The environmental sector insists that normative requirements be increased and that the accelerated development process be weakened, but exactly the opposite is expected of the people who want to build quickly, so the need for cooperation is growing. Probably the burden is not yet great enough to affect social discourse.

Unfortunately, I see the same.

In order to succeed, we will have to apply more pressure.

If this policy continues to develop, what issue you are addressing should the focus of the program be on: the housing issue, the question of the "Social City", the neighborhoods? What reinforcement would you wish to support your work?

Dr. Bernd Hunger, born in 1953, is a consultant for urban development, housing construction at the German Association of Housing and Real Estate Companies (GdW) since 1999. Until 2007, he was the head and owner of Stadtbüro Hunger, Stadtforschung und -planung. Previously, he was head of department at the Institute for Urban Design and Architecture of the GDR's Bauakademie and an assistant at the Department of Urban Ecology at the Weimar University of Architecture and Building.

photo: Urban Ruths, GdW

One should actually have a sort of inter-ministerial working group that really makes a difference – not just inter-ministerially, but also with the Länder and civil society. Methodically, the alliance for building and living was a great approach. The only trouble is that for all the effort, the results are quite puny. Neither have we changed the norms nor amended the laws for saving energy. It is obviously incredibly complicated to get it right.

What about the housing issue?

As far as collaboration is concerned, there are about thirty points we have to implement. How can, for example, the interests of environmental protection be balanced with the needs of construction for future orientation? Proceeding from a certain amount of growth, building on a green field can no longer be a taboo. The entire history of deciding on norms is one which greatly hinders building. This also has to do with the fact that the sub-systems are extremely sophisticated and not in the least ready to take a step back. We have a number of requirements for housing construction, which in no way are related to the income of the people. Now there is a huge gap, which did not exist in the 1950s and 1960s. Housing was built for broad sections of the populace and everyone was aware that they had to pay for it. Social polarization has increased, the cost arguments have been pushed, but nevertheless people stick to old standards. Those are the reasons for a standstill in housing construction. Our completion figures are far from what we need.

There is a whole range of activities that work integrative well beyond the box and have weight in the public. This includes activities you are behind. Does this begin with the award for the "Social City"?

It was actually this way earlier, with the German Award for Building Entrepreneurs. This is co-endowed by the Department of National Urban Development Policy, because behind this building award there are integrative civil society institutions: the Deutsche Städtetag and the Gesamtverband der Wohnungswirtschaft, The Association of German Architects, the Federation of German Landscape Architects and the Deutsche Stiftung Denkmalschutz. That means that projects are honored that are highly integrative in themselves and which contribute as building blocks of National Urban Development Policy.

Another similar large-scale project is the "Social City" Award, which includes the League of German Tenants, the Schader Foundation, the Federation of Workers' Welfare, this means all social sponsors. Next year, we will add one more thing, there will be an integration phase: "Live together with new neighbors". The award will be presented by the Building Minister on the evening of the Congress of National Urban Development Policy. This means that there are already occasions for strengthening inter-agency cooperation. We had tried several times for the Social City Award to be endowed, for example, by multiple ministries. On one occasion, the Ministry of Family Affairs was on board, but otherwise, it didn't work out. For it to succeed, one ministry must take responsibility – otherwise the others won't come at all. We haven't yet succeeded in involving ministers or ministries with such an award. That would be a great thing!

The whole business of norms is a story that hinders building extremely.

But it is exciting that something is moving from the bottom up, that holistic thinking is now becoming important for the way the people see themselves.

At a certain point, they all jump on board. Each member of the Bundestag first asks if a project in his constituency is going to get the award. But then all the participants get involved; they take a seat in the first row and are pleased.

National Urban Development Policy –
Policy Board meetings

… 2017 Heilig-Kreuz-Kirche, Berlin

… 2016 Stadtmission

photos: Andreas Kaufmann

NEW ORIENTATIONS FOR URBAN PLANNING

The National Urban Development Policy aims to promote new tracks in municipal planning. As an umbrella, it strengthens the role of municipalities in integrated urban development through funding programs, exchanges between politics, science and practice, and the testing of new planning approaches, especially in the cooperation between the different levels and the different ministries. For only coordinated action can meet the challenges of urban development. The small and medium-sized towns deserve special attention. They are often neglected in contrast to the metropolitan areas, but they have an important function in the regional structure for the relief of tight housing markets or as a place of work as digitalization progresses.

- Dr. Eva Lohse
  Mayor of the City of Ludwigshafen, President of the Deutscher Städtetag

- Thomas Webel
  Minister for State Development and Transport of the State of Saxony-Anhalt

- Axel Gedaschko
  President of the Federal Association of German Housing and Real Estate Companies

- Norbert Portz
  Deputy for Urban Development at the German Association of Cities and Municipalities

Eva Lohse interviewed by Peter Zlonicky

A SIGNAL FROM THE FEDERAL GOVERNMENT WOULD BE HELPFUL

What is the significance of the National Development Policy for the cities?

I gladly accept the question – but I would make it clear in advance that there is no solitary national "city development policy" for the cities. Of course, it would be wrong to assert that the federal development policy of the national government would hardly affect communal action. But it would be just as wrong to turn by the choice of the notion alone away from the multi-level approach of the National Urban Development Policy and to proceed exclusively from a "national" city development policy.

Two things are important for us: in the first place, the National Urban Development Policy provides – as a result of interdisciplinary definition work for a sustainable urban development policy in the European city – the framework for the development of cities and municipalities on the basis of the Leipzig Charter. Thereby the national, state and communal policies attach special importance to the responsibility for disadvantaged neighborhoods.

The "Urban Energies" memorandum, which was also supported by the municipal top associations, has been defining the key tasks of sustainable urban development since 2012:

- careful ecological conversion of buildings and neighborhoods;
- technological renewal of urban infrastructure;
- development of a new mobility as well as
- social integration.

Secondly, important for us is the fact that programs and projects are funded in this framework, which, in turn, enables us to implement again multidisciplinarity on the basis of integrated urban development concepts in a largely self-determined manner.

The question is whether the Federal Government actually lives the integrative approach of the National Urban Development Policy cross sectorally.

We see the National Urban Development Policy as a joint initiative of the national government, the Länder and the communes on the basis of the Leipzig Charter and the Territorial Agenda as an umbrella of joint action. In addition, the importance of an integrated urban development policy with a nationwide perspective as well as a European and international embedding is appreciated by all partners. For us, the National Urban Development Policy is a policy for the municipalities with the aim of strengthening the cities and municipalities, and thus also the federal and state governments.

What could strengthen the perception of the National Urban Development Policy, since 2007 a platform for the discussion of all players?

The annual national congress, with about 1,000 participants, reaches a large part of the planning professions; as a cross-departmental platform it deals with space-relevant topics and provides a direct exchange between policy and practice. The members of the presidency of the German Association of Cities and I are also happy to participate in the congresses and would like to contribute to a lively forum for the exchange, the re-alignment of topics and, if possible, the establishment of new political approaches.

We must, however, also openly analyze a few deficits: in spite of far-reaching acceptance and a high degree of recognition, we must state, that the effect and perceptibility as an over-arching umbrella of joint action in urban development policy have not yet achieved enough. Even though urban topics such as integration, social housing, living together in the neighborhood, participation, rising rents in the big cities, demographic change or digitalization ("smart city"), play a large role in the media in the current discussion, they are not being connected to an integrated urban development policy or urban action strategies on different levels. This is exacerbated by a series of parallel, non-connected federal policy activities in the same field of action as the "Day of City Promotion", the nationally significant projects or the National Platform "Future City" of the Federal Ministry of Education and Research (BMBF).

Dr. Eva Lohse, born in 1956, is President of the Deutscher Städtetag since 2015 and has been a member of the Presidium since 2005. Since 2002, she is the Mayor of the City of Ludwigshafen. Since 2006, she has been the chairman of the Rhine-Neckar region and deputy chairman of the Future Metropolitan Region of Rhine-Neckar. Dr. Lohse was a lecturer at the University of the Federal Government for Public Administration in Mannheim.

photo: Stadt Ludwigshafen am Rhein

Despite the Declaration of Papenburg of the Conference of Ministers on the National Urban Development Policy of 2007, which is a more comprehensive approach, the implementation of the promotion of urban development, as well as the current individual refugees (Refugee Ordinances, BauNVO) dominate the political scene.

So what can we expect at the municipal level? On the one hand, a clear commitment and a positioning of the Federal Government for the National Urban Development Policy would surely be a helpful signal to strengthen the joint initiative of the federal government, the Länder, cities and municipalities. On the other hand, the integrated approach of the National Urban Development Policy is for the Federal Government also a matter of interdepartmental life. As an impetus for all the partners of the initiative, it would be possible to form a regular meeting at the level of state secretary, leadership committee of the federal, state and local authorities, following the example of the Interministerial Working Group "IMA City". This is mandated by the Federal Chancellery and works together – albeit not particularly externally effective – at least across the board. This would put common learning, developing new program approaches and transferring proven programs on a different level, and help to bundle resources from different departments and action levels in the sense of an integrated approach to sustainable urban development policy.

What messages should the city development policy convey today?

The profile of the National Urban Development Policy as an innovative and inter-departmental platform for integrated urban development can be further strengthened. Perhaps it should be more programmatic, conceptual, and also a bit more political. It is to find, set and further develop important topics, formulate positions and initiate follow-up processes. To this end, we could envisage the establishment of an interdisciplinary "think tank", which would introduce new topics to thePolicy Board for discussion. The focus should be on networking and integrating the various aspects of

urban development. The National Urban Development Policy could thus evolve into an action-leading strategy for research, promotion and communication in urban development.

A strengthening of the joined initiative of the Federal Government, the Länder, cities and municipalities and a clear commitment by the Federal Government to the National Urban Development Policy would be very helpful as a signal.

In order to meet their demands for an integrated urban development, the National Urban Development Policy should focus on the networking and integration of the different technical aspects of urban development and incorporate the overriding subject of "sustainability". This applies both within the ministry between the units, departments and ministries as well as outside with other urban development actors. The "integrating approach" is, of course, not equivalent to a superior function of urban development. Rather, it aims at an exchange on the same level. The theme of "sustainability" should be applied to all its aspects.

The core question at all levels and in interaction with the general public and the economy is: What needs to be done at national, state and municipal levels to achieve more sustainability with integrated programs, plans and projects? In this respect, it seems to us to be a good idea to transfer the imported format of the Interministerial Working Group "IMA City" with its interdepartmental approach to the National Urban Development Policy.

Thomas Webel, born in 1954, is Minister for State Development and Transport of the State of Saxony-Anhalt since 2011, has been the chairman of the conference for urban development, construction and housing of the responsible ministers and senators of the Länder since 2016. He was a member of the Land Council of Saxony-Anhalt and district councilor. Webel also served as head of the administrative department of Wolmirstedt and head of supplies for the agricultural production cooperative Dahlenwarsleben.

Thomas Webel interviewed by Franz Pesch

THE SUSTAINABLE CITY AS POLITICAL TASK

Looking back: How do you judge the achievements since the initiation of the National Urban Development Policy in 2007?

The National Urban Development Policy has succeeded in bringing together representatives from politics and planning as well as from business and society. The project series is a valuable contribution to sustainable urban development. National Urban Development Policy supports creative approaches to master complex planning challenges. As an example can be referred to the competition "Courage for the Gap"– "Courage for the New" in Saxony-Anhalt. The aim of this project is to work out cultural high-quality solutions for building vacancies that are difficult to develop, and to combine in a compliant way existing with new developments. Besides the urban progress on the ground, we can learn a lot about pioneering processes in urban development. These findings will, in turn, be incorporated into the further practice of funding programs.

What do you see as the most pressing challenges for an integrated urban development in the near future?

The focus is on the adaptation of our cities and municipalities to the demographic development. This concerns both the development of the number of inhabitants as a whole and the change in the population structure. On the one hand, the persistently strong influx leads to population growth and strong building activity in large cities and metropolitan regions, such as we have not seen in years. On the other hand, we find a considerable housing gap in the remaining regions, particularly in rural areas, which will continue to increase in the medium term. Therefore, there is no alternative to the practice of urban redevelopment in Saxony-Anhalt. It offers us the chance that our cities will continue to be attractive in the future. Holistic con-

cepts are in demand here, which take into account all areas of urban planning. This is not just about dismantling, but above all about the adaptation and upgrading of urban structures. The reassessment covers, for example, the securing and rehabilitation of buildings, as well as the renewal and maintenance of the social and technical infrastructure. The revitalization and use of old industrial and traffic voids as well as the creation of a barrier-free urban environment are major challenges of integrated urban development.

What are your wishes for a further development of the National Urban Development Policy?

Despite all the social pluralization and differentiation of housing and living styles, urban politics affects all citizens. It is therefore the responsibility of all parties involved to develop strategies that ensure in the long term the vitality and future viability of cities. Today, people feel more intensely connected with their city and are engaging more strongly than ever before in questions on urban development. In this context, the integrated urban development instrument needs to be oriented more consistently at the municipal level. It is necessary to further strengthen the balancing of interests and to make better use of the existing participation procedures. The National Urban Development Policy can certainly help to promote an integrated approach and improve the design process. Worldwide, the city is not least the most important form of settlement. Constantly changing urban life has always required corresponding adaptation processes of the physical and spatial environment. To this extent, the integrative and interdisciplinary initiatives are the actual subject of a sustainable, forward-looking urban development. This is not the sole task of a ministry, but all the political areas are asked to back the transformation of our cities.

Axel Gedaschko, born in 1959, is the President of the GdW, the Federal Association of German Housing and Real Estate Companies and has been in office since 2011. Prior to that, he was an economic advisor and chairman of the Hamburg Economic and Social Affairs Office, as a senator of the Department of Urban Development and Environment, as a state councilor in the City of Hamburg, as first district councilor of the Harburg district.
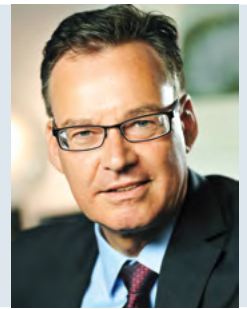
photo: Urban Ruths, GdW

Axel Gedaschko

THINKING AND ACTING ACROSS SECTORS

In the last few years, the approach of the National Urban Development Policy has made a major contribution to promoting cross-sectoral thinking and action in the housing sector. It is, however, no time to rest on one's laurels; the project's efforts must not abate, especially since the tasks of integration in city quarters and the necessary push in housing construction represent a challenge for the society. The housing industry, represented by the GdW, will continue to support the necessary initiatives as a reliable partner of the public sector.

Dialogue, Future and the Hanover Region

The formulations of procedures and contents of a regional spatial planning program are generally not very close to citizen. Under the title "Zukunftsbild Region Hannover 2025", the Hanover Region faced the challenge of carrying out the installation process in a participatory manner and stimulating a wide-ranging public discussion through the preparatory concept process. The rather abstract contents were prepared for participation, and new instruments and procedures for participation were tested. The results of the procedure were incorporated into the spatial planning program.

photo: IWS

MetroLab in the Metropolregion Nürnberg

photo: Simeon Johnke

Based on existing initiatives, the Nuremberg Metropolitan Region is to establish a unique network across Europe of innovative technology laboratories. These "FabLabs" are creative places for the development of ideas that are open to all population groups. At the same time, the focus is on the promotion of the regional economy, the tying of skilled workers and the latest educational offers in city quarters.
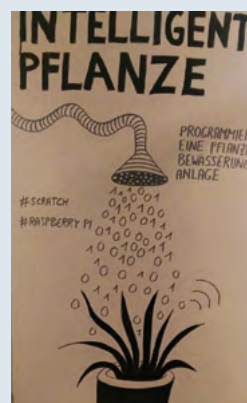
photos: Chris Hermann

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koopstadt – A cooperation project on urban development in Bremen, Leipzig, Nuremberg

Learning together and learning from each other – the three cities Bremen, Leipzig and Nuremberg have set their sights developing their corporate pilot project "koopstadt". From 2007 to 2015, the cities used to have an intensive exchange on subjects of urban development and tested innovative solutions for the central challenges of urban development. They saw themselves simultaneously as an object of observation, a workshop and an impetus for animated dialogue on urban development, in which the public was also involved. Beyond the duration of the project, the cities continue their exchange about new contents.

Ensuring the provision of services in the sparsely populated area – Designing tasks and functions of centers together

How can the living conditions in the region with its shrinking population be stabilized and improved? The four neighboring municipalities of Pritzwalk, Wittstock/Dosse, Heiligengrabe and Meyenburg concluded a cooperation agreement in December 2007 to jointly secure and develop the interrelated care functions. To this end, the municipalities created a cooperation council as a joint body and agreed to establish a cooperation fund. Several projects of the co-operation of the Central Division have been carried out. An expansion by two more municipalities is planned.

Norbert Portz interviewed by Peter Zlonicky

TOWARDS A POLICY OF VICINITY

Mr. Portz, what messages do you expect from an update of the National Urban Development Policy?

After ten years, the messages are clear. The National Urban Development Policymust present the current challenges, opportunities and solutions for the cities and municipalities of the coming years and support municipalities as key players. Structural change, immigration, demographic change, the environment and climate protection are not only problems in large cities, but also in many small and medium-sized towns. We want to build a policy of proximity, the compact city.

We repeatedly realize that smaller cities with a good building culture, with attractive buildings, with accommodation facilities in public places have advantages because they shape their own distinctive profile.

Do the smaller cities and communities find themselves in the National Urban Development Policy? The question is whether they are not marginalized by the big cities?

This is already true, Germany looks more generally at the big cities, the metropoles. There are the political levels, the large corporations of economy, and then there is some neglect that the significant potential for Germany lies in the small and medium-sized towns. Germany's strong decentralization, this particular quality of the Republic, has not always sufficient prestige in current guidelines. We are involved in conferences, which is good, but I believe that the potential of small and medium-sized towns could be exploited even more

in the sense of the general objective of strengthening the equivalence of living conditions.

Is there not a reconsideration going on? In general, small and medium-sized towns become attractive for new residents, which try to be near to open spaces and to find good neighborhoods and do not feel so good in the big cities. This is the subject of the new report on building culture, which asked: How can small-scale municipalities and smaller cities be judged in terms of building culture? How can we draw attention to their problems? How can civilization be understood as a culture of process? Is building culture an issue in the development of smaller cities and municipalities?

Yes, building culture is a constant, because we believe that good design also creates a quality of life for the citizenry. In this respect, building culture is a constant challenge for us. It goes beyond the built-up environment and also relates to the shaping of the landscape, the handling of traffic and, overall, the handling of the energy transformation and the swaths of land for the necessary cables – this is a large subject. By and large, we appreciate the qualities of building culture, knowing that they are always in danger. This also applies to retail trade in the city centers and to online trade, to expansion and contraction: we look to see whether the cities and communities are well-organized or not. We realize that smaller cities with good building culture, with attractive buildings, have the advantages of helping people staying in public places because they shape their own unmistakable profile.

Another key feature is regional cooperation. Major cities feel themselves capable of managing their development by themselves, but are highly dependent on regional cooperation. This applies to all twelve metro-

Norbert Portz, born in 1955, is a deputy for municipal and urban development, housing, spatial planning, granting rights, waste management and water supply in the department for urban development, spatial planning, planning law, environment, granting rights, agriculture and forestry of the Deutscher Städte- und Gemeindebund. Previously, he held a lectureship for public building law at the Cologne University of Applied Sciences.

photo: DStGB

politan regions of the Republic. How can regional cooperation be advantageous to all partners?

This is achieved in a concrete way when cities and communities meet with one another and don't wait until they have "a problem". The classic example is the housing shortage – there is only very expensive, no-longer-affordable living space. This generates the urge to work together with the surrounding communities. We would hope that much more is thought of in cooperation and regional contexts – not only when it comes to problems, but also in the face of opportunities. Certainly, this could be greatly improved. We believe the future lies in inter-communal action. There is still more talk about it here than is actually the case – and when action is taken, then more out of necessity. There must be permanent, firm structures where cooperation becomes self-evident. Everywhere, it is rightly said that traffic pollution and environmental protection, fine dust and flood water do not stop at certain local boundaries, but unfortunately, much too many people still think within their own borders. The National Urban Development Policyis expected to promote regional cooperation.

Your messages?

We believe the future lies in inter-communal action. The qualities of building culture are always at risk.

We realize again and again that smaller cities with a good building culture, with attractive buildings, with high quality of their public places, where people like to stay, have advantagess because they shape their own distinctive profile.

Once more: We want to build a policy of proximity, the compact city.

We want to build a policy of proximity, the compact city.

UNTERSTANDING ROLES AND CREATIVE PROCEDURES

The spectrum of tasks and the self-image of planners are subject to constant change. How has the National Urban Development Policy influenced roles and creative processes? First, the National Urban Development Policy in the sense of the Leipzig Charter has reaffirmed its commitment to the fact that the municipalities are the central focus of an integrated urban development policy. At the same time, however, it has made it clear that integrated urban development policy is a community initiative and that cooperation with the Federal Government and the Länder a decisive factor for success. The cooperation of different bodies on the individual levels also contributes decisively to success. This reaches from specialists in municipalities to the ministries, which influence urban development. In addition to politics and administration, civil society and the economy also play an important role in urban development. New approaches promote citizens' participation and use development potential. The success of the National Urban Development Policy is therefore determined by the extent to which such cooperation is promoted and barriers to cooperation are reduced.

- Johannes Dragomir
  Chairman of the Association for Urban, Regional and Regional Planning (SRL)

- Regula Lüscher
  State Secretary in the Berlin Senate for Urban Development and Environment

- Prof. Dr. Elisabeth Merk
  Deputy for City Planning and Building Regulations of Munich

- Prof. Martin zur Nedden
  Director of the German Institute for Urban Studies, Berlin

PROMOTING DIALOGUE: POLICY BOARD, CONGRESSES

Mr. Dragomir, you have been working for several years on the Policy Board for the National Urban Development Policy. How do you perceive this policy and what is important to you?

Two aspects. On the one hand, at the level of urban development policy itself, which is represented mainly by the great conferences, in which I have eagerly participated. On the other hand, at the level of the Policy Board, where I have the impression that it is more a question of specific issues, such as migration. There I feel a certain lack of information compared to the other curators, who have been there from the beginning.

Let me ask you, on the one hand, as a person with your experience in urban development and, on the other hand, as Chairman of the SRL, the Association of City and Regional Planners: What does this policy mean for you, for the planning community?

It would be good to have more time to sort out, search, and find out things on many subjects that I am confronted with. Ideal in my eyes would be a retreat, almost in the religious sense. One day is unfortunately very little if you want to develop interesting topics together.

I see a social switch stand in National Urban Development Policy, because it really deals with future issues.

This is a good suggestion: invite members of the Board on certain topics to develop what politicians should perceive. To recap: in your opinion, the urban development policy with its large public conferences works good for the public, while in the board less effective? Should the National Urban Development Policy enable the board to work more in workshops or in working groups?

I see no connection between the work of the curators and the congresses. The congresses themselves actually serve political ends. I am thinking of the Leipzig Conference, where the subject of refugees was very new, and which nevertheless immediately came up with very good lectures and speakers. That impressed me very much. In the Board, on the other hand, there is hardly any dialogue. Every single member separates his statement, rarely in a coherent sequence. What is missing is dialogue.

Is it right to tackle current issues, or would it be better to ask basic questions, such as on housing or mixed neighborhoods? Under what conditions can mixed structures be created? Some people were of the firm opinion that the neighborhood is the habitat in which all the interests of the citizens meet. Would it be right to set such topics and work on them for a long time, or should we better discuss day-to-day political issues?

I see in the National Urban Development Policy more than a way of setting the social agenda, because it is really concerned with subjects of the future. During the conference, I see the refugee issue being a central theme. But I do not think that the National Urban Development Policy should deal with day-to-day issues, because they can too quickly be seen in a very different light.

Yes, when the National Urban Development Policy was created ten years ago, there was much talk of a dwindling population, and the question of housing was: How do we fill the empty buildings? Nobody gave a thought to building new housing. Ten years later, the subject is reflected as one of the most pressing daily political questions: How can we create new housing? Would you like certain topics to become more important in the context of National Urban Development Policy in the coming years?

Johannes Dragomir, since 2014 chairman of the federal executive committee of the Association for Urban, Regional and Regional Planning (SRL). Before that, he headed the DRAGOMIR STADTPLANUNG office, which he founded in 1990, for which he is still active, and was Head of Area Planning and Development Planning at the planning office of Bavarian state capital Munich.
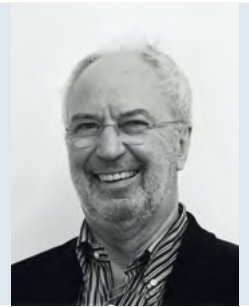
photo: DRAGOMIR STADTPLANUNG GmbH

It should be a task of the National Urban Development Policy to deal specifically with the reactivation of rural areas. We have unoccupied apartments, space in abandoned schools and empty commercial enterprises, we have many possibilities. I am now going very much into detail, but I only want to point out the potential of giving immigrants the opportunity to start their own business or company. We should take advantage of the opportunities and the potentials that lie in such people.

You have linked two concerns. You offer space to immigrants in the shrinking but culturally interesting regions, encouraging them to take up work with their abilities and the forms they have learned, thus offering them the opportunity to build an economic existence. The problem seems to me to be the question of work and the issue of social cohesion. Of course, people like to go to big cities, where they can find friends and families, which have migrated earlier, where they also find social contacts easier than in the countryside.

Yes, it goes far beyond the housing question; it has to do with using the potentials that have come to us; some of these persons are very well educated. It is certain that there is much potential in the spaces and in the forces; we should have a conference and direct the policy makers to find ways to promote such developments.

    I would like to mention another topic: Who plans cities? Today I received documents from TÜV Süd (Southern Technical Supervisory Association), Smart City Services, which offers a wide range of services, which they perform. But I do not know whether the TÜV must necessarily do city planning, or if even can. For me, the question would be: "Who plans cities, regions, the nation?"

Let us return to the role of the SRL: to what extent does urban development policy play a role in the work of the association?

Our planning association is very well networked. In a large number of comittees we are either firmly anchored or networked with the other chambers. It is important for us to establish this network at all levels: on the political levels, but also on all levels of expertise. City planning is for us not limited to the so-called city planners, it is rather a subject that has to integrate many groups of professions and levels of knowledge.

We need strategies for the management of migration and integration, but also for the reactivation of the areas that are voiding – and I see a connection.

If the National Urban Development Policy is further developed, what messages should it carry out here and now?

Actually, it should help set the political and social agenda. These are the big issues we will confront in the future: we need strategies for coping with migration and integration, but also for reactivating the spaces that are becoming empty.

DIGITALIZATION, COMMON WELFARE AND RENT CONTROL – ACUTE QUESTIONS

What do you think of the advent of the National Urban Development Policy in relation to your Berlin work?

I find it very good. It is, in fact, an excellent initiative of the federal government. For different reasons.

It is primarily a network of planners meeting at as I always say "annual class reunions." They are goal-oriented class meetings at which we can exchange ideas and in which the federal government in each case asks the members, who are on the front lines, what are the main challenges and where we can say what support we expect from the national government. This is very good.

The National Urban Development Policy should simply have more resources at its disposal in order to achieve greater visibility.

However, the National Urban Development Policy is also a kind of research platform, or we take it to be so with its programs and projects – research that we simply can not afford in our daily lives. Development always means that we have to do some research.

Thirdly, the National Urban Development Policy is underpinned by urban development programs, which also means funds. We discuss and exchange opinions on how best to use these resources and what the most urgent issues are, as also urban development issues are changing.

I feel that the way the National Urban Development Policy has been put into practice is stimulating; sometimes subjects, which are not so urgent in one's own city, are addressed by colleagues – they remind us of subjects which we too should be working on.

You have already stated important priorities. They began with the platform idea; on the Policy Board the representatives of different institutions or groups sit together, exchange information, encourage and listen to each other; that is also very important to me. The second is the promotion, which is a bit weak with what the National Urban Development Policy alone can afford. On the other hand, very different "supertankers", such as "Städtebauförderung", urban building promotion, are being implemented more and more. Should one try to coordinate these two programs better?

Yes, it would be desirable if the National Urban Development Policy simply had more resources at its disposal in order to obtain greater visibility; the subject of cities still needs more visibility. While we now designate certain annual days for Monuments, for Urban Development, I don't see us designating one for National Urban Development Policy any day soon.

Are the annual conferences sufficient? Or would we have to do more to ensure that such a day enters into the public consciousness?

Yes, I see the problem. I think it's still an in-event. Those who take part in the congress take away important insights, but it is not yet a real communication tool. If one imagines the "Day of Monuments", which has now a long tradition, one has still a long way to go with the National Urban Development Policy.

Yes. But this is already an important stimulus. How do you see the board itself? It meets once a year, and this is said to be enough: bringing together such a group more than once a year would be a challenge. Do you see a chance to meet for focusing on specific topics?
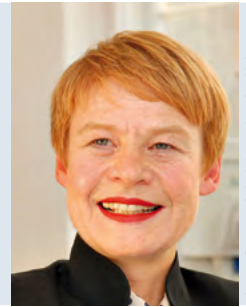
Indeed, if the trustees were to further work out in the direction of "developing instruments", then one would have to agree during the annual meeting on a maximum of three topics to be promoted during the year. Then one would have to form groups of cities or stakeholders, who then treat a theme one or twice a year. This would intensify the exchange among the colleagues. The meetings of the Policy Board are always a bit of a show; everyone says something and that's it. That's simply so. But if the whole thing is directed more towards a working atmosphere, it would already be enough if one came together well prepared for three very well-moderated hours. If the national government were to make the preparations, so that the colleagues could work purposefully, this would be a step forward.

This is a good suggestion to bring the policy board to work. You said one should then invite to three topics a year. From the point of view of the Berlin city administration, which issues would you prioritize?

First, of course, the subject of digitalization; then community orientation in urban development, especially now in the growing city. Right now, however, we must urgently improve the laws on renting apartments and tenancy. This is quite difficult: improving tenants' protection, tenant protection effectiveness, improving rent control, dealing with the annual 11% levies on modernization, improving the hardship rules …

When I get into the weeds now, much is very urgent. I think we have made a step forward in major city strategy. But digitalization and tenant protection, these are burning issues. When we talk about digitalization, it is also about the subject of changed mobility. We need to have more discussion, but also more information and learning. We have to get really active so that Germany stays ahead, at the top of the movement. Yes, and finally we have to firmly improve the protection of tenants against gentrification, and not only in new construction. This is very important for us.

Digitization and tenant protection, these are burning issues.

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PILOT PROJECTS: CIVIL SOCIETY

Publicity Relations Work of the "Citizens group for the preservation of the Wanfrieder houses"

How are citizens made aware of the appropriate reconstruction of monuments? A committed citizens' group and the administration of the small Wanfried timbered house town have successfully worked within the framework of the National Urban Development Policy to convince citizens and craftsmen of the building-cultural quality of historic buildings, e.g. through the intermediation of important craftsmanship construction techniques. In addition to the project duration, the public group advises potential buyers or offers seminars for the appropriate rehabilitation of half-timbered houses.

photos: Christoph Hoffmann

We mokken dat tosammen – we'll do it together: Social city for all generations in Gnoien

The city of Gnoien on the outskirts of the Mecklenburg-Schweiz is like many small towns in structurally weak regions: less industry, less trades, less and older people. The long-term security of the provision of services is becoming a core task for the 6,500 inhabitants here, in which associations, institutions and social services of the city work together. The aim of the pilot project was a regional development concept based on activating the public spirit. All inhabitants of the seven municipalities were actively involved in urban development.

photos: Hans-Georg Schörner

Honorary Hotel and HAL Residency – A network supports cities

photos: Martin Neuhof

Leipzig East is an arrival place for international immigrants, the population is correspondingly low-income. The focus of the project was the low-threshold development of inner-city real estate as a joint initiative of artists, social entrepreneurship and the surrounding neighborhood. Two abandoned houses in the east of Leipzig were jointly reconstructed and renovated by a civil society group. Since 2015, the Honorary Hotel and the HAL Residency have been in operation. They are intended to give impulses to the surrounding neighborhood through a varied program and by their inhabitants.

What'sUB Stuttgart: Creative city design – preserving sub-culture

photos: Anna Sauter

What'sUB Stuttgart examines the role of subculture in a growing city like Stuttgart. Which spaces are used and how can these spaces be preserved in urban renewal areas? What impact do subcultures have on neighborhoods and their inhabitants? What'sUB tested strategies, tools, and communication structures that can preserve open, temporary and experimental spaces for subcultural spaces and also engage youth culture and alternative groups.

Elisabeth Merk interviewed by Peter Zlonicky

SPACE FOR EXCHANGE, LEARNING, FINDING AGREEMENTS

What does the National Urban Development Policy mean to you as the director of the Munich city urban development administration?

The way I see it, in the ten years that have passed the promise was fulfilled that the National Urban Development Policy, with its different formats, would become a platform for cities to think about themselves and each other.

First and foremost, a different form of exchange has come about, where one can get suggestions, and the large city of Munich also can learn from other projects. Their focus – to integrate different disciplines – seems to me especially valuable.

Second: it is a completely different level of reflection and experience: communes can support one another. When we apply for program funds at the national level, we often behave like rivals. In the context of the National Urban Development Policy, however, I experience this less as a struggle for funds, but more as a positive contest of ideas, of good projects, and as an exchange of experience.

West of Munich, for example, we have the large Freiham project, which was organized along principles of efficient generation and distribution of energy – a subject we could firmly establish. Not that it arose completely new, we could, however, place it as a project of national significance in a different way with the local citizens and politicians as well as in the specialized group of the Munich building professionals.

After the major focus on housing, we need more projects that deal with qualified new ideas of industrial development.

You are just showing in the lobby of Munich's Town Hall an exhibition titled Mehr Wohnen (More housing) where one can see how many projects the city is currently developing in the "largest housing construction program of the Republic". The question: Do you draw more from a diversity of programs or are there certain guiding principles which can be extended to all programs?

Munich has the SoBoN, the Social Fair Land Ordinance. It is simple, and it is as effective as paragraph 34 of the Building Code or any other basic tenet in our field. Everybody in Munich knows that the SoBoN is very important, it goes without saying. I don't think that there is a single project in the exhibition which works without SoBoN.

What can be reflected beyond the National Urban Development Policyin the entire panoply of urban development and urban development programs at the national level? Where would we need support if we don't succeed by ourselves?

There are issues which can only be judged from a national perspective. For our area, the city of Munich, for example, regional development would be an issue. The Federal Republic has twelve metropolitan regions, which, in terms of spatial structure are all very different. You have to take in account, that some are under great growth pressure, and some are suffering shrinkage, and some have both simultaneously. I would imagine that, after ten years of the National Urban Development Policy and well-practiced cooperation, the focus is on metropolitan regions, the interactions of municipalities, large and small, shrinking and growing. I can imagine that some projects are bringing this to light. A national platform would be very helpful for these issues. As far as I know, this does not exist.

This is in line with the general assessment that regional planning plays an increasingly minor role and that spatial planning is hardly noticeable on the ground. Lately one hears very often the demand to put the "productive city" back at the forefront, which also provides manufacturing in the neighborhood, even in the narrower housing sector, with jobs that provide low-threshold access even for less well-educated people, for example for immigrants. Therefor the SoBoN would be a wonderful model. At the moment, it all demands housing, housing and more housing. Aren't jobs being neglected?

Prof. Dr. Elisabeth Merk, born in 1963, is Head of the Department of Planning and Building Regulations since 2007 at the state capital Munich. Since 2009 honorary professor at the Stuttgart University of Applied Sciences. Prior to that, she was a professor for urban development and urban design at the Stuttgart University of Technology, head of the Department of Urban Development and City Planning in Halle (Saale) and the cities of Regensburg and Munich. She is President of the German Academy for City and Regional Planning

photo: Franz-Josef Maier

I think instruments are good when they focus on a mixture. Plans to which the SoBoN is applied do not usually only have housing, but also a ⅓ commercial purpose. SoBoN is not only responsible for housing, it also means social infrastructure and provision for open space. This also benefits work, trade and the productive city. When we create green and open spaces and secure social infrastructure in the neighborhoods, this means a) jobs and b) back-up for good jobs. I believe that one would have to focus on more projects focussing on qualified, new ideas of industrial development – and this could perhaps be a subject for the National Urban Development Policy.

In Munich, we are just updating the development program for industrial areas.

It is necessary to reconstruct and restructure the areas where trade still exists, even if it is no longer profitable. Just as in the case of housing you have to do more construction on the same terrain, which also works with newer ideas of jobs, and solve the conflicts at the edges better.

We then quickly reach the draft building code law and the subject of "urban areas" and hope that they will outline the noise limits a bit easier. We are also considering subsidizing commercial projects and how to make productive work and living more harmonious. That would also be a subject for the promotion of urban development, to place a greater focus on it. I mean that in the case of the "Social City", the social aspects are not being directly subsidized, there is no investment there. It would also be conceivable that we focus more strongly on manufacturing. In my opinion, there's a lot to discuss there.

I believe the jumping-off point is the spatial context. This is our ability and competence, and they are such that other specialists do not have. Whether the subject is the small or the large neighborhood, bigger quarters, the whole city or even the metropolitan region, it is always the spatial context in which we must deal with the various subject areas. I think this must be the focus of the National Urban Development Policy: Where can I, via spatial contexts, obtain added value in relation to sectorial options?

Let me summarize: First of all, the National Urban Development Policy is an exchange platform, where people learn from each other, and learn to comprehend. Secondly, it can link the city with the region, in particular with the metropolitan region. Thirdly, it is important to include jobs as an essential part of urban development in addition to housing programs. Fourthly, in the expectation of the "urban areas", the necessary

Urban development policy should focus on the subject of regional development and metropolitan regions – on interactions between large and small, shrinking and growing municipalities.

pre-requisite for noise protection must be regulated in such a way as to make possible a compatible "side-by-side", and fifthly, we are first and foremost those who can look at and combine different things in space.

The longer I think about it, this seems to be the central subject. For me, the issue of cooperative building is also important. Co-ops not only build apartments, but also co-operative working spaces, for example – sometimes the new working spaces have cooperative character. I think many cities would support this co-op model. I find it exciting to think about this on a nation-wide level. That would also give us in Munich another impulse.

I'll take this as the sixth message: support the new co-ops, allow space for exchange.

Otherwise, the city must be beautiful!

I am very much in favor of that!

CONTINUITY, CONFIDENCE, RELIABILITY

Your work at the German Institute for Urban Studies enables you to have an overview of the planning policy of the municipalities. How does the urban development policy area affect municipalities?

The municipalities consider the National Urban Development Policy definitely as a support for their local planning policy. Since its inception it has greatly contributed to the endeavor of developing planning methods that are integrated, innovative, and committed to the goals of building culture. I see three main reasons for these:

- To be able to rely on a national orientation helps them solve local problems.
- The projects of the National Urban Development Policy, which are supported and documented by the National Government – are important impulses. They often help in realizing what the municipalities could not have done without the support of the government.
- It contributes to the acceptance of a project when its leaders can point to the support of the National Urban Development Policy.

In the case of CO_2 reduction, every individual citizen must reorient him- or herself if effective savings are to be achieved.

From the outset, the National Urban Development Policy has been seen as an interdisciplinary, integrating policy. Do you see such a willingness to cooperate in other ministries as well?

It could certainly be expanded. There are, however, positive approaches: For example: The cooperation between BMUB and the Federal Ministry of Research within the framework of the "City of Future" project. In my view, the cooperation between BMUB and the Ministry for Economic Cooperation in the preparatory work for the "New Urban Agenda" is also positive. In addition, on the one hand the adoption of the "Social City" strategy by the Federal Cabinet in August 2016 and on the other hand the interministerial working group "Sustainable Urban Development in a National and International Perspective" established in September 2015 allows us to hope in the future for a stronger cooperation at federal level.

Insight into the need for cooperative action to meet the challenges faced by urban development thus appears to be increasing. Only in this way the unavoidable conflict of objectives between individual fields of action can be recognized, balanced and ultimately brought to an appropriate solution and an optimal, sustainable use of resources can be achieved. Against this background, there is certainly still a need for further development despite the positive developments outlined above.

The board's discussions focused on current topics such as immigration, housing construction and integration. If the National Urban Development Policy is now being updated: what messages have to be made public, what lessons can be learned?

In addition to current issues, the climate problem remains a priority. Even on the municipal level, the goals that the Federal Government signed in Paris remain important orientations for local planning. This policy will not be realized without the support of cities. On the issue of CO_2 alone – the largest share of emissions is caused in the municipalities.

Prof. Martin zur Nedden, born in 1952, is Director and Managing Director of the Deutsches Institut für Urbanistik gGmbH since 2013 and honorary professor for urban development and regional planning at the Faculty of Architecture and Social Sciences at Leipzig University of Technology, Economics and Culture. He was Mayor and deputy for urban development and construction of the city of Leipzig.

They are, on the one hand, a cause of the problems, but on the other hand they have numerous potentials to mitigate or, in the best case, solve the problems. Economical land use and optimization options for infrastructure systems are only two aspects of many others that can be mentioned in this context. Moreover, experience has shown that citizen participation is decisive for success. Each individual citizen must reorient himself if effective savings are to be achieved. The most important areas to be addressed are the cities, especially the neighborhoods. In this respect too, integrated neighborhood concepts are even more important in the future. There is the opportunity to develop synergies. There are other tasks to be tackled at the municipal level, for instance the demographic development, with its impact on the entire urban infrastructure and on social cohesion. We still see a synchrony of shrinkage and growth; we need strategies for both developments.

The different development trends in the Federal Republic with the simultaneity of growth in a number of cities and a decline in the population in others also place us particularly at the instrumental level. They must, on the one hand, have sufficient flexibility to allow on-site, on-the-spot solutions, but on the other hand they must not give incentives for incorrect developments, such as in the 1990s in real estate development in the new federal states.

How do we deal with new governance, the integration of civic initiatives and institutions? It undoubtedly binds unrivaled resources in terms of personnel, time, and money. At the same time, however, new opportunities for the cities and their development are also linked. The issue of refugees has shown particularly clearly how important the commitment of civic society is. On the other hand, we must also continue to make clear the relationship between civic opinion formation on the one hand and the decisions in the political bodies legitimized in accordance with the regulations of our representative democracy on the other. After all, we have 40 years of experience in citizen participation, and we want to develop our municipalities further in this sense.

The issue of municipal finances remains as important as ever. The municipalities should be equipped so that they can carry out their tasks without constantly being dependent on subsidies – which is still a central concern, despite the fact that tax revenues are currently on the rise.

To equip municipalities so that they can carry out their tasks without constantly being dependent on subsidies – this is still a central concern.

However, our most urgent concern must be the continuity of this area of policy. In terms of housing policy, it was just exemplary to observe to what fatal consequences discontinuities can lead.

We need confidence in the continuation and reliability of the National Urban Development Policy. As a result, I believe that a continuation of the National Urban Development Policy, together with an update, is not only desirable but imperative.

BAUKULTUR AS AN OBLIGATION

In the National Urban Development Policy, building culture is understood as an obligation. The historically evolved aesthetics of the built environment and the quality of contemporary additions are central to the attractiveness of the cities. All planning measures must therefore be examined for their cultural surplus. An important task of the planners at every level is to raise awareness of building culture among the citizens. Contributing to this are urban planning competitions and architectural competitions. Especially in rural areas, there are many potentials for enhancing building culture. By reviving buildings it is possible to create impulses for development and strengthen local identity. Even in interplay with the open space, it is possible to realize the high quality of a town's or city's image.

- Barbara Ettinger-Brinckmann
  President of the Chamber of German Architects, Berlin

- Heiner Farwick
  President of the German Architects Association, Berlin

- Reiner Nagel
  Chairman of the Bundesstiftung Baukultur, Potsdam

- Till Rehwaldt
  President of the German Association of Landscape Architects, Berlin

Barbara Ettinger-Brinckmann interviewed by Peter Zlonicky

ARRANGE NEIGHBORHOODS, MODIFY STANDARDS!

What characterizes an urban quarter?

First: that after such a long time people think that to bring higher density and more uses into the neighborhoods is a good thing. More density allows more inhabitants to live together in one area, a prerequisite for being able to offer other uses as well. Sufficient demand means that as many people as possible can live in such a neighborhood. I think this is a very good approach, although we have not yet reached the density of the districts of the Wilhelminian era in Germany (ca. 1870 – 1914). When houses were built at that time, four times as many people lived in these areas. We are afraid of density, because we think that the density prescriptions arose due to social problems. But we are far from such concentrations.

To develop neighborhoods, which have a common center with space for shops or services, for public functions – if you really want this, you should not think about these concepts for long, but implement them.

What support do you expect from the federal government in order to build mixed neighborhoods?

Well: the question is, how to achieve mixed neighborhoods? Certainly, by first arranging tolerable jobs. When I link a residential location to workplaces, people can walk and do not need a car. Then you ask yourself: "How do I get more life into the quarters?" These are always the famous shops, cafés and restaurants, but they cannot be ordained. It may not even be useful to plan such good facilities on the ground floor. It is possible to plan a lot, but for a wonderful café to work on the ground floor, there must be a corresponding demand, and this will not always work in all urban neighborhoods. This was not the case even in the Wilhelminian era; there you also pass front gardens without being a shop behind it. The concentration on places where there were corresponding offers, however, has always

existed. Actually, it would be good to form quarters again, which have a common center with space for shops or services and public functions, thus creating animation. People walk there and sit with their coffee on the square. This is, by the way, a wonderful result of the smoking ban: the people go outside and the restaurateurs make arrangements, put out chairs, sometimes even blankets. So the time spent outdoors is much more extensive than before; almost all this, I believe, is due to the smoking ban.

About the "Ground Floor": In Vienna, the ground floors of the whole city have been intensively examined for a long time. And now Vienna is organizing an International Building Exhibition with a program of the qualities of the ground floor, which can revitalize the neighborhoods as a whole.

In France, large housing societies increasingly build large houses and leave the ground floors free, because the question of the use of the ground floor also becomes interesting for the respective owners only when people live in the house and work and so create demand. What actually hinders us from adopting such simple concepts?

I find that very interesting. I was recently in Vienna and looked at the new Aspern residential district. There was the requirement to provide for public-oriented uses on the ground floor, from bicycle workshops to stores and meeting places. I find the French approaches that you describe exciting. Why doesn't this work here? This is probably due to the fact that owners are afraid their ground floors could not be fully utilized. This is what I think when I see the vacancies in the city center: why are the owners not willing to rent the space cheaply and charge a rent which is contingent on business turnover? First ask for only a small amount, and only when the business takes off does one charge correspondingly more – just so that life moves into the ground floor. Investigating the obstacles to a sufficient use of the ground floor would be an interesting project, and one should also ask what incentives could lead to more liveliness in the neighborhood.

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photo: ANP

What kind of support would you like from the National Urban Development Policy in order to give more publicity to such topics, to integrate them more into the work of architects, and to awaken appropriate understanding in the real estate sector?

It would be my starting point to reach those who create housing, but also those who manage commercial real estate. Since we have a relatively strict separation: here the housing companies and there the commercial real estate representatives, with both hardly coming together.

What could the National Urban Development Policy contribute?

First of all, we would have to think more generally about the reasons of the obstacles, and when we know them can we enter into a public dialogue.

There is, of course, the possibility to firmly codify uses in the B-Plan. Frankfurt does so in such a way that a certain proportion of ground-floor use needs to be public-related. Actually, every city has this instrument, but there are stronger cities which can get their way much easier. The cities to which the investors are rushing can, of course, get their demands accepted easier than cities trying to attract investors. The discrepancy between them is great. If we seriously want to return to the mixed use areas, they will offer a better quality of life in every respect. The separation of different uses leads only to the fact that far too many cars are in motion: sleeping places here and in the evening empty offices there, that can not be what we want.

If you really want to, you should not think about these concepts for long, but simply implement them.

I would like to return to the subject of housing. Here, in Kassel, you initiated an exhibition, "Ten Theses on Living"; is this an initiative within your work for the city?

This is a result of the Alliance for Affordable Housing and Building and the Cost Reduction Commission.

The Association of Architects (BDA) has taken up the idea and made the exhibition of it. Curators are Olaf Barner and Matthias Böttger, who asked ten young architects and instituted workshops with them about the question: "What ideas do you have to make housing construction different from what it is today?" For this there are ten theses that have been translated into ten standards, because the Alliance for Affordable Housing and the Cost Reduction Commission have always had to deal with the issue of whether our standards are responsible for the fact that housing has become so expensive? We have been doing such exhibitions for 18 years at the "Kassel Architecture Center in the Cultural Center" (KAZkuba), so it is called. At that time, I looked around in our former main station. Although it is still called the main station, it is no longer so because it has been converted into a cultural station. There was then – that was simply Kairos, the serendipity – free spaces of the station mission; I said, we will make a planning mission out of it. We founded a non-profit association, which also includes non-architects, because we wanted to bring our message and the planning mission to the interested public. The KAZkuba is simply a platform for exchange on questions of architecture and city planning. We say: It's all up to you!

Are our standards to blame for the fact that housing has become so expensive?

This brings us back in a great way to the National Urban Development Policy, which is declared to be a platform: a platform for the exchange of the actors who develop the city, on a large or small scale. You do this exemplarily with your institution. Congratulations! Your "station mission" has now become a "planning mission!"

Heiner Farwick interviewed by Franz Pesch

THE FUTURE CITY NEEDS MORE DESIGN QUALITY AND VALUES

Mr. Farwick, as a well-known architect and chairman of the German Architects Association (BDA), you are a sought-after competition juror. Is the large number of competitions held in Germany a prerequisite for quality?

It is my conviction that competitions are a good tool for achieving outstanding urban and architectural and economically attractive solutions. Architects and planners give their all in a competition, and the results are correspondingly multi-faceted and of high-quality. In addition, competitions are always a kind of construction-related advanced cultural training: not only for the jurors who enter into a discourse, but also for the builders who and municipalities which learn to see that high-quality architecture is not arbitrary but can be derived from the basic conditions on the ground. To this extent, competitions guarantee a high quality of design and later on also a higher acceptance of the building itself. An architecture practice that has won a competition has a strong mandate and is generally supported by broad political backing.

Competitions are a good tool to achieve outstanding urban and architecturally and at the same time economically attractive solutions.

Is there a difference between architectural projects and urban development projects in this respect? Can the form, the quality and the beauty be better communicated in architectural projects or in urban development projects, does the one polarize more than the other?

The question is: what shapes quality, what constitutes beauty. Not only in competitions is this subject often barely touched, much too much time is spent on functional concepts and much too little on the form and the value of the architecture. In the public, the topic is being moved higher, since polarization is more frequent.

Architectural projects definitely polarize more than urban development projects, because urban concepts are not so easy to understand, one has to enter into their thinking. The individual building is supposedly more easily understood. This can become a problem when architecture is reduced to renderings and discussions are ignited, even though the concepts go further.

When one moves into architectural circles, the importance of building culture is undisputed. Is the topic also given enough space in public?

In the last decades, the public developed discussions about building culture, the topic is now more present, also through the creation of the Federal Foundation Building Culture and the National Urban Development Policy. In the individual municipalities, especially in the small and medium-sized towns, however, there is still a need to catch up. Although people have a sense of building culture, but in many places there is little discussion about it. There are several reasons for this. On the one hand, the local authorities no longer fill their administrations with experts, so on this side people with expertise are missing. On the other side building culture is always subjective, the positions need to be discussed, but there are no established criteria. People are quite sensitive to their built-up environment, but more must be done to enable them to be responsible participants in public discussions.

At present, a great deal of urban structures are being created. What is the shape quality and how can improvements be achieved?

My fear is that investment happens often prematurely under pressure and that too few sustainable structures are generated, which in the medium term no longer meet the requirements. This dilemma affects both subsidized and freely financed housing construction. This is a cause of concern because, in my opinion, there is a direct link between housing construction and the residents' sense of living through the home.

Heiner Farwick, born in 1961, is President of the German Architects Association since 2013. 1991 Founding of the office farwick + grote Architekten und Stadtplaner, Ahaus. From 1996 to 2006 various lecturer posts at universities in Dortmund and Bochum.

The national government, with its policy of promoting, could give incentives. At the moment, the quality of shapes does not play a role in furthering social housing, rather, it is all about quantitative parameters. Perhaps competitions at this point would also be the tool of choice to create urban quality. On the other hand, the question of how far urban planning is more productive is in my opinion less important. There are examples of high quality for various scales. This goes together with the fact that they are always characterized by a good architecture, which considers the building and the urban space in mutual proximity.

How can planning and building contribute to climate protection and how do they relate to building culture?

The effort, which is currently being used to save energy, must definitely be questioned critically. What is crucial is that we create high-quality buildings that meet changing requirements as long as possible. Only then will construction be sustainable, because it is possible to save the gray energy required for the erection and demolition of buildings. In addition, we have to go from the consideration of the individual house to the consideration of the district because thereby the energy efficiency can be significantly increased. But, of course, this is also more difficult, because the processes at neighborhood level are more complex.

How do you perceive the National Urban Development Policy with its pilot projects at the local level, and the initiated discourse on the federal level in your association work and your personal activity?

In my function at the German Architects Association, I am directly involved with the National Urban Development Policy. The debate is being pursued within the association, where politics and architecture give new ideas to each other and reflect their positions. As a practicing architect and an urban planner I have less contact with it. On the one hand, individual municipalities lack the capacity to deal with these issues. On the other hand, it is generally a big problem that the correct and important topics are perceived only on the level of ex-

perts; the exchange with the lower levels is lacking. As I see it, all the multipliers, who are also represented in the Policy Board, are responsible. Taking into account our federal structure, it also seems to me to be a good idea to discuss specific topics below the national level with the Federal Congress of the National Urban Development Policy in certain cities and regions.

What new aspects should be carved out in the further development of the National Urban Development Policy?

Once again, I would like to emphasize the theme of value in building. I am not so much concerned about outstanding individual projects because the debate is already taking place, but rather in a broad discussion on the future of urban development. Another important concern is the integrated view of city planning and architecture because this interface is very important for the Gestalt- quality of our cities. A third important topic is the discussion on building density. We now have the urban area as a new construction area type. If it is now necessary to clarify how higher possible

What is crucial is that we create high-quality buildings that meet changing requirements as long as possible. Only then will construction be sustainable.

density can be translated into urban-quality, it is about the right degree of density. On the one hand, we observe the higher densification; on the other hand, a considerable proportion of the newly built apartments are built in one- and two-family houses. This leads to an enormous consumption of space. The dilemma lies between the demands of the town planners and individual needs. Also with regard to the future viability of the existing structures we are creating today, it is important to balance urban density.

PILOT PROJECTS: BAUKULTUR

Council for a citizen-oriented urban development on the way to the Landesgartenschau 2017

To prepare the Landesgartenschau Thuringia in 2017, two inner city core zones were reconfigured in Apolda and numerous accompanying urban development measures were initiated. A citizens' council was organized to ensure a continuous participation of citizens. It accompanies and evaluates the planning to consolidate stakeholder processes and to contribute more effectively to the existing procedures and offers decision-making assistance to the city council. In addition to the completion of the planning phase, the citizen councelor advises the project until the implementation of the Landesgartenschau in Apolda in 2017.

photos: StadtStrategen

Half-Timber Triennale

Historic half-timbered towns have very special problems in urban development. A regular inter-communal exchange can contribute significantly to the solution of a problem. In the course of the pilot project "Fachwerktriennale", the first Triennale for Half-Timbered Houses of the Arbeitsgemeinschaft Deutsche Fachwerkstädte eV was prepared in 2009, an Internet portal was opened and workshops, presentations, exhibitions and guided tours were held. In the years 2012 and 2015, further triennales have taken place; the format has established itself as an important forum for urban development in the German towns of half-timbered houses.

photos: Diana Wetzestein

Interdisciplinary ideas contest "OPEN SCALE young + local ideas | Munich 2009"

In the ideas contest "Open Scale", ideas for future urban development came from the perspective of young people who want to actively shape their city and are currently in the process of establishing themselves in their professional field: they were not looking for individual structural solutions, but unconventional and innovative approaches that break through ordinary expectations, do not focus exclusively on what is feasible, address issues that have been overlooked so far, and create new assessment criteria.

photos: Edward Beierle

ZwischenZeitZentrale Bremen - Agency for temporary uses

photo: Daniel Schnier

Intermediate use can help to avoid vacancy and reveal the potentials of spaces and areas. In order to establish intermediate use in this understanding as an innovative tool for urban development and to foster the further development from experimental use to the appropriate rule application, the Bremen pilot project promoted the establishment of an agency for intermediate use. The "ZwischenZeitZentrale", which is still active after the expiry of the support given by the National Urban Development Policy, is a central point of contact for all interested parties. It mediates between owners who provide real estate for an intermediate use and users who want to realize their idea into a concept and implement it.

Reiner Nagel interviewed by Peter Zlonicky

FEATURING SPATIAL COMPETENCE

Mr. Nagel, you participate in the deliberations of the Policy Board, as the representative of the Stiftung Baukultur. The discussions at the last meetings were characterized by the issues of housing, migration and integration. Are these also challenges in the sense of building culture?

Definitely. We have just worked on them in our new report on building culture, especially for smaller mid-sized towns and rural areas. I think it is important to look at the issues that are not exactly on the agenda – for example, "new work in the city" and the "productive city". Where will those people work, whom we want to integrate and who now are looking for housing in the big cities? We know that the potential for work in large cities compared to small cities is not at all good, that two-thirds of the population live on 93% of the territory of the republic in small towns and rural areas. The question of how to move these figures to the current to-do list is unfortunately not very popular.

Also look at the topics, which are not exactly booming, for example the topic "New Work in the City", the "Productive City".

With our report on building culture, we are trying to raise awareness of this issue: it would be important that the board not only considers architecture, but also urban development. In my opinion, this also includes the issue of spatial and regional planning at the highest level of the city: we must re-think this.

Where in the future do you see opportunities for rural areas and small middle cities to gain new value in terms of building culture?

In the smaller-to-mid-sized cities a renaissance is taking place, due to carefully limiting the prices of building parcels. It is, however, difficult to do more – most transactions are directed at areas for single-family homes. More than half of the homes now being built are for single families; from the point of view of policy and urban planning, this is not a good development.

There are chances to further develop the identity and character of smaller mid-size cities and reactivate empty dwellings. Through the participation of the population in this process, it is possible to create identification; this in turn promotes sustainable settlement development. We also need the pride of the citizens to be helpful in developing their own town. If we can achieve this, maybe we have achieved more for society as a whole than if we concentrated on the seven hot spots of real estate activity in the big cities and paved the way for hyped-up plans.

What should the National Urban Development Policy further accomplish? What messages would have to come from it, which would assist you in your work for building culture?

From my point of view, a further development would already be given if we were able to continually work on the topics taken by the format, by constantly checking sustainable city development in the best sense of the word. Next year we mark ten years of the Leipzig Charter, but although we can now say "integrated urban development" fluently, I believe this has stayed a purely linguistic phenomenon. In fact, in the last ten years, resource egotism has increased.

In order to the further integrative town development, it would have to consistently ask: Are the relevant groups of participants involved in the process right from the start? And what does this mean for a

Reiner Nagel, born in 1959, since 2013 Chairman of the Board of the German Federal Foundation of Baukultur. Since 2009 lecturer in Urban Design at the Technical University of Berlin. Prior to that, he was head of department for urban development, urban and open space planning in the Berlin Senate Administration for Urban Development, HafenCity Hamburg GmbH and in various functions in the districts and for the Hamburg Senate as well as freelance architect and planner.
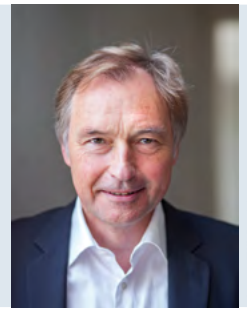
positive result? It is important to work out and implement this interdisciplinary approach consistently. If you think in this integrating way, you get an extended portfolio of themes. We are then not only reacting on a daily basis, but we say, "Well, at the moment we have the subject of growing cities and the need for housing", but we want to talk about the fact, that there are 1.8 million re-furbishable dwellings and also much loss of value in building substance, especially in small places. How can we react to this? Do not our concepts of high space connectivity and mobility provide the opportunity for urban concepts that are imperative for large cities and even for regional development? Could one not thereby develop an active design perspective for Germany?

How can more be achieved for building culture in the cities through more integrating policies?

Perhaps one has to make this a concern of the Policy Board: Should we form task forces, project groups, for example, for social space orientation? In reality such approaches have always been discarded – in the end, there are still "departments". Sometimes it is considered: "Do city governments still need at all spatial competence? Can that not be done by the head of the finance department or the mayor himself?" This board could say: If we are not only active on the meta-level, but also want to focus on projects, then this project should now prove that it can produce better results in an integrative cooperation. This could even lead to a better recognizability of the functions of this Policy Board.

Another topic that preoccupies me is that of left behind regions. I think it is important that you make the city and country the subject, and thus focus not only the chances of the metropolitan regions and their peripheries, but also of the small towns and their neighboring areas. But what does it look like in the Lausitz region, in the northern Ruhr area, in northern Bavaria? How is it, wherever people from far-off urban areas feel left

behind only because they missed some kind of attention and encouragement? With the result of withdrawal, populism, the defense of supposed claims, which can only be made by them and not by migrants or so? Is there a connection between spatial reset and political behavior? Which policy is capable of producing equality of living conditions even in forgotten regions?

That is a highly relevant social issue. The description of the problem applies even to building culture: what does this being forgotten mean for built-up living spaces, maybe monuments, which are more endangered in rural areas than they are in the city?

There is, of course, a chance, but there is no guarantee we can reverse the trend. There are developments of smaller towns and villages in rural areas that give hope, because they interestingly cope with re-establishing future prospects by concentrating on their local core or on identity-establishing creating construction and infrastructure. We know from surveys that beauty is important to people, but the existence of infrastructure as well as the care and the condition of social facilities are even more important.

More than half of the apartments we are currently building are single-family dwellings: under urban development policy and planning aspects, this is a mistake.

Above all, one has to locate the positive examples, where a small village shop can once again offer a brighter outlook, where a small pub or café on the square brings the people together and in connection with travelers. This is why object to land-use planning when they state, "People can reach the next large hospital in twenty minutes. They definitely have social contacts because they can visit patients by car. Where's the problem?" I consider this to be insupportable.

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Till Rehwaldt interviewed by Franz Pesch

GOVERNING URBAN DEVELOPMENT STRATEGICALLY BY LAWS AND INSTRUMENTS

Mr. Rehwaldt, you are accompanying the work on a "White Book" on the subject "Green in the City". What, in your opinion, is the relationship between internal development and climate change?

When planning open spaces for the development of inner cities, it is important to think about them not only how they function in terms of climate adaptation, but also in other terms, for instance social questions.

As landscape architects, we prefer to speak of "double internal development" if existing space is used to densify the structures and to qualify the remaining open space for different uses. Climate protection and climate change are catalysts. These objectives have a reinforcing effect by putting a new emphasis on the urgency of qualifying open spaces.

Double internal development: if existing space is used for structural densification, a qualification of the remaining open space takes place at the same time.

The potentials of open space in a city's periphery represent another aspect. Via new forms of environmentally friendly mobility, accessibility can be improved so that open spaces are closer together not only in perception but also in reality.

For example, medium-sized cities can develop strategies to relieve pressure on their urban green spaces. In conjunction with the subject of internal development, there is also the issue of the limits of post-densification. If, for technical reasons, internal development is no longer accepted or acceptable, development is shifted to the surrounding areas. In this case, it is important to support development in line with forward-looking concepts of mobility. The task then is to offer attractive living conditions in the surrounding areas.

Another important subject is how to treat brownfields as free spaces of the future. How can planning actually implement the content requirements from the technical debate?

It is quite reasonable to treat spatial concepts when developing for open-air developments. If, however, land used for construction outside these concepts becomes a brownfield, structural use is again automatically provided. Too little use is made of the opportunity to create new open spaces – especially when the residents of densely built-up areas informally appropriate them. Can cities and municipalities really and continually afford to aim for a higher density on the edges? At this point, urban development policy must be able to react more flexibly.

Are not such opportunities also a chance to combine different open space functions, thus increasing resilience, i. e. the stability of the urban community against environmental influences?

In the course of relocating industry, the aim should be to gain and to qualify new and more open space, especially in proximity to water. There are, obviously, also conflicts in such aims, such as flood protection and the accessibility of public spaces, but this is a never-ending process of negotiation. Many functions can be combined, including recycling water, flood and climate protection, biotopes, foot and bicycle paths, playgrounds and gastronomy. These allow the areas to be integrated into urban space again and to create functional links between inner cities and outer areas. In this context, the concept of a green infrastructure can also be brought into the discussion in order to make clear the potential of open space in political space. This raises the question of whether it would not be promising to launch investment programs for green infrastructure. Those who spend their free time in the periphery of their dwellings do not need streets for recreation in the environs.

In the last two decades, where did you see important innovations in urban development? For me, parks on former railroad rights-of-way come to mind as a new conversion subject.

I agree with you. From the point of view of linkage, the re-dedication of parts of the transportation infrastructure into open space is a determining subject of our time. The question of how close the city is and how

Till Rehwaldt, born in 1965, is President of the Federation of German Landscape Architects since 2014. 1993 Founding of the office Rehwaldt Landschaftsarchitekten. 1999 to 2006 teaching post at the Dresden University of Applied Sciences and the Zwickau University of Applied Sciences. From 2006 to 2008 visiting professor "Object Planning and Design" at the TU Berlin, Institute of Landscape Architecture and Environmental Planning. Till Rehwaldt is a member of the design councils of several municipalities.
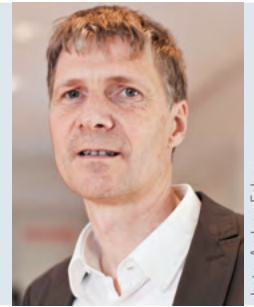
free and living spaces can be interlinked has also been intensively dealt with for some time. I see this less as innovation but more as a search for the right proportions, since the model of the European city has so far forced the cities to become much denser.

More interesting from the point of view of open space is the question as to how far the city can adapt to climate change. A good example of this are building façades, as they can serve as a habitat for plants and animals. Not only does open space improve the quality of living, the buildings themselves can also be qualified and further developed in such a way that they fulfill the functions of open space.

Against the background of your activity in the shrinking regions of eastern sGermany: can free-space development contribute to the preservation of the quality of life or is the dynamism of the growth regions transmitted also to their local practice?

Eastern Germany can still be seen as an experimental area for dealing with shrinking regions. In the meantime, however, shrinkage has taken place in the most diverse regions of Germany, some of which are directly adjacent to the extreme poles of growth. As a result, the development of open spaces will, on the one hand, act as a compensator and strengthen qualities for those who do not move, on the other hand however will prepare potential future development and encourage people to make a commitment.

About the National Urban Development Policy: Do you see the subject of providing for or designing open space adequately reflected?

My perception is that this subject is not being adequately addressed. The impression has even intensified, as the polarization of compact cities and shrinking regions makes the contrast more visible in the availability of open space. Perhaps it will be necessary to have new laws. It is possible to promote regions that think and work together in an integrated way. By means of support, under-served areas and rural regions can be reinforced.

I also see deficits in information about access to free spaces. It is a national task here to set higher standards. For example, the Building Code could call for urban building projects to adhere not only to the structures used so far, but also to encourage the development of open spaces. Another example is the role of the national institutions, which could have considerable influence by means of over the properties they own. For this, however, city administrations should develop competence for city design and open spaces; this is currently not envisaged.

If you consider the great challenges of urban development, how do you assess the effectiveness of the pilot projects of the National Urban Development Policy?

I see the National Urban Development Policy as a democratic counterpoint to the direction of urban development. The question that arises from this is whether the national government can impose strategic urban development. It is conceivable, for example, to provide funding programs for urban-hinterland relations and metropolitan development. If preconceived conceptions were then encouraged, certain adjustments could be made. Overall, greater control over legislation and instruments would be desirable.

So would you rather have some large scale course-correcting projects than many small ones?

Some typical problems could be investigated in a positive way, for example open spaces in urban-hinterland relations. Often the financial and human resources are missing or there is a lack of coordination with the local authorities. The national government can act perhaps as a steering force, for example, by promoting master plans and strategies.

In conclusion, do you have a special request of the National Development Policy?

My special wish would be to investigate the extent to which the current discussion on green infrastructure can impact the practice of urban development. I am interested in linking the subject of developing open spaces with other subjects.

CITY AND ECONOMY: SYNERGIES

How can the National Urban Development Policy help create synergies between the city and the economy? How can urban and economic development of the community be coupled, how can both benefit from each other? Cities offer jobs, space for founders and opportunities to develop innovations. An important factor for functioning urban structures is the combination of housing and work on neighborhood level, especially in the area of climate protection: the sustainable city is generated locally. A fundamental change in the city is due to digitalization, which offers a wide range of applications in urban development. Digital communication is changing urban life, also in the retail sector. The structural change in the retail sector and the increasing share of online trade endangers the function of the cities as hubs of retail business.

- Dirk Binding/Tine Fuchs
  German Chamber of Industry and Commerce,
  Berlin

- Josef Sanktjohanser
  President of the German Trade Association,   Berlin

- Eckard Schindler
  IBM Gemany, head of business development Public Sector DACH and Senior Strategy Advisor Public Sector for sales

Dirk Binding und Tine Fuchs interviewed by Franz Pesch

ECONOMY AND SUSTAINABLE URBAN DEVELOPMENT BELONG TOGETHER

The Paris Climate Agreement set goals for society to follow in order to get certain results. Prospectively, society should produce and consume differently. These are subjects that have been on the agenda for more than a decade. One hears, however, rather critical tones from the business world. How can sustainable economic systems be implemented at the needed velocity?

As a business location, the city is faced with major challenges. Not only the demographic change processes with an aging, more diverse society has different demands on shopping, services and the experience of an inner city. Digitization, too, is shaping society and changing the cities and the city centers decisively. This affects the industrial economy as a whole, not only retail trade challenged by online commerce, but

Digititalization is shaping society and also changing the city and city centers.

also, for example, the new mobility with public transport or car sharing via apps. Structural change, moreover, affects retail business. New shopping centers are still appearing, but also very large furniture markets of 40,000 square meters located in the city centers and on so called meadowland. All this is a challenge for business in the inner cities.

As an IHK (Chamber of Industry and Commerce) organization, we are committed to the economy and sustainable urban development. This means, first of all, that the internal development of cities takes precedence over external development. Secondly, this means that we should first develop rail, military or industrial brown fields before we develop new fields. We also think, however, that it also should be possible to develop new spaces. Why? Because we are seeing in such urban centers as Hamburg, Cologne and Mu-

nich that there are few to no inner city areas to develop. In these growing agglomeration areas, there is a strong demand for affordable housing and, on the other hand, also for commercial and industrial space. All must continue to be feasible for the economy, and so we are advocating a cautious growth of growing cities in cooperation with the surrounding countryside.

Today, cities and agglomerations produce more than 80% of greenhouse gases. Has the city, its adaptation to the new challenges as an economic field of action, arrived in the consciousness of the companies?

The small middle-class enterprises got very much involved with the field of Smart Cities, Smart Grid, Smart Living, etc. for more than five years. What do we mean by this? Smart Cities stands for an intelligent urban development policy, which newly develops cities and city centers on the basis of digital networking between buildings, energy and open-circuit traffic. Good examples are the Innovation City Ruhr in Bottrop or the Smart City Cologne. Small and large companies from the various specialist disciplines are developing new solutions for an energy- and climate-friendly city. And this is a big issue for middle-class businesses in the different regions from Oldenburg to Kaiserslautern or in the Black Forest. In this respect we can answer your question in the affirmative, the topic has long since arrived in the economy.

Much of the innovation comes from newly established companies. How can basic conditions for start-ups be improved in urban development?

We know from high-tech locations such as Berlin-Adlershof or the Carl-Zeiss-Jena Technology Park that the start-ups are looking for proximity to the universities, but also to big industrial companies, as well as working in the inner city close to the place of residence and to the so-called "scene", which meets in cafes or clubs. As an IHK organization, we therefore

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Tine Fuchs, lawyer, head of the urban development department, planning law, land use planning, national consumer policy at the German Chamber of Industry and Commerce in Berlin
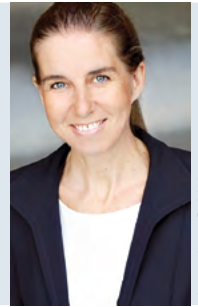
support industrial and commercial space concepts in order to promote these location developments. In other words, to provide space where these synergies can arise between the university, industry, housing and clubbing. For lively cities, it is important that start-ups can find attractive store locations and office space in inner-city locations at affordable prices in order to realize their ideas. That is why already in 2007 we developed the "IHK founding initiative for inner cities". It primarily aims at a cooperative network of banks, owners, traders and the cities. It asks what is needed in the inner city situation for a colorful mix of industries and how can the corresponding entrepreneurs realize their idea here? This is still a delicate flower, even if there are projects from Flensburg to Gera, but this cooperative urban development with new players like banks and the real estate can be advanced much more.

Is cooperation with municipalities well-enough developed to be able to bring sustainable urban development together with sustainable economic activity?

This is very different from city to city, from community to community. There are good examples of cooperation between the city and business, which work together very fruitfully. This is very clear with the example of the Business Improvement Districts (BID) in Germany. These are company initiatives of traders and real estate owners who, together with the city, are developing, financing privately and implementing improvements in their own shopping streets or town quarters. There are successful projects from Flensburg to Saarbrücken, from Görlitz to Wuppertal, which are exemplary for good private-public partnerships in urban development and have a lasting positive effect on the sites, as evidenced by evaluations. However, there is also much fear of contacts between the various actors that no BID is created; there is simply no eye-level contact between both spheres.

Do you have the impression that the National Urban Development Policy has brought benefits with its projects for the economy?

Pulsing, attractive cities are a location advantage not only for retail, services or tourism, but also for industry. In order to inspire specialists for the region, not only is good living space interesting, just as important are diverse offers in the city, for example attractive gastronomy, hotel and cultural offers, parks or zoos and of course schools. The National Urban Development Policy is working at different levels for this purpose-built European city and is thereby having a positive impact on business locations.

What are the strengths and weaknesses of National Urban Development Policy? What new aspects should be developed furthermore?

The strength of the National Urban Development Policy consists in inviting the different actors of the urban development, to joint discussions.

SmartCities stands for intelligent urban development policy, which on the basis of digital networking between buildings, energy, open-circuit traffic develops cities and city centers.

For the future, we would like to see that the importance of digitalization within the framework of the National Urban Development Policy is more emphasized. Digital processes in the cities must be initiated and digital platforms for the urban development of the future must be offered. Then, on the basis of digital networking, new solutions for public infrastructures can be jointly developed within the framework of private-public partnership – of citizens, cities, business and science. The idea of digital networking should also to be taken into account in urban planning programs to make cities fit for the 21st century.

Josef Sanktjohanser interviewed by Franz Pesch

MORE FAIRNESS OF DISTRIBUTION CHANNELS BY OPENING LOCAL COMMERCE ON SUNDAYS

The retail sector is currently experiencing the greatest structural change since the introduction of self-service. How do you see the future of brick-and-mortar retail?

In the future, brick-and-mortar retail will remain the chief sales venue for the entire retail sector. We are already experiencing a growing interplay between on- and off-line retail, so that both can only be thought of together.

City planners are always asked by the media where is individual owner-managed trade now and how can we get variety back into the monotonous pedestrian zones and shopping malls. What would you say as a representative of the retail sector?

Many owner-managed companies have been struggling for decades with difficulties in the retail sector, especially in specialist shops and stores. In order to assert themselves against the strong chain stores, many retailers have joined forces to cooperate. In a network, they are more likely to balance the chain stores" advantages of size in purchase power, logistics, IT, sales and online concepts as well as in national and international market significance. At the same time, we have been experiencing increasing commercialization and use of technology for years. Both lead to greater concentration and to putting pressure on medium-sized companies. Retailers are becoming producers, while

The polarization between locations with too much and too little retail will increase.

producers and non-dealers (market places such as Amazon and Ebay) sell more and more goods to end consumers. Such companies profit from marginal advantages through additional shares in the value added to their company. This change entails considerable investment and networking, which is more difficult for non-chain retail.

On the other hand, all retailers benefit from the location of strong chains and brands, as many customers therefore make their way to the cities. In the end, it all

depends on a healthy mixture. In the future, too, there will be owner-managed shops, which are supported by strong co-op schemes, which in turn make the special and the distinctive feature of a commercial location.

Can you imagine lively inner cities and district centers with less retail space?

There is already too much space at some locations. This problem is growing as purchasing power and the willingness to buy in the purely brick-and-mortar shops are diminishing. Then, especially in the middle cities and in the suburbs of large and prosperous cities, there will be abandoned spaces. In these cities it is necessary to consolidate the retail area. This can be achieved by municipalities in dialogue with local retailer associations. Through retail concepts, the retail areas of the future can be worked out in these cities. This can be a difficult, painful process in many places, as we have to plan increasingly for shrinking processes. On the other hand, there are also many sites with immense location pressure and a lack of space to be met by local authorities. The polarization between locations with too much and too little retail space will increase.

When it comes to stable city and district centers, the municipalities and the retailers are sitting in the same boat. In recent years, have you seen successful collaboration with city administrations and municipal policy? Do you see new areas for cooperation?

These challenges must be geared to retail business and the city and must be tackled together. To this end, in recent years, we in the HDE have intensified a good dialogue with the local authorities. For instance, we are currently together with the German Association of Cities and Towns running a series of events we call the "Alliance for the City Center", where we discuss questions of digitalization and local supply with local decision-makers, with the makers of municipal and state policies as well as with retailers. In addition, we are currently working on a joint position paper on the future of the city and retail trade with the German Association of Cities. This has a particular impact on the Bundestag election year: the city and retailers are work-

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ing hand-in-hand for the preservation of attractive cities. In addition, at the initiative of the Federal Government on the Retail Dialogue Platform since 2015, we have been working with various participants from all socially relevant areas on issues of future retail trade. This platform supports everyone's understanding of the necessities of the retail market. In the end, it will be important to transfer the results into political action.

The National Urban Development Policy has called for the stabilization of the city and district centers as an important goal in the "Innovative City" area of action. Does retail trade benefit from these efforts?

In order to enable cities and trade on the ground to make innovative offers, inner cities in particular need to be equipped for digitalization. To this end, the necessary technical infrastructure in the cities has to be considered through broadband and W-LAN. The state of the municipalities in this respect is very different. When we think from the perspective of the customer or the citizen, however, this infrastructure is one of the indispensable means of maintaining the inner city as a place of communication. For the retail industry, this infrastructure provides the necessary basis for digital services.

Cities must be highly attractive and induce people to want to "hang out", to meet friends, etc. This includes a good mix of industries as well as an appealing design of public spaces and buildings. The theme of building culture will play an increasingly important role.

Which concepts will have a positive impact on the future of retail city business? Can city planning and local cooperation contribute?

The cities must think retail business. This means that all planning measures have to take account of the impact on trade, for example when it comes to temporary construction sites or the location selection for high-frequency municipal facilities with positive effects on shopping. In addition, cleanliness and security are high on the agenda. Both factors influence significantly the atmosphere in the inner city. The accessibility of the inner city by all modes of transportation must be a key element of the city map. This also includes the optimal organization of the dormant traffic (i.e. parking) as well as a tight cycle of public transportation.

In all new concepts, we also must think about online retail business. Customers are no longer dependent on the inner city for shopping. That is why shopping in the inner city has to be a more compelling experience. The shopping experience is the strongest suit of the bricks-and-mortar retailer. A special role is played by Sunday opening hours. Retailers should have the opportunity to attract their customers with events and special events on ten Sundays a year. Unfortunately, we are repeatedly confronted by courts that do not grant permits for Sunday opening hours in the short term, because the occasion cited in the application is not considered sufficient. We therefore advocate that the event reference be canceled because retailers need more planning security. Ten Sunday openings certainly will not solve all the challenges of bricks-and-mortar trade in competition with e-commerce, but they would be an important element towards more fairness among sales channels.

Do you have the impression that the National Urban Development Policy has brought advantages with its projects for the economy?

The projects of the National Urban Development Policy vary greatly. For the economy, projects are particularly beneficial in terms of location improvement and accessibility as well as the communication and networking of all participants.

What are the strengths and weaknesses of the National Urban Development Policy? What new aspects should be worked out in a further development?

From my point of view, the platform of the National Urban Development Policy is one of the strengths of the transfer of knowledge and information. Thus the knowledge gained in one city can bring benefits to all. This includes, among other things, learning from the failures of other projects and deriving recommendations from them. For it is possible to derive important findings from failures which then secure success for the future.

Eckard Schindler

DIGITALIZATION AND DESIGN OF URBAN FUTURE

Over the last 10 years, hardly anything has changed the life and work in cities as visibly as digitalization. Just think of a jam-packed suburban train in a big city in the early morning – hardly a rider who does not have a smartphone in his hand, "connected" and "always on", networking with friends, shopping online, listening to music from online portals, starting work already, etc. There is hardly a place where you can see how well man can adapt to digitalization and take advantage of it.

What about the city and its ability to "adapt" to being "smart"? For example, we still do not see

- Street lanterns that adjust their light, depending on the weather and the type and number of street users;
- Traffic lights at crossroads, which communicate with arriving cars, to point them to cross-biking cyclists who are approaching from behind unobserved house corners;
- Self-propelled mini-buses driving on the main road with one minute intervals that transport passengers who jump on and off and pay for their journey without touching their mobile phone.

While the city, the urban infrastructure is persevering, its adaptability is apparently restricted. However, the precursors of fundamental changes in familiar spatial structures in the city can not be overlooked:

Digitalization sets its mark in urban space. It is not to be stopped, and human beings will not stop it, but will push forward and adapt to it – or be driven and overrun by it.

- Places with free WLAN are evolving into meeting places – to play together online, watch videos, "public viewing" of the new kind;
- Habitat and work space are merging in neighborhoods – work where you want, online business from home;
- Trade is being reinvented and adapting to the Internet; almost everything is online: showrooms, pop-up shops, and from petrol stations, online shopping pick-up stops;
- Cars are no longer so important – being mobile is what counts.

Digitization is setting its mark in urban space. It is not to be stopped, and man will not oppose it but will push it forward and adapt it – or be driven or even overwhelmed by it.

National and regional urban development policy, the shaping of the urban future, on the contrary has a different claim, it wants to design. More than ever, it is now necessary for it to understand digitalization not as an external trend but as a means of urban development, as an additional space-changing dimension.

Digitization does not stop with broadband, wireless access and the tablet for every student, but starts there. Digitization changes traffic routes, living, working and being together, dealing with the environment, nature and energy, public safety and the supply of public goods. Our urban future will depend decisively on a "new" adaptability of the city. In the next 10 – 15 years, digitalization will enter a high phase, in which cognitive systems will emerge which will fundamentally expand the scope for automation, self-services and "intelligence everywhere".

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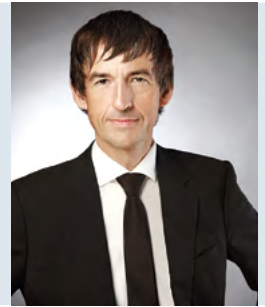
photo: Inga Sommer

Urban development is called upon to take advantage of this new open space and to shape the urban future with the help of digitalization. To this end, three recommendations for action are to be observed:

1. Digitization has to be a top priority for all actors in urban development – and because it is a matter of top priority, it has to be reflected adequately in the implementation plan, the investment and the results reports, not only on the political, but on the general agenda.

2. A city planning department that wants to shape with digitalization needs digital skills in its interdisciplinary team. An administration that would like to become "smart" needs specific IT skills in the central design areas. A location in Germany that focuses on digitalization, will not be able to succeed without a SmarterCities competence center, without the use of specialized, interdisciplinary skills that support cities in the field of digital urban transformation.

3. The public sector needs to redefine its responsibility, role and mission with an increasingly "digital public infrastructure", with a growing "Internet of the public affairs" and a growing Big Open Data. This needs to grow into into a business responsibility for the public sector to build and operate secure data platforms, particulary where industry and the market are not capable of doing so due to the lack of business models and particular interests. This significantly promotes digitalization progress and individual business models, through which new business ideas can arise.

Such an approach provides the right role and significance for digitalization in the context of strategic urban development. This is the path for a sustainable and valuable development of the urban future.

More than ever, digitalization is not to be understood as an external trend, but as a means of design for urban development, as an additional space-changing dimension.

SOUVE**N**R SHOP

SOCIAL COHESION IN CITIES AND MUNICIPALITIES

How can social cohesion in cities and municipalities be promoted by the National Urban Development Policy? Society is becoming more and more diverse and presents cities with the increasingly difficult task, despite differentiation, of maintaining cohesion in the commune. Public space that is accessible to all people, is fundamental for the European city and therefore a major attraction is its development as a meeting and living space. Since the strengthening of disadvantaged neighborhoods is a core issue of the National Urban Development Policy, it is necessary to develop these neighborhoods into places of better opportunities for everybody. Civil society stakeholders, such as citizens' initiatives, religious communities and educational institutions, play an important role in this process.

- Dr. Christoph Beier
  Deputy Spokesman of the Board of the German Society for International Cooperation (GIZ), Bonn/Eschborn

- Prof. Dr. Ilse Helbrecht
  Director of the Center for Metropolitan Studies at the Humboldt University, Berlin

- Ralf Meister
  Bishop of the Protestant-Lutheran Church of Lower Saxony, Hanover

- Ulrich Müller
  Chairman of the Catholic Settlement Service, Berlin

- Dr. Michael Vesper
  Chairman of the German Olympic Sports Association, Frankfurt

Christoph Beier interviewed by Peter Zlonicky

THE INTERNATIONAL DIMENSION OF NATIONAL URBAN DEVELOPMENT

What does the German National Urban Development Policy mean for your international work?

We were at the Habitat III Conference in Quito. Since by training I am a city- and regional planner, I have been fighting for years to get corresponding tasks from our financiers. It is obviously not easy for many to understand how we deal with multisectoral, spatially-based approaches; it is easier if someone says "Today we connect these people with the water from the city."

At Agenda 2030, we say that we can achieve all these noble goals for sustainable development worldwide only if we significantly strengthen the communal level, because almost everything that has been agreed globally has to be implemented locally. This can only be achieved, however, if we have strong municipalities, where people can do what they should do – this includes the necessary financing and the mandates. When all this is joined, the political dimension of decentralization and local self-administration is already very near. That is why we always say: without getting the necessary political, administrative, functional, financial capacities, we will not succeed.

Important for us is a city-centered development that focuses on paying more attention to socially vulnerable and disadvantaged population groups or town districts in context of the entire city.

In your opinion, what is the international significance of national urban development policies?

In terms of international urban development policies, this means that strong municipalities need a national framework that allows them to act as they have to. This is why we are strongly committed to an intelligent national urban development policy worldwide. In most countries, however, we have the situation that these national urban development policies tend to be too deeply involved in what should remain in the province of the cities. What we do not need is a National Urban Development Policy that dictates to the cities what they have to do. Rather, we need national urban development policies that provide an optimal framework for cities to perform their tasks well. If we go a step further into the German National Urban Development Policy , we may define its framework in such a way that there are tasks, some of which can be coped with on the national, and some of which can be coped with on the municipal levels.

For us, what has been developed on the basis of the Leipzig Charter has acquired the character of an international model. The questions of how such a policy can look, are constantly being posed. For our worldwide partners, they contain particularly interesting aspects from the point of view content and of instrumentality. In terms of content, above all, the question of how to approach the task of integrated urban development, is becoming increasingly important; and what is needed is a multisectoral and integrated approach. The second point that is important to us is inclusive urban development, that is devoting more attention to socially weaker and disadvantaged population groups or town districts.

This is how you name the two key aspects of the Leipzig Charter. For me, in so far as it is relatively open, it has model character beyond European standards and agreements. Integrated urban development policies in disadvantaged neighborhoods are topics that you will always be challenged at the GIZ.

Dr. Christoph Beier, born in 1962, since 2011 Deputy Chief Executive Officer of the German Association for International Cooperation (GIZ) GmbH. He was a member of the Management Board and the Division Leader of the predecessor organization, the Society for Technical Cooperation, where he taught and did research at the Chair for Economic and Social Geography at the Ruhr University Bochum. He began his career at the Saarland Society for Economic Promotion and the Saarland Ministry of Economic Affairs.

photo: Paul Hahn, GIZ

Exactly. Therefore, we are also spreading the news and showing that Germany is focusing its national urban development policy with such stringency.

About your statement that the National Urban Development Policy can establish a framework, we have now also agreed in the Ministry that it will establish a framework for the various individual programs available to the cities as a whole. Can I rely on you to see this in an international context?

Yes, very much. We can make good use of the National Urban Development Policy to fill our consulting approaches with this model character. But if we look at developments worldwide, especially in view of the WBGU (German Advisory Council on Global Change) opinion on the "move of humanity", should we not work now on a review of the development of the Leipzig Charter?

Correct.

My wish, which would be very important to me: if others recognized that the problems are of a global nature and that the international dimension, which the national urban development policy in Germany should have, is not yet very strong, for example the theme of the environment. The WGBU report has shown very impressively that we are faced with a huge problem by the uncontrolled impact of urbanization on CO_2 alone, because large portions of world CO_2 emissions are generated by construction, even before anybody has traveled anywhere or eaten anything. This is the global dimension; I would hope that a new version of the Leipzig Charter shows the global relations and interdependencies, as is demonstrated clearly by the issue migration.

    You asked me what can be learned from the big cities of other countries? I believe we are talking about a classic subject, about which all cities are continually experimenting – How do I involve my urban population in development and planning? What forms of participation are found worldwide, particularly in the case of

heterogeneous, ethnically differentiated populations? The third topic you mentioned earlier: When it comes to social inclusion, it would be exciting to see what experiences we have made internationally in the integration of migrants into urban life and the world of work, especially in the course of actual migration movements.

You mean integration also in Lagos, in Addis Ababa or in Banjul?

In any case, there is much experience, especially in those countries that have taken in the most refugees. I'm not talking about Europe, but about Jordan, Turkey, Iraq and others. They have to tell us some interesting experiences about how to deal with this. This is why we should be able to insert into the agenda of Leipzig: "We have global networks, we have interdependencies, we also have a German responsibility for sustainable worldwide urban development. We are otherwise strongly affected, our happiness and well-being are strongly intertwined in the sustainable urban development of the rest of the world". On such a basis we could build up international exchange programs, as we are already doing with the USA and South Africa on behalf of the BMUB. This is actually the sole topic I miss apart from that excellent guidelines.

To strengthen the international dimension of the National Urban Development Policy, for example in the subject of the environment.

I am very much in favor of the idea of placing the Leipzig Charter beyond Europe on an international level. There is another working group in the BMUB that discusses how the Leipzig Charter can be further developed. The aspect that one can learn from the experiences of other countries – I think of issues like migration, social inclusion, the politics of integration – is that one can learn a lot from countries that have to work much harder than we do in our prosperity.

Ilse Helbrecht interviewed by Peter Zlonicky

CONSIDERING ENVIRONMENTAL FAIRNESS

Dr. Helbrecht, what interests you in the work of the Policy Board, what interests you in the topic of urban development policy?

I've only been to one meeting of the board; I was appointed only very recently. In my opinion, the curators meet too rarely. After only one session, I cannot say too much about the work of the trustees.

At the last meeting, my perception was that there was not enough work, that we on the board were not employed enough. In principle, I am interested in cooperation, because I am interested in the development of cities as a city researcher and I am always very interested in the transfer of science into society. I see the city as a field of action for the development of society. In this respect, I am very interested in National Urban Development Policy and think it is very important that it exists and has established itself.

For every planning decision think about the consequences of changing environmental conditions for different social status groups in the city and how just or unjust planning interventions for different social status groups are?

I feel the same way. I am sorry that we meet so seldom and that a discussion in this big group can not accomplish much in so short a time. That is why I have been advocating for several years that we must have more to do with each other. The National Urban Development Policy is intended as a platform for dialogue at very different levels of reference. On the one hand it is "vertical": the national government agrees with the Länder which have the responsibility for urban development and the municipalities. On the other side it is "horizontal". It should be a platform that offers co-operation beyond the limits of the respective ministerial responsibilities. How do you assess the effectiveness of such a policy area?

It is potentially high. If you look at other nations, the UK as a contrast, it is organized as a central government, where the London government, the prime minister, and the quasi-national development policy of the city can not only proclaim but also implement as a cross-sectional policy across the departments of the ministries. In principle, the city is an incredibly effective policy object. I believe that in Germany we have quite a long road ahead. It has taken a lot of effort to establish and legitimize urban development policy at all and that the national government is active now in a field that is not covered by the constitution.

So I believe that much has been achieved, in a positive sense as a symbolic policy. I find symbols very important: symbols, signs, beacons; they are examples, they are role models. And in this sense the urban development policy, as a platform for communication, has succeeded very well in the professional world. I believe that the opportunity to get involved in the departmental policies is what you have to do for the next phase.

Your colleagues on the board refer to the fact that there are cooperation agreements between the ministries, at least in the area of "Social City", in the BIWAQ program, but regret that the cooperation itself is not really effective at the BMUB, nor is it publicly visible enough. Aren't there more possibilities to deal effectively with the important questions of climate, mobility and resources in the city and the environment?

This is exactly one of my points: the possibility that the environment and the city are now in a ministry and that they can conceptually, in a planning perspective, be together under the concept of environmental justice or "environmental justice". So to think about every planning decision: What are the consequences of changing environmental conditions for different social status groups in the city? How just or unjust are planning interventions from this perspective? This is not yet something that is being practiced in Germany. There was a small model project at the DIFU, the German Institute for Urban Studies, there have been some debates, there is a small approach in Berlin. But this is conceptually one of the ideal interfaces to think differently about the city and the environment, and to see how cross-fertilization would be possible on both sides.

Prof. Dr. Ilse Helbrecht, professor of cultural and social geography at the Humboldt University Berlin since 2009, director of the Georg Simmel Center for Metropolitan Research since 2014, and Director of the Geographical Institute of the Humboldt University Berlin since 2015. Prior to that, she was a professor of human biology at the University of Bremen and private lecturer and assistant professor at the Technical University Munich, where she earned her doctorate.
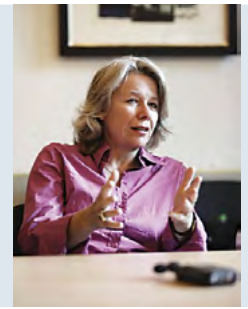
photo: M. Heyde

In January 2016, we discussed topics that were currently on the agenda that were tied to the meeting place: What about migration, what about issues of integration, living and living together? Should the National Urban Development Policy promote these issues more?

I found the focus of the last meeting consistent and correct, including the messages that were expressed there.

From the point of view of urban research, urban development must also be a focus. I am presently giving freshman lectures for bachelor degree students in the first year of cultural and social sciences and am starting with urban development: What did the Chicago School discuss in 1900, 1915 and 1920? Immigration, integration, social space structure of the city. The finding that cities are defined by immigration and town growth is only about immigration. This is, in science, the small point of the development of cities.

In this respect, the current development is not surprising. It's not a brand new topic, we know a lot about it. In the political discourse, I always wonder a bit, that you are pretending you have to rethink how this works. In fact, there is an incredible amount of knowledge and competence in this field. For example, segregation in cities has been researched perhaps longer and more intensively than any other research area.

A discussion participant, Regula Lüscher, the Berlin Senate Building Director, has formulated an aspect which I would like to reinforce. She wishes that we should not just discuss immigration and integration as a problem. We should change the perspective a little bit and see what a gain immigration actually is, looking at immigration against a background – and I find it an incredibly exciting approach – of hundreds of thousands of immigrants who have so far arrived semi-officially and continue to do so. In this way, other cultural backgrounds, other ideas of the city, other ideas of living together in our daily life are becoming visible. We could also see this as a chance.

This is exactly my experience. I've been working for 34 years in the Ruhr area: the whole region lives from immigration. The fact that we have learned from each other, that we have learned to consider one another. A different understanding of living together has developed from it – something new. These are not just the green grocers and the football teams. In the cohabitation of neighborhoods, however, quite different qualities have emerged. It is a region that has experienced its qualities just through immigration.

The model of the European city, our conceptions of public and private life, of trade, housing and work are not the only ones in the world. I find an incredibly important perspective in that people from different backgrounds come and bring other ideas of the city, that we could also learn from them. To see this as an enrichment and to try to use it for planning also would be important.

This would be the necessary change of perspective. We should regard immigrants as those who, even in cities which do not consider themselves immigration cities, help to create a more vibrant urban life than if the residents were left to themselves. To take advantage of these opportunities…

I find an important perspective that people with different backgrounds bring different ideas about city and that we also can learn from them.

Precisely. It is necessary to see this as an opportunity. Refugees are not just a technocratic task. Migration must be a subject of discourse. We have to ask more than: "Where can we find living space" and "When can we free-up the gymnasiums used as interim housing?" The requirements are really deeper and more fundamental: "What kind of urban visions do we have here in the country?" Business people would reply: "internationalization" and "globalization." But what we have here is globalization in the cities, in the towns. If we allow to be asked about our basic conceptions of the city, we can greatly enrich ourselves.

CITY MEETS CHURCH

Bishop Meister, what are your expectations for the further development of the National Urban Development Policy? What can it do to encourage the living together in the cities, the accepting of the foreigner?

In terms of integration attainment, neighborhood development, social networking, integration services – we are still far from our goal.

But if we are now to program parallel societies – as mentioned in the recent discussion – then we say goodbye to the utopia of the city; that would basically be a betrayal of the idea of the city, and it is something I would not tolerate. It is interesting, of course, that anti-enlightenment forces are trying to broach theories of what makes us different, in which what is different is applauded, as long as it is separate. This is "apartheid."

We are now experiencing one of these tendencies that goes by the name of security; it stipulates that the state must guarantee both internal and external security. We are also talking about security within the city, about safe and unsafe neighborhoods and what measures we should take: safeguarding housing, public spaces, neighborhoods, gated communities. I feel this is like giving up the basic idea of the city. That is why I am always obstinate if the utopia is abandoned, that the city is the place to integrate the foreign. More simply stated, fair and equitable togetherness with people who are completely unknown to me and will remain. When we give up this utopia, the city loses its essence.

In the US recently there was an election against the idea of the city. From where did the votes for the new president come? From the rural districts, not from New York, not from L.A: They did not come from where emancipation takes place, where freedom of the citizen is at the center, where the basic values are accepted. The votes came from places where one delimits and excludes others.

For me, this is an important cross-section task under the umbrella of the National Urban Development Polic. When I think about spatial development and architecture, about mixing and integrating, the question of social cohesion comes to the fore.

Municipalities, Länder and the national government are invited to think interdisciplinarily, not only in theoretical, but also in practical terms. I think that this is the right way to proceed. I also experience this directly here. We cannot solve the problems and promises that lie in the city in a single sector, be it political, architectural, spatial planning, sociological or social policy. We will only be able to solve them together.

It was ten years ago that we were all invited to a round table discussion, that we wanted to learn from each other, to inform each other, and to accept what we had learned into our spheres of responsibility. This is only possible with strong alliances where we stand. How do we achieve this between local, regional, state or national policy programs, guidelines, support policies and civil society actors? We can only achieve this together – this is the opportunity of the Policy Board.

What about "alliances": You make experiences directly on the ground; the Church works with different groups. If you consider the Board as a group that attempts to bring different players together – what do we have to do?

This is already a challenge for us:
a) How do we define our role? For which association, for which institution, for which area of interest do we speak? And:
b) What possibilities do we have to incorporate the experiences and information gained in the board here into our circles?

In terms of integration services, neighborhood development, social networking, integration services – we are always far from our goal.

The second point can be clearly expanded, since implementing what we think or exchange here takes place, for the most part, on the ground.

I see this here rather as an initialization: "What is happening here, you should carry on, in your association, in your institution, as far as possible and make it as effective as possible!" This I regard as the board's function. Perhaps this could sometimes be intensified by working another way. A modern diversity of methods could intensify the exchange; one could do more than just take the card or the telephone number of a neighbor, and invite him or her home or for a drink. One might rather ask: Now that you know my situation, what project would you recommend for implementation? So that could perhaps be deepened.

One should again make clear what is happening here today. This is where politics opens up, where the level of co-decision-makers opens up for a dialogue with a wide range of stakeholders. This is not an "add-on" in the sense of "we'd like to take it with us"; the ministry rather intends to implement its findings and results in its policy; this is very important. Such an exchange is relatively new in our political landscape, that a ministry promotes this dialogue and actually puts the results in its decision-making process. This is not just doing the ministry's bidding, but inviting the entire breadth of interests and conglomerates for urban development to participate. The strength of our circle lies in the fact that there is a very wide, open and sometimes controversial exchange in addition to the high lobbying interest of groups and persons speaking here for their institutions and associations. This is our real strength – when we are sitting together. It could be expanded a bit.

The program "The Church meets the City" is funded under the National Urban Development Policy. Are the church and its interests sufficiently represented? What about the perception of this program? What would have to be further developed?

I find it very good that there is this program. The strength of the Church as a "player" is used in various areas of civil society, in regions and neighborhoods; it is used to promote or strengthen neighborhood development or social conglomeration. I wish very much that it could be continued, no question; there is nothing I would like more. What happens in "The Church meets the City" is very strongly social-diaconic. The fact that the Church also offers its resources to act as a mediator for religious conflicts is likely to become increasingly important to maintain peace in the city.

This is the opportunity of the Board: "What is happening here you should carry it into your organization, your institution, so that it can be fruitful!"

Would that be the basic precondition for "The Utopian City is the Integration of the Foreign?"

We should examine whether the "The Church meets the City" can be expanded. One needs not go very far. In the big cities, conflicts are arising which are of religious origin and which are putting living together with foreigners to the absolute test. The churches have a special responsibility for keeping peace between religions; the responsibility that it should not now try to proselytize. As the oldest, largest religious group, still deeply anchored in the regions, neighborhoods and cities, it has a special responsibility for fostering peace.

PILOT PROJECTS: SOCIAL CITY

Green Island Kirchberg

For a year, actors from 21 institutions have worked on a design and development concept for the "Green Island Kirchberg" in the district of Malstatt in the district of Saarbrücken, in order to develop a living free space for all generations and ethnic groups. The potential of the different owners, institutions and residents was linked, resulting in an equally attractive as well as diverse range of uses. The offer is permanently maintained through networks among the actors.

photos: Klaus Kuntz

New Hamburg – living Community in the neighborhood

The New Hamburg project came into being in cooperation with the German Schauspielhaus Hamburg, the Evangelical Lutheran Church and many actors and residents of the district of Hamburg-Veddel. New means of meeting should help to promote the coexistence of residents and refugees from the local housing estate. A café was equipped as a meeting place, social and cultural offers were managed and groups of inhabitants networked mutually. A committee brings together all interested parties and is responsible for the organization of the program.

photos: Christian Bartsch

New neighborhoods in the Lindau district – an advantage

The district of Lindau is pursueing a decentralized and small-scale strategy for housing refugees. In the frame of the project "New neighborhoods in the Lindau district – an advantage", refugees and neighbors have jointly developed ideas for coexistence in selected neighborhoods. New creative forms of encounter and support were initiated and supported. The aim of the project is a jointly supported strategy for the integration of refugees into the neighborhood, the instruments are an event and meeting program; sponsorship of citizens and institutions as well as the creation of access to education and work.

Bildungslandschaft Cologne, City Centre North – Motor for Urban Development. Communication of planning

Six educational institutions in northern Cologne's old town are working under the leadership of the city of Cologne and the Montag foundations to create an innovative educational environment, the "Bildungslandschaft Altstadt Nord Köln". The pedagogical concepts of the educational facilities as well as the respective space requirements were coordinated with each other functionally and as far as possible artistically and integrated into the urban district. After a cooperative and open planning process, some buildings that were conceived as part of the project are currently under construction. They will be completed in 2018.

Ulrich Müller interviewed by Peter Zlonicky

SOCIAL URBAN DEVELOPMENT MEANS NOT ONLY BRICKS AND MORTAR

Mr. Müller, you are a member of the Policy Board of the National Urban Development Policy. What is the connection between the Catholic Settlement Service, of which you are the general manager, and the National Urban Development Policy?

The quick answer: Cities are places where the people are and the Church wants to be with people. The Church is greatly interested in questions of urban development. As a member of the Policy Board, I am particularly concerned with interdisciplinary aspects. Normally I move among either men of the Church or housing experts, and I don't always get a chance to see things from above. The board is, in this respect, a good institution; it gives all participants an interdisciplinary perspective.

For me this is, of course, an opportunity. The Church is indeed a great exponent of civil society, and civil society finds its practical expression in the cities. In this respect, it is important for me to sit with others at a table and try to contribute our knowledge and skills. For me, the board is also a good place to network: to make contacts, gather and contribute new ideas.

The main subject at the meeting of the board in 2016 was the topic of housing: housing, immigration and integration. Aren't these the main issues you are dealing with?

Yes, the housing issue is very urgent; we have seen this particularly on two levels. On the one hand, the Church is active as a real provider of living space through the settlements: people come to us because they need living space, affordable living space. We can clearly see that living space has once again be-

come an urgent social issue. On the other hand, we are closely linked to our charitable institutions – Caritas, the social service of Catholic women – and others too numerous to mention. People on the lower edge of society are particularly vulnerable when it comes to housing; they verge on border of questions of existence.

Speaking of which: we are watching a social division in society. What do the policies of the Church play in this dilemma? Does it contribute to social cohesion, does it contribute to reduce the division?

We have a commitment to the common good and we also feel obligated to solidarity. What can we do? One is to try to help in a purely material way by providing living space, affordable living space. All the settlements are without exception the patrons of social housing. Over the years we have never ceased to build, admittedly not on the scale on which we should have. But we are not the only ones who underestimated the needs. Regrettably, the Länder have reacted too late to take the support back into their hands: to be honest, too many Länder have been neglecting their duty.

We can help materially, also in the sense that we are not just trying to erect houses, but that we also advance open neighborhoods. What we do not need are gated communities, with which we exacerbate the divisions. We need open neighborhoods, open to the environment, but also open to one another. We are avoiding the construction of monolithic quarters. We like to build a mixture of private property, subsidized living space and free living space. We like to take other actors into the boat, be it a day care center, a social station of Caritas or a local caretaker who also manages the neighborhood. This is part of our overall package. So that is the material dimension.

As a Church, we also see ourselves with the responsibility for supporting the people beyond their material needs, to bring to the quarter counseling as well

The question of housing brings people at the bottom of society into existential need.

Ulrich Müller, born in 1967, has been Managing Director of the Catholic Settlement Service since 2004, for whom he previously worked as a speaker. He served as a representative of the European Association of Small and Medium-Sized Enterprises (Deutsche Mittelstands- und Wirtschaftsvereinigung – Deutsche Sektion), as a research assistant to a deputy of the European Parliament, as deputy managing director of a medium-sized company and as a specialist in the German Parliament.

photo: KSD

as spiritual offers. This does not have to be a large church. There are also low-threshold offers where people can find access and simply communicate with each other.

Let us return to urban development policy: What do you need for support? What would you like to update the program?

What would I want? I miss some clarity and stringency. I feel the variety of topics as a bit too unsorted. They stand like pillars next to each other. I miss the stock-taking, I miss clarity. I would like to have better guideposts.

What I like is that social urban development does not just rely on cement. I think the issue of social city is important, and we must pay attention to the fact that the equation "More social workers do result in fewer problems" doesn't work. If we say we are now giving a hundred million more to the "Social City", then the cities will be better because they have more social workers – that is too easy. Since we have to take another look, we should examine how the individual case can be optimized.

My greatest wish would be more to connect things together so that they flow together. In the Ministry, where all areas are separated, this is also insanely difficult.

Allow me to agree with what you say. Shouldn't one pursue a more integrated and more inclusive policy and convey it beyond the borders of a Ministry in such a way that it becomes known publicly?

Yes!

Doesn't the Church with its tradition also have an obligation?

You can calmly speak about obligation, you can certainly expect us to do our duty!

What would I want? I do not see clarity and stringency. I feel that the plethora of subjects is a bit unsorted. They stand like pillars next to each other. I miss the summarizing, clarifying. I would like to see a thread.

Michael Vesper interviewed by Franz Pesch

STRONG SPORTS – STRONG CITIES

Considering the National Urban Development Policy as an umbrella organization is the right approach, not as an add-on, but as an integrating or inclusive organization which places the city at the center, focusing the neighborhoods as the crucial level.

The subject of sports should be emphasized for its importance for social participation that materializes in the public space. Due to sports' ability to allow low-threshold access, its contribution is important in view of the increasing multiculturalism of our society: Strong sports mean strong cities!

As President of the German Olympic Sports Federation, you have followed the National Urban Development Policy right from the start. How does your balance sheet look?

The National Urban Development Policy brings together representatives of politics and planning practice, as well as representatives from business and society in common discourse. This exchange is fundamental in view of the fact that sustainability can only be achieved if we take an integrated perspective. This happened in the city renewal programs, which I had to deal with earlier as a minister. However, the willingness to give space to experimental projects was new. The change in the Policy Board and practical experience have caused a lot in the past ten years. Much of what was still new at the time belongs today to the standard repertoire of urban development policy. But many problems remain unresolved, new ones have been added. To this extent, we are now more than ever faced with the task of developing our cities sustainably.

Considering the National Urban Development Policyas an umbrella is the right approach. But not an additive and more an inclusive approach should be chosen, one which places the city at the center, focusing on the neighborhoods as a crucial level.

In which areas have the requirements changed from your point of view?

In recent years, climate change and climate adaptation, crises- induced immigration, regionally different population developments, social-space polarizations have been the focus of public perception. At the same time, the subjects that have occupied us for a long time have not disappeared. I think, for example, the growing health problems are caused by the increase in lifestyle-related illnesses.

These and other developments endanger the political capacity to act in the context of a structural underpinning of local funds. In order to secure and expand the quality of life in the municipalities, a more active urban development policy is necessary. The classical forms of political governance will no longer suffice. State intervention, which is based exclusively on the well-known instruments and actors in urban development, often falls short. The Federal Government's National Urban Development Policy therefore formulates: "Neither the state nor politics nor the economy – by themselves – can cope with the upcoming social and urban change processes in the cities. ... Without public commitment and private initiatives, public projects and measures of urban development are often empty." This correct sentence should be cited daily in political Berlin! In any case, it follows that urban development in Germany requires new partners, partners such as sport!

Why do you see sports as a social stabilizer in the municipalities?

I am firmly convinced that the importance of organizations of the so-called "third sector" will continue to grow. In this respect, the public is the most important player. Through its comprehensive system of more than 90,000 sports clubs, it is a key contributor to the commonweal in Germany with its diverse innovative potential. Organized sport under the auspices of the DOSB makes a central contribution to the well-being of the German population in the face of accelerated social change – it has expanded its range of services accordingly, modernized its guiding principles and orient-

Dr. Michael Vesper, born in 1952, is chairman of the German Olympic Sports Federation since 2014. Dr. Vesper was Vice-President of the Landtag, Deputy Prime Minister and Minister for Building and Housing, Urban Planning and Housing, Culture and Sport in North Rhine-Westphalia. For the German Olympic Sports Federation, Dr. Vesper accompanied the German Olympic Games as the head of the mission to the Olympic Summer Games 2008 and 2012 and to the Olympic Winter Games 2014.

photo: Torsten Silz

ed towards a differentiated society, further developed qualification concepts and, in many cases, instruments of quality management introduced.

Local associations are not only providers of sport, but also the largest non-state education provider and much more. In addition to out-of-school full-day care, sports clubs are also developing programs for children, young people, adults, families or especially for the elderly. A top product are the more than 18,000 quality-assured healthcare offers nationwide, which assume important prevention tasks. In addition, there is a strong inclusive order for the participation and integration of people with disabilities. Special target group programs are aimed at women and girls as well as people with a migrant background and refugees.

In addition, an increasing number of associations are working for natural, environmental and climate protection. The German sports clubs reach children and young people from all social groups like no other volunteer association in Germany.

Thanks to its low-threshold access, sport is important in the face of the increasing multiculturalism of our society: "Strong sports – strong cities!" Sports clubs form the glue of our society.

Do you see this contribution of sports and sports clubs adequately perceived in urban development?

Sports clubs make city and municipality places with a high quality of life and counter turmoil in the cities. Against this background, it is surprising that the projects and interventions of urban development and local politics do not take the German sports clubs and their potentials into account. Frequently the consideration of sports in isolated projects has so far been lost. Instead, the federal, state and municipal authorities as well as the National Urban Development Policy can and should use the structures of organized sport more systematically. Further factors of the future are a creative community support for local sports, which is more closely interlinked with other fields of political action, the overcoming of a strongly hierarchical municipal administration, and broad and strategic cooperation between cooperation-oriented sports clubs and other municipal actors.

Sports and open space – this is obviously an ideal place for you to create new partnerships in the National Urban Development Policy?

Green and natural areas in the municipalities are good for sporting activities and thus also serve to promote health. The importance of an equal development of sports and prevention and thus multidimensional development of the open air is often underestimated. We also need new cooperation between sports experts, associations, health experts and planners, especially in open space and city planning. The "healthy city" can only be understood as an interdisciplinary task, which is the result of a joint effort of many actors, in particular taking into account sport and movement. On the other hand, a densified city is at best "not sick" – but it does not provide a health-promoting (spatial) environment. Only a sportive city can be a health-promoting city. In the future, our cities need more high-quality green spaces and urban greenery, not only, but also to enable more sport and movement for all age and target groups.

Thanks to its low-threshold access, sport is important in the face of the increasing multiculturalism of our society: "Strong sports – strong cities!" Sports clubs form the glue of our society.

More green and more sport are key success factors for more quality of life, more location quality and more social quality in our municipalities!

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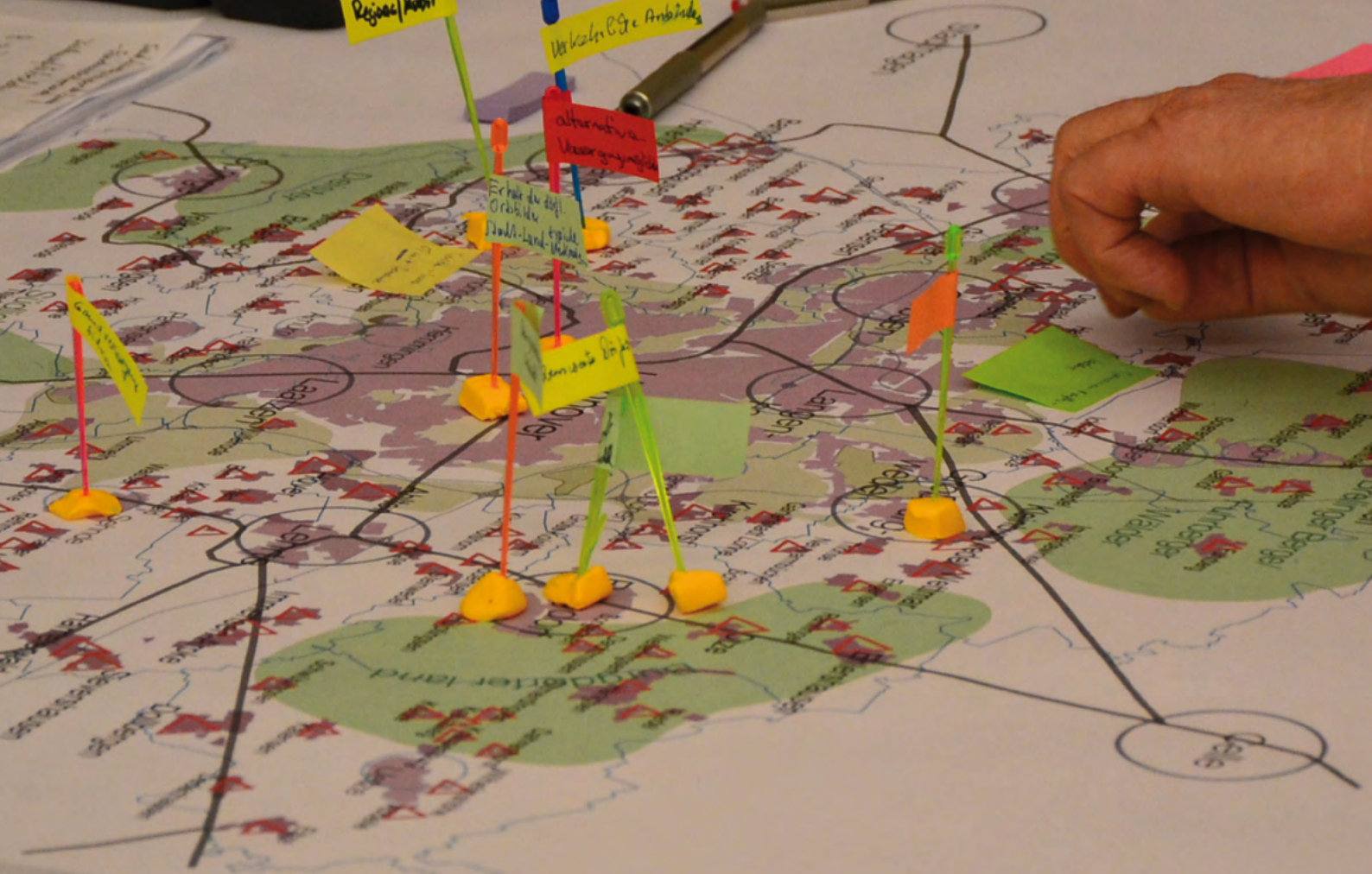
CITY AND ENVIRONMENT UNDER CLIMATE CHANGE

What are the possible approaches for action in urban development policy for the city and the environment in view of climate change? On the one hand, cities are the central generators of climate-damaging greenhouse gases (80 % of all greenhouse gases are generated in cities), while at the same time they are often exposed to the effects of climate change. As places of innovation and change, cities are also required to develop solutions to limit damage and to adapt. Climate protection must be understood as the cross-sector task of an integrated urban development policy. At the local level, an important contribution can be made to the energy transition and the global climate adaption. Strategically, interior development and open space planning offer potential to adapt to the climate as well as the question of which sustainable materials and building materials should be used in the future. The reduction of climate-damaging emissions is also – and willful – on the agenda for transportation.

- Dr. Brigitte Dahlbender
  Chairwoman of the Association for Environment and Nature Protection, Stuttgart

- Maria Krautzberger
  President of the Federal Office for Environment, Dessau-Rosslau

- Prof. Dr. Dr. h. c. Hans Joachim Schellnhuber
  Director of the Potsdam Institute for Climate Research, Potsdam

- Prof. Dr. Miranda Schreurs
  Professor for Environmental and Climate Policy, Technical University München

- Petra Wesseler
  President of the Federal Office for Building and Regional Planning, Bonn/Berlin

Brigitte Dahlbender

CITIES NEED SUSTAINABILITY

Coping with the major challenges of climate protection, reducing the consumption of resources, protecting the soil and biodiversity can only be achieved through the sustainable development of our cities. The city itself and its region must become the center of sustainable development. It is only when cities are successful in climate protection, becoming a hub for sustainable mobility and aligning the entire procurement system with sustainability criteria and fair action that they will be able to fulfill their important tasks. In recent years, many cities have begun to take this road. They analyzed fields of action, described measures to be taken and initiated individual projects. From the European Energy Award, through the funding programs of the federal government and the state governments as well as from the local and regional energy agencies to the consultation of the population, they made the public aware of the need for climate protection. All these measures and approaches, however, lack the transfer into the cities" action.

While every city boasts a construction area with passive house standards or some exemplary redevelopment projects in housing construction, a consistent implementation on all building projects, on all rehabilitation projects and also on mobility is missing as essential factor of successful climate protection.

While acknowledging the efforts to date, we must state that the measures taken and implemented so far are not sufficient to achieve the climate protection targets of Paris and, thus, effective climate protection.

All these measures are lacking the transfer to the entire actions of the cities.

Especially in cities, an urban culture has developed over the past few years, which can be a good basis for far-reaching steps and measures in climate protection or the development of a sustainable city society: young people with families who no longer wish for their own car, but nevertheless demand sustainable mobility; diverse groups which revitalize cities with urban gardening, embellish, plant greenery and give hints for a life in the city under new perspectives and similarities. In the cities there grows up again a culture of exchange and repair. It is precisely in these areas that it is necessary to note that people of all ages and different cultural backgrounds are involved in these activities.

Cities should therefore act with greater emphasis and more consistency in the following areas: climate protection measures not only for power supply and consumption, but also for heating of all types of buildings and for both renovation and new construction. Cities need to understand themselves as mobility platforms and vigorously promote pedestrian and bicycle routes, public transport, car sharing and mobility cards for the fast and free exchange of types of mobility. Cities need fast and distinct cycle lanes, fast bus lanes to the point of special lanes for busses, while reducing the road space used only by cars and trucks, and they need to expand a city logistics system.

For sustainable climate protection and urban development, the procurement of equipment, still in its infancy, is yet of central importance. Cities have an enormous impact on which products are produced and demanded; by producing goods and services they influence how energy and resources are consumed and how social standards are considered in production. As long as the to-do lists for sustainable procurement are only partially implemented in the municipalities, the cities fail to demonstrate their effectiveness in this area.

There exist numerous technical possibilities for reducing the consumption of energy in the cities, from innovative house technology to the smart city. However, they are all included in the large thematic field "Ecological Industrialization". In the end, it is about using climate protection and other technologies to reduce the use of resources. These measures, however, are very cost-intensive. They also create the impression that all the problems are solved by technology, that we do not need to change our behavior and that the administration and the politics of a city do not basically have to look for new solutions for energy supply, mobility and building.

Dr. Brigitte Dahlbender, born in 1955, is the chairwoman of the Federal Government for Environment and Nature Conservation in Baden-Württemberg since 1997. From 2001 to 2007 she was deputy chairwoman of the association, from 1991 to 1997 Ulm circle chairwoman. Dr. Dahlbender is a member of the Advisory Council for Spatial Planning at the German Federal Ministry of Transport and Digital Infrastructure. The focus of her engagement is on sustainable development of settlements, cities and societies and improved citizen participation.

photo: Frank Müller, BUND BW

The possibilities beyond technical improvements have been ignored too long. For many years now, we have been calling for the systematic greening of our cities and for not blocking the corridors for fresh air with buildings. Sufficient ventilation of our cities as well as cooling, creating a moist climate through trees and façade greening can often replace energy-consuming air-conditioning systems. Living according to the models of building societies and housing cooperatives can contribute greatly to the saving of energy and heating. This applies to apartments as well as to shops and offices. The need to reduce car traffic in cities – for climate protection, for a healthy environment, for more public space as a street space – is as old as the debate on sustainable development of our cities. Even though it remains right, it is unfortunately still not being implemented. There remains a need to regain the street as a living space.

All these measures require enthusiastic people. This will only be achieved if administration and politics are able to implement climate change and sustainability in all areas and act accordingly in a consistent way. Too often, even today there are climate-saving projects incoherently standing next to those which, for reasons of cost, take little account of climate protection. As long as this is the case and we remain at the level of the model projects, we will not convince the population.

All urban projects should be examined for their impact on climate protection; the results have to be publicly discussed. Right now, there is much talk about building cheap and socially subsidized housing. The long-standing shortcomings in this area and the additional pressure on the housing needs of refugees often lead politics and administration to promote housing construction and at the same time ignoring the criteria of climate and environmental protection. If we raise the question of how the Paris climate protection targets are to be achieved under the currently discussed measures on housing development, it soon becomes clear that this will not succeed. We must decisively counter this development.

Politics and administration in the cities must therefore cooperate more intensively in a cross-sectional manner. This does not mean building housing in the periphery with the consequence of increasing traffic and making houses cheaper by reducing the standards for climate protection. The alternative must be more development in the stock, by adding more stories to existing buildings, by making things more compactly, and by much more. The administration and municipal councils in a city must have a controlling and forward-looking effect. Individual urban projects are questioned too rarely on their impact on climate protection. New initiatives such as cooperatives and new compact housing forms, new "city gardeners", recyclers and exchangers, and users of sustainable mobility offerings are important starting points of this new policy.

The discussion must leave the inner circle of city planners, scientists and politicians and the many good ideas must be carried into urban society.

The projects of the National Urban Development Policy must become more oriented on implementation in the coming years. In addition, they must be discussed more publicly and directly with the people in the cities. The discussion must leave the inner circle of the city planers, scientists and politicians. The many good ideas must be brought into city society. All strategies and measures should contribute to the future development of housing construction, sustainable mobility, urban logistics and city quality. The central goal of climate protection must be addressed in every urban activity.

Maria Krautzberger

SUSTAINABLE URBAN DEVELOPMENT IN TIMES OF CLIMATE CHANGE

Sustainable urban development under the banner of climate change

Many cities face new challenges. On one hand, more and more people move into urban areas – also in Germany. On the other hand, environmental and health protection requirements are still not being met, as the high nitrogen dioxide values in many cities currently demonstrate, and further challenges are emerging in the wake of climate change.

Climate protection, climate change, air pollution control, noise reduction, resource protection, reduction of land use – there is a long list of issues where urban development and environmental policy have to go hand in hand more than until now. Since its founding in 1974, the Federal Environment Agency (UBA) has repeatedly shown how this can be mutually beneficial. Despite the successes in the past, however, we find that both policy fields are often still juxtaposed and do not fully exploit their synergy potential.

Integrated urban and environmental planning make cities fit for climate change

The consequences of climate change, such as rising temperatures or high-water hazards caused by flooding or extreme weather events are already noticeable in many places. Due to the high degree of land sealing, cities are particularly at risk. The urban development policy has reacted to this and strengthened the interests of climate protection and climate change in the Building Code (BauGB).

Climate protection, climate adaptation, air pollution control, noise reduction, resource protection, reduction of land use – there is a long list of topics where urban development and environmental policy have to go hand in hand more strongly.

The cities are required to put this into practice. Green and water surfaces are particularly significant. In the context of climate change, they are of multiple importance: as flooding and filtration areas, as fresh air corridors, as recreation areas and as a habitat for flora and fauna. Particularly in dense urban structures we need concepts that meet these diverse functions, for example by roofing and façade greening . We recommend that the national government support such concepts financially. In order to reduce climate-related risks, the Länder should further strengthen the aspect of adaptation to climate change in their building regulations.

Our research shows that in 2016, 86 % of the major cities in Germany had already implemented adaptation activities or adopted a strategy document. They often take advantage of government funding. The clarification in §136 of the German Building Code (BauGB) that the lack of adaptation to climate change could trigger urban redevelopment measures and measures to adapt to the climate with urban planning tools was an important step.

Small and medium-sized towns are still cautious in adapting to climate change. They should, therefore, be encouraged in a special way. The UBA supports local adaptation planning through manuals for planners and free online tools.

Traffic turn around creates space for climate adaptation and urban quality

If more people live in cities, they will require more living space and infrastructure. In order to prevent using up land, cities must take advantage of the potential of internal development, such as the reclaiming of brownfield sites and vacant land, or the post-urbanization of projects. Compact cities on the one hand, and the need for green areas for climate adaptation strategies on the other seem to counteract each other. This problem can be solved if we do not give away space in cities, for example, for streets and parking.

Our investigations show that, with a motorization rate of only 150 cars per 1000 inhabitants, no further public parking spaces are needed in cities. Not only would there be space for urban greenery, but also for public space and sustainable mobility. A change of traffic with fewer cars would have further advantages: reduced noise pollution, less emissions and greenhouse gases, less use of space. We should therefore aim at a motorization rate of less than 150 cars per 1,000 inhabitants.

Maria Krautzberger, born in 1954, is President of the Federal Office for Environment since 2014. Before that, she worked as a state secretary in the Berlin Senate Department for Urban Development, as an adjunct for planning, building, living in the city of Oberhausen and as an environmental controller of the Freie Hansestadt Lübeck. Krautzberger studied sociology and English at the Ludwig-Maximilians-University in Munich and administrative sciences at the University of Konstanz.

photo: Photostudio D29

In the city of tomorrow, we will use more public transport, bicycles or footpaths. The privately owned vehicle will play an increasingly small role. A recent study by the UBA shows that biking and car-sharing in combination with the local public transport system cause less greenhouse gases and air pollutants and saves valuable land. Clean, quiet and climate-friendly mobility needs an energy turn-around in traffic: in cities, only electrically powered vehicles have a future. Combustion engines must gradually be exiled from the inner city and finally from the entire city. In order to provide the necessary economic incentives for this, we need a long-term support program that includes all means of transportation. It helps to ensure that urban bus and car-sharing fleets are free from emissions and that environmental protection is strengthened.

With resource-efficient buildings and infrastructures, we face climate change

Chances are always opening when renewals are pending. Therefore, it must be possible to use rehabilitation cycles for an ecological rebuilding of the infrastructure and for paths to climate-neutral, but also greenhouse-neutral and resource-efficient building stock.

We regard the resource use in cities as an area of activity for urban development policy that has so far not been taken enough into account. Statistically, every year, every person in Germany consumes more than 16 tons of metal, concrete, wood and other raw materials, which amounts to 44 kilos a day. The construction sector alone causes huge flows of material. Approximately 190 million tones of mineral construction waste are produced each year. Our economies of scale and consumption affect quite seriously the environment in other countries. 70 % of the raw materials consumed come from abroad, of which 4/5 are non-renewable raw materials.

We must radically alter our use of building materials, use more secondary raw materials, use alternatives to resource-intensive materials such as cement, and specifically promote urban mining. To minimize urban material flows must therefore become a central area of sustainable urban development policy in the future.

Understanding climate change as an opportunity

The example of traffic change shows how environmental policy can help to open up urban development policy with new possibilities for action. If urban development and environmental policy use their synergies, both benefit – and first of all benefit – the cities. The ecological transformation of the city should also contribute to a socially responsible urban development. Affordable living space with high environmental and living quality and thus healthy living conditions for all people are common goals.

The state must therefore focus more strongly on an environmentally sound design of urban development programs. Greater financial leeway for the necessary urban redevelopment will be gained by the reducing environmentally harmful subsidies, money which is urgently needed in parts for adaptation measures to climate change and the ecological conversion of cities.

A sustainable urban development policy must take into account the processes of social change and the values underlying today's life styles and patterns of consumption. Many initiatives not only offer a high ecological potential for innovation, but also have a positive effect on the coexistence of different groups of inhabitants. Urban development policy should therefore also be seen as a promoter of sustainable lifestyles and innovation.

An urban development policy should be understood as a promoter of sustainable lifestyles and innovation.

By 2050, 75 % of the world's population will live in cities. Even if the major urbanization leaps in emerging and developing countries take place, the National Urban Development Policy can support this global change in the cities in the direction of sustainable development, for example, by good practices, cooperation and exchange of knowledge and experience. It must also work to ensure that the ecological challenges of global urbanization are more strongly placed on the agenda of international policy than before.

Green Energy Region of Heide

photo: Julia Kröger

The "Green Energy Region of Heide" stands for a holistic understanding of regional food production and regenerative energy. It combines the production of regional, in particular biologically grown food with the production of regenerative local heating and electricity. By buying regional food, the customer receives a premium for the supply of regenerative energy from the region. Feasibility concepts for the cooperation between Stadtwerke Heide and the surrounding communities as well as the establishment of a premium model have been drawn up and a market analysis has been carried out for the expansion of organic food supply and bio-local heating with the participation of citizens. Through a regional conference, different actors were involved in the process, and finally an action plan for the implementation was drawn up.

Zero Emission Park – project for the development of sustainable business areas in Germany

The "Zero Emission Park" model project dealt with the question of how existing industrial areas can develop into sustainable locations. In the cities of Bremen, Bottrop, Eberswalde and Kaiserslautern, industrial areas were examined for how the functionality and the carbon footprint of the sites could be continuously improved. Until now, the model project has achieved an enormously high impact on research and practice. In the Federal Republic numerous industrial and commercial areas have already been surveyed in the "Zero Emission Park model" and developed in cooperation with local enterprises.

graphic: Veronika Wolf

graphic: FiggeArchitekten PartGmbB

Bremen

Eberswalde

Bottrop

Kaiserslautern

Energy-efficient urban development – Chances for building stock through energetically innovative new construction areas

Within the framework of the project, an energy concept was set up to provide both the Freiham district of Munich as well as the existing neighborhood with a geothermal power plant. To this end, the municipalities built an energy center, in which geothermal energy is converted into local heat and made available to the households. The facility has been in operation since the end of 2016 and covers the basic need of the area.

Mehrschichtige Verknüpfung der beiden Stadtteile (Freiham und Neuaubing)

Hans Joachim Schellnhuber interviewed by Franz Pesch
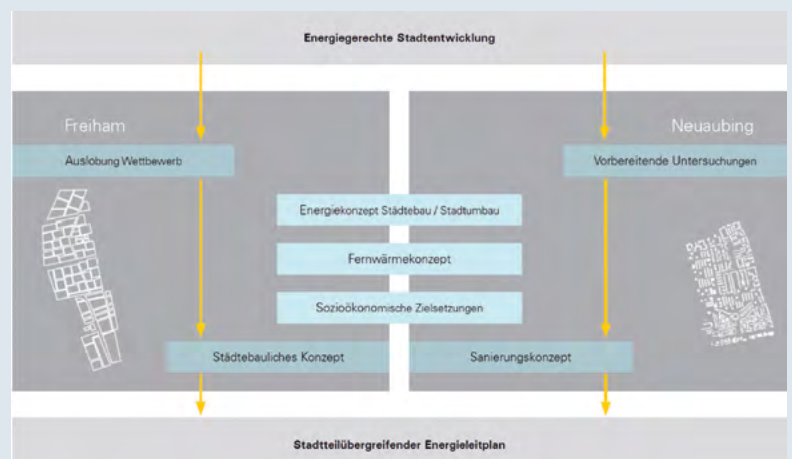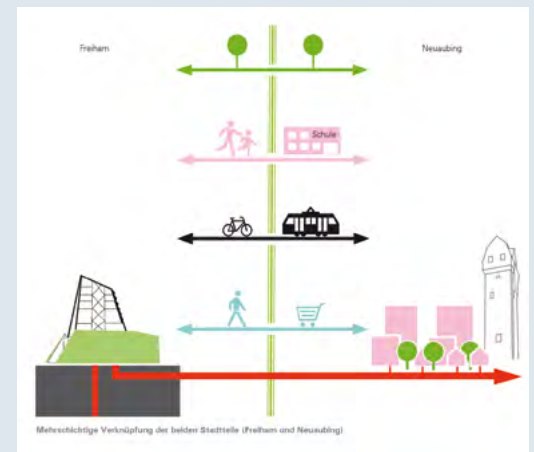
POLYCENTRAL URBAN FRAMEWORKS ARE THE FUTURE

Professor Schellnhuber, there exists a broad consensus that climate change is one of the greatest challenges facing humanity in the 21st century. What aspects do you consider particularly dangerous in this context?

The stable climatic conditions under which we live today are indeed a special event in the history of the earth and fortunate for us who live on the planet. They have allowed agriculture, settlements, and finally urban development. Human interventions in the climate, especially the emission of greenhouse gases since the Industrial Revolution, may now end the Holocene and fuel global warming. The CO_2 emissions that accumulate in the atmosphere cause the earth to heat up. The more emissions are released into the atmosphere, the greater the global average temperature. Exceeding the maximum threshold of global warming of 2° C agreed upon at the 2015 Climate Change Conference in Paris will lead to the destruction of numerous ecosystems – with unpredictable consequences for humanity. This becomes very clear when one looks at the so-called tipping elements in the earth's ecosystem (the Amazon rainforest, the great ice sheets, the jet stream, etc.), whose functionality and existence is threatened beyond 2° C. 90 % of the world's coral reefs would already be destroyed by a rise in temperature of only 1.5º! The extent of the destruction is already visible at the Great Barrier Reef and the Sekisei Lagoon.

In particular in informal settlements, the expected population growth requires a radical change of perspective.

What actual dangers are caused by climate change in our settlements?

In particular cities in shallow coastal zones are endangered – by the combination of sea level rise, the reduction of the land masses due to increasing building development, groundwater overloading or storm and flood events. Already today more than half of the world's population is living in cities and this number will probably rise from 4 to about 6.5 billion by 2050. The people in this part of the world's population, many of which live in informal settlements, are particularly at risk. Because cities are responsible for more than 70 % of the worldwide emissions, they are considered as both motors and victims of global climate change.

So, in view of the ongoing urbanization, is there a need to fear a further strengthening of the processes that trigger climate change?

We need to ask how 7, 9 or even 11 billion people can live on the Earth without endangering our planet and its resources. It is certain that the global emission curve will have to move sharply down from 2020 onward. If the entire world were developed conventionally on a "business-as-usual" approach, using all available and profitable fossil energy carriers, the consequence would be a warming between 8° and 10° C! This makes it clear once again that emissions from fossil fuels decisively determine the future development of the planet.

What contribution can urban development make to master this challenge?

Different areas, in particular infrastructure, energy, mobility and building, play a crucial role here. In terms of city planning, the challenge already starts with the materials: We have to move away from concrete, steel and industrial glass to sustainable materials, such as clay, stone or wood. With wood, properly treated and

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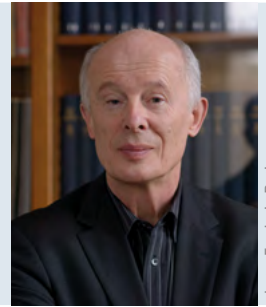
photo: Frederic Batier

impregnated, high-rise buildings can be built up to 20 floors. And during its growth, wood still absorbs CO_2 from the atmosphere, thus causing negative emissions. With a worldwide demand of 2.5 billion new apartments and urban infrastructures, a new orientation towards renewable and ecologically compatible building materials is essential. IIf planned settlements in threshold countries in Asia, Africa, and Latin America were to be built conventionally, they would consume half of the world's carbon budget according to the Paris Agreement. Not less important is a paradigm shift in the area of mobility. Changing mobility technologies alone is not enough.

How must urban development be shaped at regional and local levels in times of climate change?

The Scientific Advisory Board of the Federal Government known as "Global Change in the Environment" (WBGU) essentially identifies three major urban and settlement patterns. First there are developed cities, such as Munich or Copenhagen, which are expected to change only slightly in their urban form. Second, there are new settlements, mainly in emerging markets such as China or India. Third, there are informal settlements, mainly slums. The expected population growth, especially in informal settlements, requires a radical change of perspective. Because slums can also be functional; they can enable those who reside in them to participate and contribute to the preservation of cultural life.

Future urbanization should take account of polycentric approaches and, above all, increase the attractiveness of small and medium-sized cities towards the metropolises. Polycentric urbanization as a model of urban development corresponds to the conversion of energy systems to renewable sources. The necessary complete global decarbonisation means, in addition to the use of sustainable building materials, that the energy systems in each city have to become carbon neutral. This works when there are free spaces in the immediate vicinity of the settlements that can be used to generate sustainable energy. Openness rather than density can thus become an urban vision, but in a different way than imagined in the Athens Charta. Moreover, polycentric settlement structures also address the digitalization of our life world, in which it is no longer unavoidable necessary to move people constantly from point A to point B.

The complete global decarbonization also means, in addition to the use of sustainable building materials, that energy systems in every city have to become carbon neutral.

Ten years of National Urban Development Policy to implement the Leipzig Charter: Does this approach still apply today or does it need new concepts and strategies? Where do you see specific needs for further development?

I believe that this approach is still the right one, since in a unique form, it allows many different actors in urban development to speak out. As a climate researcher, I would like to focus the program content more on the consequences of climate adaptation. The memorandum "Urban Energies – Future Tasks of the Cities" has already made some very good proposals for this. Coordinated platforms such as the National Urban Development Policy will continue to be important in the future in order to concentrate all efforts and to communicate broadly the necessity of change.

CITIES MUST COOPERATE WORLDWIDE

Prof. Schreurs, your research interests lie in the field of international and comparative climate, energy and environmental policies. Do industry and society in the Federal Republic benefit from the chances the post-fossil age offers?

Germany has gained a reputation as a global leader in the fields of the environment, energy, and climate. The steps that Germany has taken to reduce the country's ecological footprint are quite impressive given the strong industrial base of the country. In fact, one factor in my decision to come to Germany as an academic was precisely because I saw Germany as a leading force internationally in these fields. At the time I left the United States for Germany, the United States had pulled itself out of the Kyoto Protocol and many in the country were questioning climate change. In contrast, Germany was leading Europe in the implementation of efforts to reduce greenhouse gas emissions and was championing climate change efforts globally.

In political science we talk of multi-level governance systems. Climate policy making in Germany is structured by policy decisions made within the European Union, within the federal government, as well as at the Länder, city and town levels. Germany's climate goals could not be met without the active involvement of urban and rural communities.

In area after area, I see Germany as a force pushing globally for change in the direction of greater sustainability. This has been highly visible in the area of the Energiewende, especially with the strong development of renewable energy capacity. While there is certainly much more that needs to be done, for example, with addressing energy use in the transportation sector and in retrofitting older building stock to become more energy efficient, there has clearly been much progress as well. There are so many interesting examples.

Certainly, Germany's climate policies and programs are resulting in much industrial, urban, and social innovation and promoting exciting new research and development. On the industrial front, this can be

Germany has much to offer, but also so much that it can still learn.

seen in the many German environmental and energy innovations. Germany is a leader in renewable energy, in combined heat and power (co-generation), in waste management and recycling, in eco-friendly product design, as well as in sustainable development planning. In terms of urban planning, there are important changes underway. New climate friendly housing concepts are developing in cities around the country and architects are experimenting with passive housing designs.

Of course, there is still much to be done before cities and towns in Germany are truly climate neutral, sustainable communities. Germany can certainly have pride in what it has achieved to date, but at the same time should not become complacent.

How does Germany compare internationally? Do you see the chance that from the transition from a consumption economy to a circulation economy an international prosperity program can evolve, as your colleague Prof. Schellnhuber puts it?

Germany still uses more energy and resources per capita than the global average. Germany is still a relatively high consuming and wasteful society. Certainly, there are also many things that could be and need to be done to develop a circular economy. While there are high levels of recycling of paper, plastic, metal and glass, many valuable resources are lost because they remain difficult to recycle. The goal should be to develop products which limit the use of valuable, not easily recyclable resources and to maximize recycling and reuse. Indeed, the word waste has for most of us the connotation of something unwanted. But if waste is instead viewed as a mix of valuable resources and those resources are captured and reused, then it would be possible to develop not a more climate and a more resource friendly country. The benefits would be large not only for life quality in Germany and Europe but also in terms of reducing the footprint of the European life style elsewhere in the world where many of the resources we consume are extracted.

Certainly, the air, water, and noise pollution in many of the world's developing and transition cities is extreme. While there are some countries in Asia that can compete with Germany and Europe in terms of what they have done to reduce pollution and promote

Prof. Dr. Miranda Schreurs, born in 1963, is Professor for Environmental and Climate Policy at the College of Poitics at the Technical University of Munich since 2016. Before that, she was Head of the Research Center for Environmental Policy and Professor for Comparative Political Analysis at the Free University Berlin as well as a member of the German Council of Economic Advisors. Until 2007, Prof. Dr. Schreurs held various lectures in the United States of America and Japan. Her research focuses on climate and energy policy.

photo: Andreas Heddergott

more livable urban communities (good examples exist in Japan, Korea, and Singapore), air quality in many Asian urban regions is dangerous for human health. Perhaps a mistake of climate change experts is that we do not talk enough about the many co-benefits to be achieved from addressing climate change. Reducing dependency on coal would not only do much for climate mitigation, it would greatly improve air quality, which would in turn reduce lung diseases. Transitioning to electric mobility based on renewable energy sources could cut the amount of health threatening pollutants while also reducing noise. Planting more trees along roadsides and greening roofs and the walls of buildings could cool cities, support biodiversity, and even be a source of food.

Probably one of the most exciting fields of research and activity in the coming decades will be that of ecological or sustainable urban planning. Through participatory urban planning, new living concepts can take root (e.g. car sharing, energy cooperatives, urban gardening). There are also many ways in which material scientists, engineers, and others can contribute to thinking about how to make cities less wasteful and more comfortable to live in.

Many adjustments to the implementation of the Paris Climate Agreement are being implemented at municipal level. In which countries has the implementation process been particularly advanced? Can Germany learn from these successes?

Implementation of the Paris Agreement will certainly need to take place in large part (although not exclusively) in cities. In fact, it is at the grassroots level in towns, villages, and cities that much of the initial push for climate change action can be seen.

Given the scale of the changes that are needed in the next decades, it is critical that cities around the world cooperate with each other and share experiences of successful and failed sustainability and climate mitigation and adaptation experiments. Germany can certainly learn from some of the innovative concepts taking root in other countries and consider whether some of these ideas could be implemented here. Oslo is far ahead of any German city in the development of infrastructure for electric mobility. Beijing has more

electric bicycles than does Berlin. Singapore provides many examples of exciting urban green building concepts. Dehli shows that reduced meat consumption is possible. The University of British Columbia has concepts for greening their campus that go well beyond what is found in most German universities. Germany has much to offer, but also much that it can still learn.

Perhaps even more attention can go into sub-national capacity building and planning to help urban communities in developing and transitioning countries in more sustainable directions. What is encouraging is how many cities around the world are beginning to develop their own climate change and sustainability plans and programs.

Pilot projects of the National Urban Development Policy are concerned with the design of the energy transition. What do you think about the National Urban Development Policy, what are its weaknesses?

The pilot projects to promote the Energiewende under the National City Development Plan are excellent examples of the kind of thinking that needs to be scaled up to communities around Germany, Europe, and the world. What is exciting about these pilot projects is that they provide citizens and corporate stakeholders to be involved in assessing the problems that must be overcome in order to reduce emissions, design alternative approaches, and implement project. They are labs of innovation and creativity. Very important is the participatory process as a deep rooted change can only take place if it has sufficient support and is culturally embedded.

Which strengths and which new aspects should be worked out in further development?

The pilot projects are also an excellent way to promote grassroots innovation. More needs to be done to think about how projects can be scaled up and ideas communicated within Germany but also abroad. What we have learned is that it is not only sufficient financial support which matters, but also human capacity and engagement and the ability to sustain activities over long periods of time.

Petra Wesseler interviewed by Franz Pesch

CITY AND ENVIRONMENT UNDER CLIMATE CHANGE

As the full-time Mayor of Chemnitz, you have dealt intensively with the future of a city with a late nineteenth-century and functional-modern face. How does an ideal urban district look in such a diverse city?

A lively city is capable of accommodating different neighborhood typologies. Chemnitz is characterized by districts with very different building structures. In the urban outskirts of the city, there are rural settlements as well as eleven to twelve story prefabricated buildings. Each building type has its own qualities, but also weaknesses, which are to be analyzed in advance of transformation processes.

In the city center, which was dominated by buildings from the 1960s and 1970s, it was necessary to restore urbanity and identity by means of compression and a mixture of use. A framework was developed that reflected the ideals of the European city. New public spaces were oriented on the historical urban layout. *The fact that climate change will have a significant im-*

The obligation is to have the goals of climate protection already in view in the city development concepts.

pact on the quality of life of our cities is undisputed. Do we have to build other cities to make the world we live in environmentally sound?

We should not build other cities, but plan and build differently! For some years, it has been agreed that integrated urban development concepts are essential to prepare positive development strategies. With urban climate protection programs, only the same specialist planning (transport, business, housing, etc.) would be addressed in practice. The real task would be to have the goals of climate protection in the urban development concepts in mind. The reduction of land consumption, for example, is also a goal of climate protection, the increase in energy efficiency in the district

and in individual buildings also underlines a climate protection goal of the CO_2 reduction and must also be municipal building policy. Efficient and intelligent mobility must be geared to climate protection targets.

Is the dense and mixed city perhaps a dying species, because with its sealed surfaces it traps heat, or is there a golden mean between urban flair and greenery?

"Green in the city" is currently and happily being discussed again in its entirety. Green areas and greenery that accompany roads not only liven up a cityscape, but also positively influence the urban microclimate. In the sense of integrated urban development planning, strategic, climatically and ecologically effective green corridors contiguous open spaces are to be considered in urban structures at the level of land use planning in order to enable cold air corridors. In the case of inner-city brownfields, it is necessary to consider whether they are an added value for the neighboring quarter rather than building land or green space. Some cities that had to cope with a structural change took advantage of the opportunity to make a virtue out of necessity and to enrich dense districts around generous green areas. In Chemnitz, we have implemented this principle several times in urban districts, where areas affected by traffic noise were no longer an attractive place to live, but demand for attractive green areas existed – whether the restoration of the Kappelbach at the foot of the art nouveau district of Kassberg or the "Bunte Gärten" of the densely populated late-nineteenth century area known as Sonnenberg. Both are examples of district planning in the context of an integrated urban development planning, which not only focused on climate protection targets, but at the same time served as a recreational area.

If you read publications about the city of the future, you will always be enthusiastic about high-tech projects. Smart technologies should promote environmental sustainability. Environmental researchers, on the other hand, demand the return to wood and clay as a build-

Petra Wesseler, born in 1963, is President of the Federal Office for Building and Regional Planning (BBR) in Bonn/Berlin since February 2015. From 2002 to 2015 she was Mayor and head of the Department of Urban Development and Construction of the City of Chemnitz. Prior to this, she had been working in the BBR since 1993, and since 1995 she has been a section head. In November 2016, she was elected to the Advisory Board of the Convention of the Federal Foundation of Baukultur, and from 2003 to 2013 she was a member of the Scientific Advisory Board of the Bauhaus Dessau Foundation.

photo: Ulf Dahl

ing material and the increased promotion of neighborhood-specific solutions in order to bring the existing stock to a new level at affordable costs. Do we not stand in our way with our object-specific standards in Germany?

The constant increase in building standards is to be questioned, since the promised benefits and the manageability are partly not successful. Since object-related standards are also effective in a city-planning context, I think that the efficiency of the spatial planning objectives and the city and district-related goals of climate protection are of much greater importance.

Any streets and paths that I needn't take in daily life do not consume energy (the shorter the distance, the more energy conserved). The reduction of land consumption is aimed at limiting sprawl and preserving soil. At the same time, an effective urban policy of space compels cooperation with the region. Cooperation is a decisive factor for a positive economic and ecological development in the determination of commercial and residential areas as well as in local tax policies.

Basically, high-tech developments to improve energy efficiency in the building sector or infrastructure construction are welcome. However, in times of hacker attacks and cybercrime, one should also seriously consider the resilience, independence and adaptability of infrastructure systems. A power supply requires redundancy in the event of an accident, the supply of water is essential, but in the past well-maintained systems of the emergency water supply are partly not functional due to a lack of adequate maintenance. A future smart city must also be resilient. In terms of social and urban development, the "Garden City" is one of the "smartest" neighborhood concepts currently undergoing a renaissance.

Looking at the development of urban development and architecture in Germany, one has the impression that on many levels work is being done on new concepts. In the implementation, innovative solutions are unfor-

tunately often dealt with between disciplines. The National Urban Development Policy has put integrated planning on its agenda. Do you see positive effects of this strategy?

For me, an integrated planning approach of the various specialist disciplines is indispensable for both city and object planning. In the field of building design, the energy aspects have to be looked at from the outset and the technical building equipment and the structural planers have to be integrated into the design process with the architect from the outset. In the integrated urban development concepts of the cities, all specialist planning has been brought together from planning traffic to open-spaces. This is formulated as a condition within the framework of the promotion of urban development and also practiced by local authorities. However, this must also be reflected in the Länder and the Federal Government's specific support programs and in the wider specialist plans, such as in the planning of school networks in order to meet the goals of the concepts. This requires integrated handling on all levels.

As a public builder, we must soon recognize which specialist disciplines are to be viewed at the same time in order to achieve high-quality results for our built environment. In Chemnitz, we were able to achieve unexpected convincing solutions for the space design and the tram stops by the simultaneous commissioning of traffic engineers and landscape planners.

In this sense, I see an obligation for all project participants to cooperate and for interdisciplinary planning processes, thus to integrated urban development strategies and holistically developed building concepts.

Under social and urban aspects the "Garden City" is one of the "smartest" neighborhood concepts at all currently having a renaissance.

A FUTURE FOR AFFORDABLE HOUSING

What can the National Urban Development Policy do to allow future affordable housing? Cities, as well inner cities and inner city neighborhoods, are once again popular residential areas, the density of urban functions has become an important criterion for the residential district selection. The vast majority of new housing projects, however, are rather affordable for the "happy few", and social housing plays only a very subordinate role. Affordable housing space, however, is of central importance if social participation is to be successful in the cities, especially in the booming centers. Also the vacancies in the areas which are losing inhabitants call for solutions.

- Harald Herrmann
  Director and Professor of the Federal Institute for Research on Building, Urban Affairs and Spatial Development (BBSR) within the Federal Office for Building and Regional Planning (BBR)

- Franz-Georg Rips
  President of the German Tenants Association, Berlin

- Hans Georg Wagner
  President of the German Association of Master Builders, Architects and Engineers, Berlin

- Dr. Marc Weinstock
  Chairman of BIG BAU company group, Kronshagen

Harald Herrmann

AFFORDABLE HOUSING IN CITIES WITH STRONG ECONOMY

Safeguarding affordable housing in growing cities: in the National Urban Development Policy the subject has become significantly more important in view of the tight housing market in many places.

Departmental research can provide important input to support the initiative professionally on this subject. I believe it is desirable and important to anchor the results of studies and model projects of the Experimental Housing and Urban Development (ExWoSt) more strongly than hitherto as a "good practice" of the National Urban Development Policy. The model project research in particular shows which instruments work to expand the housing supply and where there are barriers. Current projects address the question of how cooperatives can be strengthened as partners of municipalities for affordable housing. It is about new instruments for the activation of terrain for housing and the role of local alliances for affordable housing.

Particularly high rental levels and increases in rental rates can be found in some core cities of the metropolitan regions: Munich, Frankfurt am Main, Stuttgart and Hamburg stand out sharply in the year 2016 with average tenant offers of over 10 euros/m² net cold. Rental offers there increased by more than 5 percent compared to the previous year. But also in other economically strong cities like Mainz, Ingolstadt, Darmstadt or Wolfsburg, new renters had to dig deeper into their accounts. Even large cities like Berlin, Nuremberg, Augsburg or Offenbach have now reached above-average rental levels.

Many municipalities confirm that the "tailwind" through the alliance at the federal level makes it easier for them to agree on joint strategies for more affordable housing on the spot.

The tremendous increase in demand is the result of modest development of the supply. Up until 2015, new construction activity was estimated by the Federal Institute for Building, Urban and Regional Research (BBSR) to be 272,000 apartments annually. As a result, it is about time for a catching up. In the meantime, the BBSR considers it necessary to have a new base of at least 350,000 apartments in each for the coming years.

New housing construction is now reacting to high demand as well as rising rents and prices. The increase in construction activity since 2009, with 375,000 approved apartments, reached a level that existed most recently in the 1990s. However, the number of completed projects, with a presumption of approx. 280,000 apartments in 2016, is still insufficient to cover what is necessary.

The results of a recently published BBSR study show how difficult it is to exploit existing housing potentials on the one hand, while on the other hand to expand the affordable price supply. Accordingly, the construction of affordable apartments, especially in inner-city locations, is being greatly hampered by strong competition for building sites. In addition, complicated planning and approval procedures as well as scarce manpower in administrations prevent a rapid reaction to the growing demand. Citizens' and neighbors' resistance to new projects also lead to delays such as bottlenecks in planning offices and construction companies.

Against the backdrop of these difficult conditions, I consider it all the more remarkable that the municipalities and the various housing market players have been able to reverse the trend.

Many of the activities implemented on the spot can be allocated to the housing construction initiative of the Federal Government or can be seen in connection with this. Thus, more and more local alliances are established or existing ones renewed. Many municipalities confirm that the "tailwind" through the alliance at the federal level makes it easier for them to agree on joint strategies for more affordable housing construction on the spot. Among other things, the state capital

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photo: Milena Schlösser

Hanover signed the Munich call for more alliances and launched its housing construction initiative last year with binding targets. As with other municipalities, this housing construction project also includes an agreement on more building rights, faster planning and approval procedures by the city, as well as the increased construction of affordable housing and a certain share of social housing by the housing sector involved. Such processes can be observed in many places within the framework of local alliances, as confirmed by a forthcoming BBSR study on local alliances.

Based on various other research projects and within the framework of the BBSR's intensive professional cooperation with the alliance partners in the central areas of action in the alliance for affordable housing and construction, typical action patterns and activities of the municipalities can be observed at present: different housing cooperatives and private housing estates (cooperative building land models). The basic model is similar, the design adapted to the respective situation.

With the tripling of the compensation payments, the Federal Government has significantly improved the framework conditions for the expansion of housing provision in the Länder. Most Länder with regions where more housing is required, also use more funding for housing promotion and have significantly improved their funding conditions in the last few years, e.g. by means of subsidy components that complement the advancement of loans. The market has reacted to this and is performing now significantly better than in the relatively weak previous years. The number of newly built social apartments is increasing.

In addition to the construction of social housing, numerous municipalities, in cooperation with investors, are also striving to expand the range of services for middle-income groups. This is increasingly seen as a location factor to bind professional groups with relatively low incomes to the cities. Here, some of the municipal subsidy programs, such as in Munich or Stuttgart, also interlink with realty-political instruments. In some municipalities, larger organizations are also tak-

ing part in new housing construction for their employees.

The municipalities have realized that an increase in land supply is required for more affordable housing construction and newly develop commercial brownfields, abandoned infrastructure facilities or railway areas for housing construction or complete existing structures targeted by means of additional compaction. In addition, efforts are being intensified by active interior development management, which often involves the tedious and small-scale activation of vacant lots and land potentials. Complementary to the area-related compaction potentials, building-related extensions are being increasingly considered again, as it was already practiced at the beginning of the 1990s. Above all, with stock-pilings and attic expansions, additional living space can be gained step by step to a considerable extent.

Housing cooperatives are also making an important contribution to more affordable housing. They are once again increasingly involved in new housing for

The cities have a great potential as a location for quality and affordable housing for all. We must ensure that this potential is maintained.

various target groups. In the existing stock in many places there are very favorable rental fees, so that on the whole the cooperatives can have a significant effect on the price of the entire market.

The housing policy is crucial in determining how we shape coexistence in growing cities. The cities have a great potential as a location for quality housing, affordable for all. We must ensure that this potential is maintained. Our research can provide information on how this can be achieved.

Franz-Georg Rips, born in 1949, has been President of the German Association of Master Builders Architects and Engineers since 2007, where he served as director from 1995 to 2008. From October 2009 to January 2013 Mayor of the city of Erftstadt. Since 1986, Rips is a member of the advisory committee of the Association of Cologne Tenants. He is a member of numerous boards and advisory boards in the area of housing and housing policy.

Franz-Georg Rips

WE NEED MORE AND AFFORDABLE HOUSING

The population in Germany is growing, but the housing market, especially in the cities, metropolitan areas and university cities, is lagging behind demand and rents are rising steadily. The current urban development report of the federal government rightly points to the fact that lower-income households, but increasingly middle-income households, have difficulties in finding affordable housing.

New building numbers unsatisfactory

New housing construction is clearly behind actual new construction needs. This applies in particular to rental apartments. In order to meet the growing demand, especially in the cities, 400,000 new apartments would have to be built every year, of which at least 150,000 are affordable rental apartments. In fact, in 2015 (more recent figures are not yet available), only 248,000 apartments were newly built, of which only about 45,000 were for rent. The rest was for the new construction of one- and two-family homes as well as to high-end owner-apartments. These figures show where action is required. However, the federal government has done far too little to promote the construction of affordable rental housing. The alliance for affordable housing and the announced housing construction do not yet show sufficient effects.

The stock of social housing continues to shrink

Currently there are still 1.3 million apartments in Germany funded by the public. The stock, however, is shrinking by around 45,000 to 50,000 dwellings each year, which are released from social binding. On the other hand, only about 15,000 apartments in social housing construction are emerging (2015). This process must be stopped. According to our calculations, 80,000 new apartments are needed each year for low-income tenants. The federal government has budgeted corresponding subsidies. This is an important signal, also in the direction of the Länder. The

Länder now have to use so-called "compensatory payments" of the federal government for the construction of new low-cost rental apartments and to raise their own subsidies at least at the same level; at that rate, at least 60,000 new social housing units can be realized per year. However, we are afraid that social housing will be seriously affected from 2019 onwards. As early as 2019, the federal government will withdraw its compensation payments to 1 billion euros, and from 2020 onwards, it will no longer take part in the promotion of social housing. The demand of the German Association of Tenants is clear: social housing must remain a permanent task for the federal government, the Länder and municipalities. Politics has a big responsibility.

The rent-limitation law is not working

In order to stop the increase in rents in Germany's large and university cities and their neighbors, the federal government introduced the "Rent Limitation Law" in 2015. The new "Law to Limit Rental Rise in Tight Housing Markets" enables the federal states to declare certain housing markets as "tight" and to limit rents there. In the affected municipalities, the rent may not be more than ten per cent higher than the standard rental income, as a result of simple or qualified rental tables upon the conclusion of a new lease.

However, the new rules have not led to the fact that low-income households actually benefit. Above all, in current leases, many tenants now have to pay significantly higher rents, but they also pay when signing a new lease. The immediate measure of the federal government is too complicated and contains too many exceptions. Furthermore, it does not see sanctions for landlords who do not comply with the law. As a result, the housing market continues to experience a marked social imbalance. It will be an important task for the next federal government to face these challenges and problems with more effective instruments.

Hans Georg Wagner, born in 1938, President of the German Architects and Engineers Association, and since 1999 in office. From 2002 to 2005 Parliamentary Secretary of State to the Federal Minister of Defense, from 1975 to 1991 a member of the state parliament of Saarland, as well as managing director of the state university and hospital building in Saarbrücken.
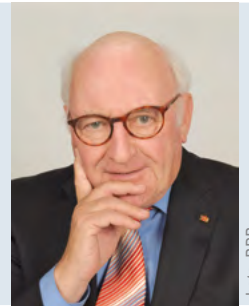
photo: BDB

Hans Georg Wagner

QUALITY CANNOT BE REPLACED BY QUANTITY

The current National Urban DevelopmentPolicy must provide answers to the urgent questions of urban development. Good and healthy living is a basic necessity and basic right of all citizens of our country and simultaneously prerequisite for a positive attitude.

Affordable apartments in the cities of the metropolitan areas for all income levels

In the metropolitan areas of our country, supplying lower and middle income groups with affordable housing is hardly guaranteed any more. This goes hand in hand with the gentrification of entire districts towards exclusive housing, which inevitably leads to displacing of dwellers, since they can no longer afford rising rents. Here we need answers, regulations and action to ensure the coexistence of all income and population groups in our cities and communities. This includes measures such as saving social milieus as well as the discussion about a compatible density in the centers. Demographic change also requires that sufficient barrier-free living space is available. In the same way, the housing area must be designed to be as accessible as possible.

The pressure on the housing market is also increased by the need for living space of the immigrants who have escaped to us and now push into the cities. All urban development players are called upon to insure that there is no competition on the housing market between established citizens and the group of refugees and migrants. The integration of these groups into our society is the basic prerequisite for peaceful and positive coexistence. This must be supported by structural and planning conditions.

With all the need to create a new living space, the effort for quality in both city planning and building planning dare not be postponed. Quality is not to be replaced by mass. Errors made in the past must not be repeated.

Rural areas

In contrast to urban centers, rural areas suffer from dwindling population. Here, concepts must be developed, which, on the one hand, deal with the problem of "permanent bleeding" of these areas and, on the other hand, ensure that this process is accompanied and controlled in the interest and the sense of the people. The same applies to the cities and municipalities which are not part of the above mentioned agglomerations. Here, opportunities are emerging to create new qualities of housing in densely developed areas.

Concepts and perspectives for transport

Private transportation, especially in the densely populated areas of our inner cities, is conflicting with the needs for healthy living. Intelligent concepts that significantly reduce the burden on urban residents must be developed, further developed and implemented. The promotion of e-mobility and the strengthening of public transport are only two instances of the required measures. All considerations that lead to reducing individual traffic are to be greatly intensified.

The integration of migrants into our society is the basic prerequisite for peaceful and positive coexistence.

Marc Weinstock interviewed by Franz Pesch

STILL TIGHT HOUSING MARKETS IN METROPOLITAN REGIONS

"The party's over" – this was the headline about the presentation of the spring report of the real estate experts. In the housing market, the authors note, the hot spots of the German housing market – Berlin, Munich, Hamburg and Frankfurt – may be characterized by a break in the trend to higher prices for rentals and purchase. Do you share this thesis?

The focus of the investigation is, in our opinion, too narrowly confined to the centers of the metropolitan regions and does not have its eye on the surrounding countryside as a whole development area. In addition, the social changes as a driver of population movements are largely ignored. If the report expects a housing surplus due to a change in the influx of people in the big cities, with the result that rents and buying prices could drop by as much as 30 %, I must say that all our data disprove this conclusion.

In all metropolitan areas, we believe that there is still a high demand for housing construction, which, however, must be described in a differentiated way.

Therefore, we do not believe that one can speak of a trend reversal. Just think, for example, about immigration due to economic attractiveness. Leipzig, for example, is engulfed by an immigration boom. The reason for this is obvious: the city has experienced an immense increase in jobs in recent years. A factor that still determines the growth, stagnation or shrinkage of a city.

Overall, however, immigration has subsided?

Yes, overall immigration from the periphery to the metropolitan areas has subsided, that is correct. But this does not necessarily prove that the cities are declining in attractiveness. The focus must not be on the city alone. It then becomes clear that the influx into the metropolitan regions is unbroken, albeit with a growing trend towards suburbanization. This is due to an insufficient supply of housing in the big cities or, hence correlative, very high prices. Alternatives can be found in the residential areas of Hamburg, Berlin, Frankfurt or Munich.

Real estate prices have risen sharply. Do you consider the asking prices justified or can you speak of a bubble?

In recent years, property prices have risen faster than rents. However, it must be taken into account that the market for owner-occupied apartments is not regulated, while the market for rented apartments has been regulated to a large extent, even by the introduction of rent control. This means that the purchase price for a condominium actually reflects the equilibrium price for the apartment, whereas rents due to the existing regulation indicate the demand for the commercial property rented, only rented under certain conditions. However, we can not infer that all buyers are expecting rising rents. According to our observations, both private and institutional purchasers of housing are aware that real estate yields are lower than in previous years, but still higher than yields in other investment possibilities – provided there are at least reasonable alternatives.

So in the big cities you still see a high demand for housing construction?

In all metropolitan areas, we believe that there is still a high demand for housing construction, which must be described in a differentiated way. In Frankfurt, considerable success has been achieved in the last few years in the field of residential space requirements. However, the areas used for this have mainly been part of older development measures. It is not expected to provide new, large development areas in urban areas for the coming years. As a result, the question of how to move into the Rhine-Main area will increasingly depend on the availability of land in the surrounding area, which will then require considerable public investment in transport infrastructure.

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In Berlin, internal development will be accompanied by an equal suburbanization. The rising cost of living has not been accompanied by corresponding increases in income in all sectors. As a result, Berlin has lost an important location advantage, especially for low-income households. In addition, there is the trend towards property development among young families who are looking for the family home in the surrounding area, if traffic connections and social infrastructure are given. This is also the case in Hamburg, which is also leading to an increase in suburbanization. However, as in Berlin or Munich, this is not at the expense of dynamic development within city boundaries.

How do you see the development of housing demand?

The main driver of the continuing influx will continue to be the economic power and thus the availability and accessibility of training and jobs. This is accompanied by social changes. Thus, a major factor in urbanization is rising female employment, which in turn leads to an increase in double-income households with children. For families, time is an important factor, i.e. the availability of workplaces as well as near-home offers for child care and schools. Also the demands of self-employed, elderly people, for barrier-free living space, medical care and cultural offers in the surrounding area is an important factor. And ultimately, the centers of the metropolitan regions remain the key places of arrival and integration for immigration from abroad.

What strategies should the municipalities pursue?

It is important to assume that there is a considerable risk of proceeding from the trend in residential property markets in the growing metropolitan areas. Should investment in the housing industry slow down and should the policy result in the fact that one can go a bit slower in making building terrain available, then prices and rents will continue to rise. The housing markets in the metropolitan regions still require a high level of commitment from all parties involved.

Identifying building terrain as well as integrating private capital and know-how remain the most important municipal tasks. The aim of the social mix in the neighborhoods must not lead to the prevention of construction measures. The Federal Economic Commission for Urban Development, Construction and Real Estate of the German Economic Council rightly demands that it be possible for a certain period of time to suspend the linkage of free-financed housing with low-priced living space in tight housing markets. Tax incentives for new construction in tight housing markets should also be considered. I consider inter-communal cooperation to be particularly important. If it were possible to coordinate the locations of new residential areas with the development of environmentally friendly means of transport, a quantum leap in the urban-regional housing supply would be possible.

I would hope that the platform and the pilot projects will be used offensively to throw off ballast and promote housing policy innovations.

What impulses do you expect from the update of National Urban Development Policy?

I would hope that the platform and the pilot projects will be used offensively to throw down ballast and promote housing policy innovations. I am thinking in particular of the re-use of land, of a renouncement of costly over-regulation and the reduction of overdated standards, especially in the energy sector. Given the low ownership quota in the Federal Republic, new approaches to ownership are particularly important to me. New forms of support and innovative financing concepts are the future. Where should these experiments be given space, if not in the National Urban Development Policy?

FUTURE ORIENTED URBAN DISTRICTS

How can the National Urban Development Policy promote future-oriented city quarters? Integrated urban development begins in the neighborhood. In the neighborhood, questions of national interest are discussed as to how specific tasks of the local community are addressed, e.g. the strengthening of neighborhoods. This is not just about passive support, but about the strengthening and activation of civic engagement. Particularly in districts with strong development dynamics due to demographic change, the challenge is to promote cohesion among the inhabitants. Educational institutions make an important contribution to the integration of the inhabitants of disadvantaged neighborhoods. Animated public spaces lend an identity to the neighborhood.

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KJB.Kom Prof. Dr. Klaus J. Beckmann Municipal Research, Consulting, Moderation and Communication, Berlin

■ Frauke Burgdorff
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■ Prof. Dr. Angela Million
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■ Prof. Christa Reicher
Professor for Urban Planning and Design at the Technical University Dortmund

Klaus J. Beckmann

SUSTAINABLE URBAN DEVELOPMENT

Growing Attention to Technical Infrastructures and Mobility

The 2007 Leipzig Charter and the 2013 Urban Energies Memorandum have focused more on cities and, above all, on neighborhoods with a special need of renewal. The European city as a city-type was seen, and still is, as a "mature" city with continuous but moderate dynamics development, with great social balance and social justice, but with a lack of future resources, with a need for renewal and change, partly also with shrinkage tendencies.

This type of "mature cities" is characterized by tolerable density, a relatively pronounced functional and social mixture, in large cities and regions through polycentric settlement structures as well as high-quality public spaces. The conditions for improved climate protection, the successful management of climate impacts, as well as for the protection of resources and energy are favorable here, but only rudimently utilized.

The German Position on the New Urban Agenda (2016)

The German position paper on the New Urban Agenda for HABITAT III in Quito 2016 emphasizes the opportunities, but also the need for action under these starting conditions. Local responsibility and local commitment are highlighted as special qualities and strengths. Both are prerequisites for the acceptance of necessary measures by the economy, politics and society, but above all they are essential prerequisites for active development and being put into practice. The spatial

Local responsibility and local commitment become qualities and strengths.

structures of the European cities, and in particular the constellations of players, responsibilities and processes can not be transferred directly to "planned" and "informal" cities, but they do offer chances for a critical and constructed reflection of goals, measures, participations and responsibilities. Most important, but at the same time particularly difficult to transfer, are the basic conditions of the decentralized communal responsibility, a correspondingly democratically devel-

oped and hierarchically organized political culture as well as adequate financial resources. The chances of integrating technical innovations into a future-oriented urban development are based, among other things, on decentralized structures of responsibility and process.

Are "smart cities" the solution of the future?

As the digitalization of the economy, society, infrastructures, traffic and the operation of spatial structures progress, the general conditions for urban development are changing. Decentralized responsibilities and decision-making structures are becoming easier. "Smart Cities", however, can not only be considered from the technical, but also and above all from the social, economical, ecological, structural and process-related point of view.

In the "Smart City", the needs and demands on the one hand, and offers and services on the other ideally grow together. The edges of the areas where people produce and consume become permeable: consumers, that is city dwellers, are also becoming producers in various areas. These are the fundamental principles of sharing economies, the networking of decentralized energy supply among each other and with electric vehicles as storage mediums and as consumers. The differentiated infrastructure areas such as transportation, supply of heat, energy and water, the management of the water, supply, even of rain, and its disposal are, together with waste and value management, growing together and being increasingly centrally organized and networked. Large central facilities are becoming less important or are being reorganized and integrated into decentralized structures and networks. This requires a thorough restructuring of the cities and districts.

The need for action and opportunities for transport and mobility

Against the background of the requirements from climate protection and energy generation as well as digitalization, a large time frame is currently opening up for the sustainable transformation of urban and regional transport systems in integrated transport development planning (VEP) and Strategic Urban Mobility Plans (SUMP).

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New drive technologies such as battery-electric drives, fuel-cell drives, hybrid, hydrogen and gas drives for passenger cars, buses or even delivery vehicles allow a dramatic reduction of emissions such as noise, pollutants (e.g. nitrogen oxides) and CO_2. However, they also require modified supply infrastructures, e.g. battery charging columns on both private and public land. In conjunction with "reservation options" for electric vehicles in toll-free parking lots at charging columns with billing systems, new design and utilization requirements arise for road and traffic areas. As a result, the quality of life of these public spaces must not be worsened, i.e., the areas of residence and non-motorized traffic must be expanded, road safety improved, and disjunction-effects reduced. This provides a new basis and orientation for long-standing discussions about reducing speed in cities – 30 km/h on all roads, a new foundation and orientation, e.g. also as "Shared Spaces". In addition to the design of technical infrastructure facilities, this is increasingly being taken into account in the further developed National Urban Development Policy.

New urban mobility services

Smart phones and mobility apps enable and develop new mobility services in urban and regional traffic. Good examples of integrated transport systems from public passenger transport, non-motorized transport and motorized individual traffic show the development options for inter- and multimodality, i.e. a change of traffic modes for individual routes. The expansion of inter- and multimodal traffic behavior, as well as the decrease in individual motorization – especially among young urban and regional residents – show an increase in rational mobility behavior. Enhanced offers and their easier accessibility show the chances for a change of values, for changes in consciousness and behavior in mobility. The digital support provided by "mobility apps" opens up possibilities for the perception of new options of mobility, such as location-based or "free-floating" car sharing, pick-up services or the use of electrically driven bicycles such as pedelecs and e-bikes as well as new "last mile" delivery services. More transformations are to be expected in the coming years by "automatic" vehicles. This will open and expand the opportunities for non-motorized people. The "automation" of vehicles can contribute to increasing traffic safety, increasing the efficiency of traffic networks or reducing the use of personnel in public and private vehicles. The kind of traffic associated with searching for a parking space will be dispensed with

"Smart Cities" are not only to be understood technologically, but also, and above all, socially, economically, ecologically, structurally and procedurally.

when users are left off at their destination and the vehicle is either automatically shuttled to the next free car parking space by the shortest route or is made available to other passengers.

Neighborhood development with extended objectives

The future development of the neighborhood will have to meet new requirements: social compensation, social and ethnic integration, energy renewal and climate protection as well as tackling the consequences of climate change.

This is also a central task of the National Urban Development Policy as well as of the design of large residential areas. The main task will be to find integrated and scale-based solutions – by combining functions, the attractive design of central supply areas and differentiated forms of construction and ownership. The guiding principle is integrated urban, district and regional development. Here the National Urban Development Policy will serve as a workshop and platform, offering special opportunities for the exchange of experience and the further development of programs.

Frauke Burgdorff

MORE SPACE FOR CAMPFIRES!

The Leipzig Charter expresses convincingly that the European city has great social integrative power. Faced with segregated neighborhoods, growing nationalistic voting movements and increased ethnic conflicts, this self-evident proposition seems to be getting shaky. Planners must therefore increasingly strive to organize the city in such a way as to enable people to live together peacefully, to set policies committed to the general welfare and democratic consensus.

There are excellent examples in which it is possible and very clear, that urban planning, city planning and architecture can generate a binding social force.

Anyone who knows Bremen Tenever before and after urban redevelopment, walks in the Samtweberviertel (velvet weaving quarter) in Krefeld or runs around in the Bochum Westend knows that this investment in stones has an immediate positive effect on the coexistence of people on the ground.

But are they sustainable? Will they persist when the communes' budget runs out and the operation of these spaces devours so much that personnel substance is lost?

The city is to be organized in such a way as to enable peaceful coexistence, a policy committed to the general well-being and democratic consensus.

In Bochum Westend, for example, one can answer the question with an explicit Yes. Here private, public and community-based investment went hand in hand. The bunker, which a private investor refurbished, would remain an island without the well-designed public spaces surrounding it (market square and school square in the front, large adventure playground behind).

The Church of Peace further built in Stahlhausen for the intercultural district center Q1 would probably have become another well-intentioned offer of space without the experienced community professionals from the church and the committed artists from the district. And the solidly designed façades and public spaces at Springerplatz, as well as the lively adventure playground, offer a good setting for the guests of the incredibly successful Friday market on warm summer evenings.

Many small and medium sized puzzle pieces have thus created a new picture in recent years. This diversity of jigsaw puzzles also creates stability and resilience for the further development. Because if a puzzle piece falls away, this will certainly not endanger the whole play. The end-all or the new model were not developed in this way. But it also is not missed at all.

Because, according to Pastor Nollmann of Q1, it is more likely to make a campfire than a lighthouse. For one lighthouse – be it an industrial monument or a shopping center – remains as lonely as lighthouses are: on the edge of the coast, without contact with the seafarers who need it as orientation. The campfire however is the most beautiful when many have contributed the firewood, but it also doesn't matter if some do not.

A huge and really impressive and inspiring "campfire" was built in Bremen Tenever. Investments in housing, new socially effective infrastructures, committed partners in educational and sports facilities, and strong and independent district management have turned this large-scale housing project, which for many was a hopeless case, into something much better. An "arrival city" of the good kind has emerged. Diversity is an everyday occurrence, not only education, but also informal learning is important; here there are decent and affordable apartments.

With all this Tenever does not serve the romantic image of European urbanity. But the process and its results prove that investing in stones is particularly successful if it is flanked by a large and sustainable investment in people. And here again: More shoulders are better than one.

Many other projects cannot develop this power, they do not achieve to build up a sustainable substance for investing in people. Because they make the

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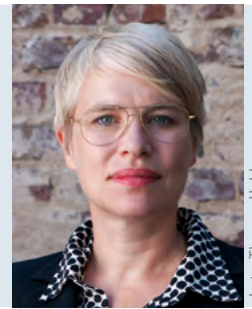
photo: Thomas Hebler

periods of funding and their project-relatedness short of breath, or because the key investments in the neighborhood were meaningful in an urban-planning way, but neither the social nor the cultural needs of the people in the neighborhood were met.

If urban development is thus able to do something independent and actively against the socio-economic division of society or cultural discontent, then by closely linking the investment in stones and people, and above all by accepting that there will always be neighborhoods and quarters that cannot be release into "self-organization"; this is because the agents of the community have been lost to them and they need external support in the medium and long term. But how can this be achieved, how can a sustainable substance be created for the investments in people in quarters where people arrive? The resource, which could have the greatest impact here, is the soil. It can be a crucial lever for the positive impact of these projects and perhaps even for financing community work.

How would it be, for instance, if investment in stones were directly linked to investment in people and if construction were to go hand in hand with the support of the community? Some projects already do this and they are very successful. For example, the former Rotaprint printing plant in Berlin-Wedding, the neighborhood of Samtweberei in Krefeld, or the water pumping station in Schwerte have many properties from many for many – immovilien – monetary and ideal surpluses for the community and thus contribute directly to the cohesion of a diverse and heterogeneous society.

The public sector or non-profit organizations can play quite a large part in this success if they provide the ground on which the projects are developed in hereditary building right. For example, in the old Samtweberei financed by the Montag Foundation, the municipality permits the inheritance tax to be forgotten if the space is left for public benefit. Concerning ExRotaprint, for example, the mixture of uses, so important for the neighborhood is determined in the lease between the foundations and Edith Maryon. And also the pump-

ing station in Schwerte stands on a hereditary building right, which now helps to secure the cultural offers for the whole city.

Projects should be developed together with the users. Surpluses should be invested idealistically.

The surpluses are thus invested directly (velvet weaving) or indirectly (pumping water, ex-Rotaprint) into the community and neighborhood cohesion.

These models are certainly expandable and – with the support of the National Urban Development Policy – can still be improved. Here and there they could make up with a much larger style. Because it is precisely in the cities where people arrive that it is important and right to use the stones in the long term as a foundation for structurally effective work in the community – far beyond neighborhood cafés and local funds.

This would also mean a greater independence from federal and state policy changes and give people what they – if life itself is exhausting enough – need most: stability and reliability. Above all, it would make the connection between local investment and local impact clear. This would be beneficial to the self-awareness of the quarters and deleterious to the envy of the complainants. An indirect, in fact, but an important contribution to cohesion in our cities!

Inner City Campaign Neustadt an der Weinstraße: network of owners and users

With the inner city development, Neustadt strengthened the diversity and density of the city core: living, working, gastronomy, shopping, education and culture. The basic idea of the initiators of municipal administration and local economic development society was to further develop the city center by means of a holistic approach based on quality management, usage management and, where necessary, vacancy management.
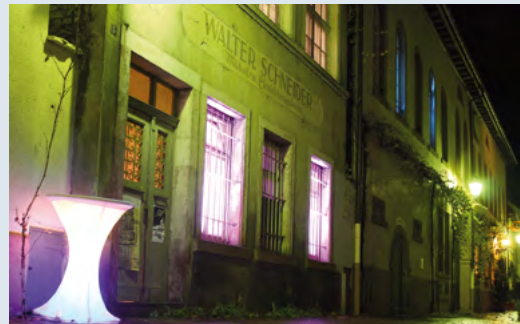
photos: Bernhard Adams

Cooperation Center Sonnenberg, StadtHalten Chemnitz e. V.

A network of craftsmen and service providers, supported by real estate owners and oriented on self-help and commitment on the ground, was built up in the Sonnenberg district of Chemnitz, which was founded in the late-eighteenth century, to contribute to the preservation of the building substance. A cooperation center was set up as well as a quarter master. The project tested instruments of flexible urban development under the most difficult economic conditions.

photos: StadtHalten Chemnitz e. V.

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Online City Wuppertal

In order to give new impetus to the Wuppertal retail location, an attempt was made in the city to link online and brick-and-mortar retail. In an empty store, a point of entry for customers of online retailers, which also serves as a service point for online sales of the local retail store, was established. In addition an online-market was furnished, on request online orders can be fulfilled on the sasme day. The online city Wuppertal is based on an organizational and strategic network of municipal institutions, trade associations, sponsors, local service providers, marketing experts and media partners.

Angela Million

ON THE RELATION BETWEEN CITY DEVELOPMENT AND BILDUNGSLANDSCHAFTEN

Traditionally, educational institutions such as day-care centers, youth centers, schools, adult education centers, libraries, cultural centers and much more have always been in the purview of planners as relevant social infrastructures. For a long time it was about a sufficient supply. Since the 1990s, when the development of urban districts, which are severely affected by structural change and socioeconomic change processes, came more and more into the focus of planning action, the importance of educational institutions and offerings in social urban development was also perceived differently: "School and education within the district" is being discussed as a field of action in three quarters of all integrated development concepts. It becomes clear here that a broad understanding of education is being used in the concepts and that a holistic education process is being taken into consideration. Thus, education takes place in many places and in many situations (at school, on the town square, with friends, parents etc.). This is demonstrated not least by the strategies of the social city in the field of action, which include the creation of additional afternoons and leisure activities, the expansion of full-day care, measures for health and language promotion, as well as environmental improvements (e.g. creating play and learning rooms for children and adolescents).

Urban development planning and education planning must be linked.

Education and urban development policy at the federal, the Länder and inter-municipal level is currently concerned with a series of overlapping subjects that were often thought to be sectoral in the past, but are now increasingly considered together, although (still) rarely dealt with in coordination. The collaboration seems to be better-established with regard to disadvantaged city quarters, as the subject area in which the conditionality between education and urban development was perceived not only at an early stage because of the pressure to act. The neighborhood is thus also seen as a territorial access to the treatment of socio-political challenges and as a suitable approach for individual and collective solutions. In this sense, social space-related educational support and sustainable district development and design are already closely intertwined discursively and locally. Strategies of neighborhood management thus became a test field and a model for the cooperation of actors in educational landscapes. They also form the basis for demands of the municipal level for more multi-sectoral and inter-ministerial cooperation at state and federal level.

The role of educational institutions for urban redevelopment and urban expansion has been clearly demonstrated and articulated in a thesis paper (Biernath et al., 2009) by projects of the National Urban Development Policy:

- Thesis 1: Educational facilities and opportunities characterize the district.

- Thesis 2: Educational institutions should be thought of as part of urban development, in order not to interfere with educational opportunities by contrasting planning specifications.

- Thesis 3: Urban development planning and education planning must be linked.

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photo: Jacek Ruta

The National Urban Development Policy projects make very clear, and have also encouraged, a more intensive examination of the quality of built educational spaces, their positioning in the city and their relation with the neighborhood.

Our investigations of constructed educational landscapes have shown that in the urban development and educational plans and implementations of local educational landscapes, especially pedagogical and urban development-related goals are pursued. In any case, the stronger interweaving of the educational landscape and the neighborhood is intended (either as integration of the neighborhood into institutional education or as a use of the district for extended educational purposes or as an educational camp for creating spatial proximity for more intensive cooperation). Very often public spaces should be used or created as places of encounter for the neighborhood. The whole thing is currently happening mainly through the conversion and further development of existing social infrastructure, and only in rare cases are entirely new locations strategically placed, especially in inner-city areas. Nevertheless, the expectations of architecture and urban planning are high among planners, architects and educators alike. The examples so far realized must prove themselves in daily life, and phases of adaptation and practice reflection will follow. However, many of the actors involved here emphasize that, ideally at the end of the joint planning and building, a common understanding of the city as a place of education is coming about.

At the end of the joint planning and building, a common understanding of the city as a place of education arises.

Christa Reicher

A COMMITMENT TO COMPLEX URBAN LANDSCAPES

The global trend of urbanization is noticeable in Germany more than ever, albeit with great regional disparities, both in the overall spatial structure as well as in the cities and at their edges. This results in particular unequal economic participation and thus a growing social inequality. The integration of immigrants also poses major challenges for the cities and the players.

Decisive for the future of the city and the neighborhood will be how to deal with the changed framework conditions and the challenges of social polarization, how urban space functions as a living place of integration, what quality of life is created and what the local building culture can contribute to it. Cities are still magnets for people of different origins and cultures. They offer work, diversity in the possibility of living and are thus important spaces for the formation of the identity of their inhabitants.

Cities and urban development stakeholders are faced with the challenge of ensuring participation in public life and the accessibility and usability of (free) spaces, if possible, for all.

The public space and the life taking place in it characterize our cities and their quarters. Public spaces are essential for cities and regions, they make cities and urban development readable, they are central places of exchange, discourse and communication.

Until now, the National Urban Development Policy has rightly focused on the public space though has defined it slightly too narrowly. Changing circumstances have led to changes in public places, new types of space have been generated, creating new forms of public life such as shopping malls and factory outlets, but also charged unconventional "freescapes" such as

vacant lots with a social significance, and allowed an appropriation of semi-public spaces and places. In contrast to the "classical" understanding of space, landscape and open space now represent an equal part of the built-up structure, especially in regions, cities and neighborhoods affected by shrinkage. Cities and urban development stakeholders are faced with the challenge of ensuring participation in public life and the accessibility and usability of (free) spaces, if possible, for all. In addition, the new technical possibilities of communication and digitalization have an impact on urban life: smart cities, where smart city systems are tested using state-of-the-art IT technology, promise an improvement in the quality of life and an increase in resource efficiency. Overall, digitalization will improve access to information and change the flow of information in urban areas. The seemingly boundless potential of digitalization involves a wide range of opportunities and risks, for example the danger of the city's digital and social division, depending on access to education and the media. The opportunities of digital networks for genuine participation, for stronger identification with the neighborhood and for political participation have to be considered in a differentiated way with the view of possible dangers.

Industry and commerce are also undergoing advanced digitalization, the consequences of which are a reduction in emissions and a reduction in the necessary space requirements for production. Due to the increase in online trade, however, it also causes vacant sites in urban locations. Opportunities for the cities are generated by the combination of additive production systems with regional production structures. This can lead to a new spatial division of labor, whereby work can shift back to the cities.

The differentiation of lifestyles and a perceptible turn of consumers towards sustainable and regional production leads to new opportunities for a mix of

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photo: Michel Kitenge

urban uses. Near-residential forms of production and self-sufficiency are of particular social and economic importance, which can subsequently promote the model of a "city of short distances". In this way, the role of cities as a place of value creation and innovation as a whole can be strengthened.

The discourse of the National Urban Development Policy has so far focused on the core and inner cities, which have gained a new attractiveness as a place of living for many people with their diverse cultural offerings and structures for care. The edges of the cities have received less attention, although more than half of the inhabitants live in the suburbs. Here, too, political and planning action are undoubtedly needed. Under the influence of changing social and economic conditions, today not only the core cities are characterized by new, partly contradictory development dynamics, but increasingly also the built-up area on the edge of the centers with residential and working areas, detached housing, fragmented open space structures as well as retail and service uses. A renewal of the suburbs as a vital and legitimate part of the European city landscape presupposes that it is perceived differently. The image of the suburban spaces is still moving between a run-down image, which is accompanied by "sprawl", with mono-structures, a lack of building culture and aesthetics, and the image of an "aristocracy of prosperity" reserved for specific subgroups. Both do not do justice to the complex reality of this type of space – a differentiated discussion with suburban spaces is missing.

A look at planning practice shows that the vision of a "liveable city", as is upheld and aimed at by the National Urban Development Policy, can only be achieved if the different objectives are linked to an integrated development strategy. Integrated and integrative urban development concepts have to be balanced with "bottom-up" and "top-down" approaches. At the same time, new forms of inter-communal cooperation are to be tried out in fields of action in which the co-operation of municipalities so far hasn't been widespread. It is only when urbanized regions are considered shared responsibilities that future-oriented capacity can be ensured.

In order to further develop cities, their neighborhoods and their margins, planners, city builders, architects and engineers with well-established positions in negotiation and learning processes must deal with those who are responsible – also financially – for the city. This requires new alliances between experts, politicians and investors as well as new forms of participation and empowerment. But new methods of planning are also needed which take greater account of the complexity, non-linearity, uncertainties and the desire for citizen self-organization.

In the end, urban development is complex. And the prerequisite for any successful planning process is to recognize the complexity of the city and to appreciate the specificity of the place, with the knowledge that all future questions of the city must also be answered aesthetically. There is no blue print and certainly no magic formula for quality. The National Urban Development Policy must be committed to the complexity of the city, its sub-spaces and its being embedded in a regional context and, in this context, to show new paths in urban development and urban development – beyond well-known paths and the categories of management and organization.

Integrated and integrative urban development concepts need to balance "bottom-up" approaches with "top-down" approaches.

TASKS AND CONTRIBUTIONS OF THE UNIVERSITIES

What are the tasks and contributions of universities in the context of the National Urban Development Policy? Integrated urban development does not only live from cooperation at different levels, but also from the exchange between planning practice and theory. In addition to city planning and architecture, the integration of further disciplines creates new potential for exchange. It is a declared requirement of the National Urban Development Policy to raise the awareness of universities on the subject of integrated urban development. The exchange between the universities sends impulses in teaching and research. For the transfer into practice, it is important to know how academic research can contribute to urban development on the ground. In return, the universities can provide new thematic and process-oriented additions to the policy.

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Martina Löw

SMART CITY: LIVABLE CITY OF TOMORROW?

More than ever, people want to live in cities. The modern city with possibilities for all remains a desirable ideal, and yet this modernity has been described as cold and alienated from Rousseau through Marx to Adorno. If the city of the future is to be worth living in, we must think more seriously about the effect of spaces. Too much attention is placed on technical solutions. The question arises as to when cities can positively affect us (in the ideal case), when they stimulate us, and trigger happiness or feelings of contentment. Experts know a lot about avoiding traffic jams, noise and exhaust fumes, about over-densification of the inner cities while maintaining the green areas or building digital networks, but we know much too little under which conditions people develop a sense of relating to the world. It is still a mystery, even in the Smart City, how we attain this feeling of happiness in being at home in the world, in relation to the environment.

Smart City

What is a Smart City? In specialist literature, a city is only considered "smart" when, first, a comprehensive collection of socially and spatially relevant data (big data) of the users and the objects or buildings used by them is communicated by local authorities and cooperating companies respectively stockholders.

Secondly, a city is defined as "smart" only if, in addition, an electronic linking of these data takes place for the control and acceleration of social processes (bureaucracy, mobility, energy efficiency, disease prevention, etc.) and also for increasing safety (crime control, geo-routing of people with disabilities, etc.). In addition to the processing of the data, this requires the monitoring of both public and private spaces.

Thirdly, the residents are also involved in using their smartphone or a smartcard (RFID card) with multifunctional apps, such as public transport, health care, housing access, bank services, etc. The only city in which this comprehensive "smartification" has already taken place is the South Korean city of Songdo.

Songdo was originally initiated as a project of the South Korean government. It then transferred planning, financing and implementation of the entire Smart City to the private project developer Gale International (GI). For the whole project, it partnered with the information and communication technology (ICT) provider Cisco. Songdo is not originating in a process coordinated by the regional or state government with a large number of individual project developers and suppliers of architectural, infrastructure and technical solutions, but is a private-sector planning project.

For every architectural and technical product of this city – for example, for all door handles – a specific supplier is bound by contract. This leads to a high standardization of public and private space. Here, Richard Sennett is right. Stanley Gale of GI himself designates Songdo as "City in a box", a reproducible city as a product. Songdo serves as a showmodel and is probably one of the first of many smart "assembly-line cities" in Asia to be implemented by GI.

So far, two cities according to the Songdos model have been exported to China. Songdo fascinates by technical feasibility and supposed control. Songdo frightens by personal loss of control over personal data, by the loss of political control in favor of economic interests but as a reproducible product also by the impending loss of urban uniqueness.

If the city of the future is to be worth living in, we must think more seriously about how space works. Too much attention is placed on technical solutions.

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photo: Michael Pasternack

Weaknesses of National Urban Development Policy

The subject of the Smart City shows that urban development policy must sometimes be national, but also conceptual and international in implementation. The complexity of the tasks before us calls for "our" cities to be much more seen as involved in international developments. I would like to have more time for reflection in the context of the National Urban Development Policy: with international experts, but also in the wider professional discourse. In the concrete policy making often goes under, what exactly at the universities to cities is researched and thought.

The National Urban Development Policy subjects are also being worked on at the faculty of Planning, Building and Environment of the TU Berlin. Themes such as innovation, building culture, civil society and the social city are often developed in interdisciplinary cooperation, in particular between architecture, planning and sociology. There are numerous studies at the universities on the subjects mentioned and a very high level of reflectioncompetence, which could be even more strongly integrated in the National Urban Development Policy. The annual University Conference of the National Urban Development Policy is a meaningful institution. It is, however, only helpful in planning practice. Would not it make sense to think more multidisciplinarily? The city is also developed from cultural institutions and social work (to name only two examples).

I welcome that the National Urban Development Policy is based on many social components. However, many building blocks are either social or spatial. The interaction between space and society is too rare. This is fatal, because globalization and mediatization are radically changing the relationship between people and space.

Experts know a lot about avoiding traffic jams, noise and exhaust fumes, via digital networks. Little do we know under which conditions people develop a sense of being related to the world. How this feeling of happiness in being at home in the world occurs, remains a mystery – also in the Smart City.

Young professionals design the future

The summer and winter schools of the project "Professional young designers designing the future" within the framework of the university dialog of the National Urban Development Policy provide a suitable platform for them to bring their ideas together with current research fields. So far, the topics "Innovations for City Quarters of the Future", "The Invisible City", "The Resource Efficient City", "The Timely City" and "The Homemade City" have been treated. The topics were introduced during lectures and study projects during the semester and deepened in the summer and winter schools as a workshop.

University Day of the National Urban Development Policy

The university day of the National Urban Development Policy, which takes place every one to two years, serves as a format for dialogue between science and practice in urban development. Initially, it was necessary to start the dialogue and to formulate the expectations and wishes of the actors. In recent years, the universities have devoted themselves to specific topics such as "Sustainable Development and Design of the City", "Living" and "Mix and Density".

Silke Weidner interviewed by Franz Pesch

SELFMADE CITY

You are occupied in teaching and research with the subject of urban management. Can our society be satisfied with how cities and municipalities are managed in the first decades of the 21st century?

When we first see the particularly great challenge of the growing together of the two parts of Germany, a lot of positive things could be achieved in the last decade: there no longer exist the extreme differences between East and West German cities, but cities have regenerated here as well as there: first dramatic shrinkage, then levelling off, now even growing. These developments are based at least partly on directional strategic decisions and planning. And when we look at Europe, in the countries of the member states – starting with the Leipzig Charter – urban development is more and more recognized as a central sector of politics. Planners and politicians, developers and investors place their trust in participatory elements and instruments in urban development, try out new patterns of responsibility with civil society in order to counter the ever-new challenges to city management: e.g. the risks and opportunities of digitalization, re-urbanization with new density-rates, healthy living conditions or attractive and secure public spaces.

Do you already see the right balance between urban planning and process design in practice? Or do you see shortcomings in city management?

There are very exciting developments in organizational processes in planning, the participation of stakeholder groups and the model-implementation of projects, particularly at the interface between formal and informal procedures. The informal instruments and processes

Our own environment is too little in focus. Processes of neighborhood design or local material cycles can only be implemented through initiatives and by activists.

have won considerably more signification in recent years, but this will continue to be a field of experimentation. The National Urban Development Policy has moved a lot here, supported model and pilot projects and their evaluation in order to facilitate transferability. This should be further expanded – certainly also in the investment area of the project.

Should we focus more on initiatives and informal processes in urban development?

Informal processes are meanwhile a must. Civil society would like to be informed, to get involved and to take matters into its own hands (self-made city). My impression is, indeed, that you can find in our neighborhoods a very effective and sustainable commitment. The reference here to neighborhoods is important to me: discussions about guiding principles, integrated strategic concepts, etc. at the level of the whole city are usually very abstract for the population; there is a lack of the concretely conceivable, their own living environment is hardly in focus. In particular, processes of neighborhood design, local material cycles, etc. can only be purposeful brought about through initiatives and by activists.

Do you see this development in the National Urban Development Policy getting visible as well? Which strengths and which new aspects should be worked out in further development?

The National Urban Development Policy has moved many discussions in this direction, offering financial and organizational opportunities. It is, nevertheless, quite a big step from the federal to the district level. In this case, feedback and adjustments have to be given in the countercurrent principle – to use a term from formal planning. So now the fields of action should be updated and re-adjusted. After ten years of highly dynamic developments, it is indispensable to put the National Urban Development Policy and the Leipzig Charter to the test. The subjects that today are of high rele-

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photo: Carmen Jasmyn Hoffmann

vance could not yet be on the agenda at the time, e.g. completely changed mobility requirements, digitalization, changed location requirements and logistical concepts of the economy, the integration and the importance of public space (in connection with security). Exchange between the EU, the Federal Government, the Länder and the cities is indispensable. For many more tangible cities and (international) actors, partnerships are to be developed. The exchange with the European neighbors should be intensified. The establishment of integrated urban development as a central policy area requires a special commitment in some states. With our background and experience we can, on the one hand, carry out learning effects, on the other hand we must learn from the international circumstances and facts elsewhere (see, for example, dealing with migration).

Do you see a chance that the universities can enrich the National Urban Development Policy?

Very much so. Students and young academics are constantly bringing new ideas and a fresh breath into processes and events. In particular, there are also already successful formats, such as the "Winter School" lighthouse project: "Professional Young Planners Design the City". But there is far more conceivable, for example, a stronger presence of doctorates/researchers at the National Urban Development Policy Conference seems exciting, as well as contests/invitations to the processing and/or basics for relevant new topics (see above) by e.g. three universities united. It is important to anchor the things that are shared with universities accordingly and, if necessary, to allocate support. The database of dissertations, for example, is not being maintained, so you either have to invest more or do without the offer.

The annual "University Day" is intended to strengthen the connection between scientists and the new generation with the planning principle. Has the format proven itself, or does the "Day" need new impetus?

The format of the University Day has proved itself, students and scientific staff have proved that they can at least discuss at the same level. Integrating practice remains to be improved. Only a few want to get involved in academic discourse, especially in the preparation of the program. Moreover, the designation of this format hardly addresses the practice. In practice, the Day seems to be an excellent addition, since the links between the local practitioners" representatives and the local academics are already more familiar and easier to use. An important challenge for the future is the integration of the real estate sector. This is what we are trying to achieve in 2017 at the university campus at BTU Cottbus-Senftenberg.

What would be the most important message for an update of the Leipzig Charter?

It seems to me to be a good idea to focus more precisely on the governance aspects, as well as to update the subjects/priorities, for example, by aligning the memorandum with the New Urban Agenda. The Leipzig Charter focusses on all three dimensions of sustainability. It also places great emphasis on participation, in particular also on future generations, immigrants, non-German citizens, as to say interests which have so far not been organized at all. This includes continuing education, lifelong learning of accomplished architects, city planners, geographers, etc., who are active in integrated strategic urban development. With the academy concept and national as well as international exchange and qualification formats, a big step forward could be made here.

Julian Wékel interviewed by Franz Pesch

IMPROVING COMMUNICATION

Professor Wékel, do you see the involvement of the universities at the interface to practice, which was a special concern to the initiators of the National Urban Development Policy, as a success?

We must differentiate this view. One of the reasons for initiating the National Urban Development Policy was the lack of competency beyond the distribution of subsidies on the national level, especially in comparison to other European states. The national government had neither a political mandate nor a strong professional attitude. In order to develop this, the establishment of a national platform seemed promising. On the other hand, the exchange between science and practice was underdeveloped when compared to other disciplines. Frequently even the faculties worked isolated from each other. The National Urban Development Policy managed to link research and teaching more closely to practice, while at the same time stepping up/ramping up/intensifying communication with the sciences. This was particularly contributed by the "University Day", which at once attracted great interest among the universities. It should be noted that research is now being conducted in a much more systematic manner than it was a few decades ago, not only at the faculties for planning, but especially also for architecture.

Strategically, I would like to see a stronger anchoring of the National Urban Development Policy in the existing structures.

How would you improve the visibility of the Leipzig Charter and the objectives of the National Urban Development Policy in planning practice and at universities?

One of the core aspects of the Leipzig Charter, i. e. the integrated approach to planning, was already present at universities before the adoption of the Charter, for instance at the project stage, and was only accentuated in that respect. The question is rather why, time and time again, integrated planning fails in practice. Apparently, this is a structural problem regarding the areas of responsibility. On the other hand, we need the sectoral view, it cannot be levelled. Moreover, there must always also be planners who stand s in for an integrated perspective. And in politics too, the integrated way of assessing the balance needs to be promoted.

The second main task of the National Urban Development Policy, the strengthening of disadvantaged neighborhoods, was also established in science and practice before the adoption of the Leipzig Charter. About the visibility of the National Urban Development Policy at the universities, I perceive considerable differences among the faculties. At the faculties of architecture, where urban development and planning anyway are not taught everywhere, the focus is shifting back to mainly architecture. On the other hand, many planning courses are complemented by design elements. To this extent, the contents of the National Urban Development Policy are well reflected in the study of planning, whereas there are deficits in architecture. Conversely to the discussion of National Urban Development Policy at university, the findings of their research in this area can be taken up again and transferred to practice so that a mutual exchange can take place. Even though the research goes beyond the practically usable effects, there are also suitable formats at the national level.

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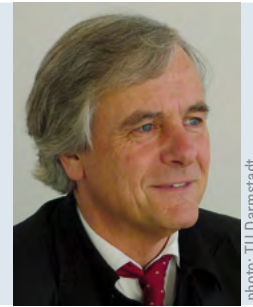
photo: TU Darmstadt

In order to maintain the dialogue between universities and practice, which was initiated with the "University Day", should the transfer into a legal form take place, like it is practiced internationally, such as an academy?

To my mind, the pilot projects of the National Urban Development Policy should always include offering universities to accompany the realization with research and, especially, teaching. Of course, urban development projects with their complex processes nowadays reach temporal dimensions, which can be ill-illustrated in teaching. For this reason, I advocate for their translation into didactic concepts, ones which need not require being institutionalized. The question is always whether content can be integrated into teaching.

From your point of view, has the format of the "University Day" been consolidated? With what new impulses could it be developed further?

In retrospect, it is easy to see that individual universities differed significantly. At the beginning, it was about establishing a format for communication between practice and universities. After this was done, the dialogue was professionally deepened. Through more intensive preparation the discussion could be qualified with regards to content. Compared to the initial phase, the entire university landscape is now represented on the "University Day", although the universities have, of course, more capacities with their academic mid-level appointments. Students are involved in the concept through the Federal Councilor for Urban and Regional Planning. In addition, we are going to intensify local specific topics with the "University Day" in practice. It could be further developed with a view to how the contents of the National Urban Development Policy can be integrated into teaching. Against the background of the demand for integrated urban devel-

opment, it would also be conceivable to invite other disciplines involved in urban development processes, depending on the topic, without neglecting the focus on planning. First and foremost, the "University Day" has to be attractive for planning practitioners from civil society, politics and administration.

Which strengths and which new aspects should be carved out in the further development of the National Urban Development Policy?

In terms of content, the National Urban Development Policy has so far been good. It occupies many fields and is oriented in a practical way so that actors at the local level can benefit from them. I see a deficit in how the subjects are communicated. How can the contents be put into practice? The question of the right means is, of course, difficult to answer. In particular, small and medium-sized municipalities would benefit from easier access to information on projects on the basis of which they can build.

The individual projects and funding programs at the federal level should be more closely interwoven with the National Urban Development Policy in order to emphasize the overall context more clearly.

Strategically, I would like to see a stronger anchoring of the National Urban Development Policy in the existing structures. More advertising could be made to involve the initiative in an institutional network and to initiate a fruitful division of labor. In addition, the individual projects and funding programs at the federal level should be more closely interlinked with the National Urban Development Policy in order to emphasize the overall context more clearly.

INTERNATIONAL VOICES ON NATIONAL URBAN DEVELOPMENT POLICY

What do international voices say about National Urban Development Policy? The Leipzig Charter calls for each EU member state to implement its own national initiative. The selection of topics and the implementation of integrated urban development in an international context is very different. Some themes are similar to those in Germany, others are fundamentally different. All member states, however, can learn from each other. Also the EU and its institutions can contribute to the further development of the National Urban Development Policy at a superior level.

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- Prof. Rudolf Scheuvens
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- Dr. Emmanuel Moulin
  Head of URBACT Secretariat, Paris

- Mart Grisel
  Director of the European Urban Knowledge Network EGTC

EMERGENZA WITHOUT PANIC ATTACKS

What do you think are the most important problems facing Italian cities?

The most important problem at present is the disorientation on the administrative and the political level. There is no comprehensive urban development policy, neither national nor regional.

I always distinguish the time before Berlusconi; that is, before the collapse of the political landscape of Italy, we could still speak of national urban development policy because it existed. There were the regions, comparable with the German Länder, the government districts, and finally the cities. Everyone had their formalities at their own level, their plans, which generally followed a concept. The twenty years of eradication of the administration has led to problematic conditions in the cities, regions and provinces. On the pretext of rationalizing, governmental districts were abolished without adequate replacements and the function of creating the cohesion between the land level and the city level is not being undertaken. The fourteen new "metropolitan regions" – for example Venice, Turin, Milan, Rome – which were designated by law with more than 140 municipalities, can not work because the mayor of the largest city is by law also the chairman of the regional conference. He has no interest in the efficiency of the metropolitan regions. So we have a disoriented, financially weak, paralyzed administrative structure.

Italy is subject to the incredible pressure of migration. How do the Italian cities and the new metropolitan regions deal with this phenomenon?

The Italian report for the UN Habitat Conference in Quito describes very well what is actually to be done: social integration, rehabilitation of the built, new housing, new energy, climate protection and climate adaption, compatible mobility.

In Italy there has been migration already for decades, both emigration and immigration. From a historical point of view it is therefore not difficult for the Italians to deal with this problem, they simply do not focus on it very much. The state even exercises a certain protective function, simply by not asking: Where are the refugees actually? The Italian state does not know this, and the fact that a total of 450,000 apartments are missing, does simply not reach the Federal Statistical Office. Although thirty percent of the housing stock is vacant and Italy is the country with the highest ownership quota, everybody is calling for new housing. The stock of rented apartments is now just 18 percent, and the Italian state has not built apartments for more than thirty years. In principle, it has forgotten housing construction and, what is worse, the management of apartments. In Rome, there are two hundred and fifty thousand uninventoried apartments left to immigrants. No rent is required and no rent is paid. There are things that are somehow out of balance because they are not attacked offensively.

One does not tackle the problems actively, but rather expects that they get arranged by themselves, without impose more effort to government?

Everyone knows that most migrants want to go to Germany, so they are being waved through. We are in the phase of the reorganization of an unsettled chaos. The Italian report for the UN Habitat Conference in Quito describes very well what is actually to be done: social integration, renewal, new housing, energy, demographic development, climate, mobility.

The really big problem are the states of emergencies of the peripheries, in the meantime they have become a very big problem. But also the urban regions, the so-called "infinite cities" of Italy, are an example of the necessity of a European urban construction policy. This is what happens, de facto what will soon happen in Germany.

For example, Munich has an average density of four thousand four hundred people per square kilometer; in Milan the average density is almost eight thousand.

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photo: LAND S.r.l.

Compared to Germany all Italian cities are accustomed to live with the double or triple density and they function. Traffic functions more or less, production functions. The way things are organized is different, but basically, Italy functions. But are such forms, compared to the global challenges we face – climate, migration, poverty – really sufficient?

If Italy has strong metropolitan regions, should it not then formulate a policy that could create "equivalent living conditions" for the peripheries ?

That would be perfectly true. The time of Berlusconi meant that a whole generation of intellectuals and professionals is no longer there. The administration has on no level the strength to develop new programs. Hence the absolute disorientation.

In Germany, reason in politics and administration is threatened by right-wing extremists. What does it look like in Italy?

The last city elections have shown that cities that were firmly in the hands of the left and stood well, lost the mayoral election. Now comes a new mayor of the Cinque Stelle (five stars) party. Does she have the power to build up an administrative apparatus, like Rome, or does she run for populist reasons behind the so-called "distresses", the great theme of "Emergenza", with which Italy always has run very well? You just let things go. The Germans are accused of bringing up problems where they do not exist. What is called precaution in Germany is what the Italians call panic. If the problems are acute, they say we will find an idea.

Emergenza is emergency?

Yes, emergency. When a new force suddenly comes into a hollowed-out administration, very young people, who do not know the city yet at all – what can they do there? Reasonable governing? Certainly not. In principle, they can only show in the beginning: here we are and we will clean away twenty-years of laissez faire.

The topic of urban development does not really matter to the Italian state. It is not on the agenda, so nothing happens. Investing means trying to shaking money loose from Europe and creating beautiful projects – in Rome or Venice.

From your point of view, what could be important for the development of other European countries? What should one pay attention to?

The lack of coordinated formal planning often leads to finding open spaces for informal planning. Cities are converging to realize informal concepts. This is a tradition in Italy, as urban development has historically always been run by private investors for profit. But meanwhile, that is hardly possible in the cities. Therefore it works in the peripheries, where one can count on high returns because a lot of construction land is available which was not used during the crisis. People have speculated with this construction land, while banks have financed them. But this land was never designated as construction land.

The lack of coordinated formal planning always leads to the use of free spaces for informal planning.

Italy has a huge stock of old buildings. There is little need for new apartments – if at all, old apartments need to be restored. This will be difficult at a time when foreign investors put their money in Italian real estate and try to make a profit. It works in Milan, it works perhaps in two or three other cities, but it doesn't work in rural areas.

How could an Italian national urban policy look?

The urban development law should be reformed. We still have a law passed before the Second World War. In any case, the Leipzig Charter is a good orientation.

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Rudolf Scheuvens interviewed by Peter Zlonicky

LEARNING FROM VIENNA

What are the most pressing challenges to urban development in Austria?

The challenges in Austria are certainly comparable to those in its neighboring countries: Stagnation or shrinkage processes in the peripheral regions counteract the growth pressure in the cities. Let us take Vienna as a point of reference: In the number of inhabitants, the Danube Metropolis is again moving towards the two million mark it once had, at the end of the 19th century. The city is becoming a center of reference and action for migration and ethnic and socio-cultural diversity. Established structures are in motion. They revolve around issues of integration and the design of urban living environments. At the same time, the pressure on affordable living space is increasing. In Vienna too, rising rents for housing are an expression of the gap between supply and demand. More and more people in precarious circumstances and life situations are competing for the scarce good of affordable living space.

Are there binding guidelines for the development of cities in Austria? Why Vienna?

Besides the standardized local development concepts, there are usually only a few established instruments and guidelines for the management of urban development. Much is therefore decided directly at the project. But here, too, I would like to focus on Vienna again, because there is a good tradition of urban development concepts in this city. The objective expressed in the current city development plan 2025 is unmistakable:

The Smart City Framework Strategy is a political responsibility and is not delegated to private economy. In this understanding, the integration of the social component – the claim of social inclusion – is an essential part of the framework strategy.

The slogan "courage for the city" is about a clear commitment to the city as a "place of condensed diversity" and, ultimately, a city development strategy that aims to secure the quality and, above all, the viability of urban space in a sustainable way.

The urban development plan 2025 is less a binding framework than a vision of a "Vienna of the future". It is intended to give orientations, to convey objectives and to name values upon which urban development of the next decade should be based. What is so far largely missing, however, is an intermediate planning level, something we know from Germany, for example: it is the urban district level and it is the integrated concepts for urban development. The jump in scale between STEP (Vienna City Development Plan) and concrete projects is then too great to be able to translate the corresponding programmatic statements into the larger context of the district.

Which programs and projects are exemplary for new orientations of the city?

The process of urban development is interwoven into Vienna's Smart City Framework Strategy. This is a long-term umbrella strategy whose horizon is the year 2050. The Smart City Vienna initiative supports urban development processes through activities and projects that make a significant contribution to the reduction of CO_2, emissions and resource consumption. Via the framework strategy, the city of Vienna defines its own access to the global discussion about "smart cities". Following the tradition of the city, the Smart City Framework Strategy is a political responsibility and is not delegated to the commercial sector. In this understanding, the integration of the social component – or in other words the claim of "social inclusion" – is an integral part of the framework strategy.

Even from a different perspective, the view of many European cities is directed towards Vienna, as this city has a special housing policy tool in the area of social housing construction. While in Germany, for example, housing demand has increasingly been left to property management, Vienna has consistently adhered to its century old tradition of subsidized housing construc-

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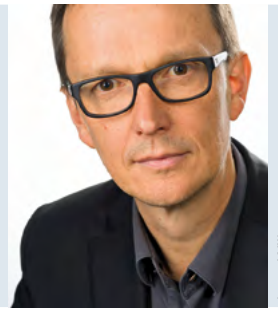
photo: Wilke

tion. This, among other things, has resulted by comparison in a very reduced cost of living. However, in Vienna as well, social housing is coming more and more under pressure because of the sharp rise in real estate prices, the declining average income and stagnating economic growth. With the instrument of the International Building Exhibition, the City of Vienna has now decided to set new standards. In essence, the aim is to develop exemplary approaches and projects into a "new social housing"

Why an International Building Exhibition?

The format and the ambition of an IBA seem appropriate to put new accents and impulses into a further discourse in housing and urban development through a laboratory-like atmosphere. In addition to quantitative living space requirements, the focus here is on addressing cultural and ethnic diversity, technological and social innovations, new forms of working, forms of employment and mobility needs as well as new partnerships, funding and financing models that are the subject of the IBA.

Is this also true beyond Vienna?

With the declaration for the realization of an International Building Exhibition, Vienna has placed itself in the focus of the international debate on the challenges of "new social housing". Whether Berlin, Cologne, Hamburg, Stuttgart, Munich – the challenges in urban development and the safeguarding of affordable housing are quite comparable to the development of socially inclusive and urban neighborhoods. In this respect, the IBA Vienna can become an international laboratory in questions of new social housing in growing cities.

Is there a connection to international urban debates?

There is hardly a city in the European area that is not faced with the same challenge as Vienna. Migration and integration, segregation and inclusion, rising housing prices and gentrification processes, the analysis of urban diversity and mix, the responsibility of the state

in and for the Social housing: all these are topics that are discussed internationally. It is to be hoped that other cities within the IBA laboratory would join the discourse, for example as correspondence sites. We must work at European level to make the different experiences and approaches, such as the differentiated instruments and processes in the development of housing and housing developments, and the urgent housing problem into a major learning field of urban development.

We must work at the European level to make the different experiences in the development of districts and housing a major learning field of urban development.

What are the differences in development policy for cities in Germany and Austria?

Unlike Germany, there is no framework legislation competence in Austria. Planning policy subjects are usually left to the Länder and municipalities. The Austrian Conference on Spatial Planning (ÖREK) takes over a coordination function and works out the Austrian spatial development concept, which comprises a set of proposals for action to be implemented within ÖREK partnerships. These are, for example, the areas of affordable housing, the challenges of energy saving planning and the interaction of integration and spatial development. Urban development policy issues are usually only touched on the margins.

Emmanuel Moulin interviewed by Peter Zlonicky

SUPPORT COHESION POLICY

Mr. Moulin, there are two reasons to question you about your position: You are the head of the European URBACT Secretariat in Paris and you are also a distinguished French planner. Let us start with the European program: URBACT and the National Urban Development Policy – is there a common ground in the strategies?

In the Leipzig Charter we have the European level as a common basis. It is a principle comparable to social subsidiarity. France differs in so far as the operative is located in our headqurters; that means we have quite different instruments to achieve our objectives.

What happens differently when the state has direct access during the operations?

The different structures influence in so far as in France problematic neighborhoods are centrally supported – this would not be possible in the structure of the Federal Republic. We dispose of a central agency with a large budget which, with around €300 million supports problematic areas in French cities and also allows rigorous measures. Although these two policies are handled differently nationally, they are both defined as European.

Countries like the Federal Republic are to support cohesion policy.

It is important to have participation in the use of these funds.

What about today's recognition of URBACT as a European policy at a time when Europe is increasingly threatened to disintegrate into national politics? Is the idea of the European city stable enough today for us to formulate a common European policy?

We can conclude at least that the URBACT program is currently funded much more by the European Union than it used to be. The budget of URBACT has been increased by 40%. Even if Europe is full of crises, the importance of the European urban development policy is not at all diminishing. On the contrary, the topic of "Integrated Urban Development" is even much more taken into account. Innovative projects in the cities are promoted through new instruments such as the "Action Innovatrice", not just via the exchange of knowledge, but also directly through investment. About €20 million have been earmarked for the promotion of innovative projects in the area of integrated urban development policy. This is linked to a much higher self-determination of municipalities in their important projects. After all, the URBACT and Action Innovatrice programs operate under a common denominator with the integrated urban development of Europe. This is something like a direct line from the Leipzig Charter to the current policies on the European level.

We see in Europe that the more the metropolitan regions flourish, other areas become dependent. In view of the 2017 elections in Europe, the issue of the poorer regions will undoubtedly come to the fore. Do you have an idea for the European urban development policy, on how to counterbalance this and make things work?

This is a subject of the European Policy of Cohesion, which on the one hand is oriented on the regions, but on the other hand also wants to be social, cultural and economic.

Dr. Emmanuel Moulin, since 2012 one of four directors in the Secretariat for the URBACT Integrated Urban Development Program of the European Commission. Prior to that, he worked at various locations in the fields of urban development and environmental policy in France and Germany, including as head of a French agency for housing policy, urban renewal, spatial planning and the environment.

photo: Emmanuel Moulin, URBACT

Looking ahead, how does the unique European city system, which in its polycentric structure is most likely to provide a balance between weaker and stronger cities, progress? Currently, the smaller and middle cities seem rather the losers in the process of globalization. If the compensation within this system does not work and the inhabitants of small and medium-sized cities can not be adequately taken care of, which political impact will this have?

Stefan Zweig instantly comes to my mind with "The world of yesterday", the black scenario. But the Cohesion Policy now offers a positive perspective, which is important for Germany, but even more important for the countries and cities of eastern Europe. This Cohesion Policy however, is again and again being called in question by particular nations. It is therefore important that countries like the Federal Republic support this policy. It is important that the resources for cohesion policy are not abolished and the cities' participation in the use of these funds is maintained. At the present time there is a risk that individual departmental policies will increasingly claim these resources for themselves. This is understandable as long as it is about the current refugee policy, nevertheless it must be ensured that this is an integrated and inclusive policy. In this the Federal Republic of Germany is also challenged. The European Community allocates most of its resources to cohesion policy. First and foremost, disparities must be balanced within the countries as well as within the cities. This is important for programs like the Social City in Germany, but much more important even for the countries and cities of Eastern Europe. This city policy works in Germany, in France, in the Netherlands, but the other states place them much less in the center of their policy. In the context of the European discussion, Germany should make particularly strong efforts to implement this policy.

Your messages for National Urban Development Policy in Germany can be summarized thus; first: strengthening of the European cohesion policy and the associated resources, both in the national as well as in the European sense, second: less individual policy than the bitterly necessary strengthening of the integrating work, also at government level. And third: strengthening the European urban system as a whole in the sense of the "European city" and thus reorienting the spatial planning policy of single states.

National Urban Development Policy has to be thought European from the very start. The European policy supports such integrative approaches as the National Urban Development Policy initializes.

If you compare the effects of urban development policy in France and Germany, what makes France better at present than the Federal Republic of Germany?

The attention for "Integrated Urban Development" is growing. In the context of the European discussion, Germany should make particularly strong efforts to implement this policy.

Despite all the skepticism about a centralized system and its impact on social conditions in individual neighborhoods, I must say that it works out relatively well in France. The French cities have invested a great deal in urban development over the last 20 years. This can be seen on every tour of the larger cities, whether Lyon, Bordeaux or Nantes. But this is also evident in smaller cities, among which there are now attractive examples to be seen for the ideas of the further development of the European city. That is not yet sufficient, but I think the French cities have made good progress.

Mart Grisel interviewed by Franz Pesch

THEMATIC PARTNERSHIP

Mr. Grisel, you have concluded a study on the effects of the Leipzig Charter in European countries. What can you say about the state of implementation in national policy?

We have found that the basic principles of integrated urban development, based on territorial logic, have become mainstream in most European countries. At the same time, however, we also see that the number of countries with comprehensive, integrated, urban development approaches has decreased. Ten years after the Leipzig Charter, there are fewer countries with extensive national urban development approaches. Germany, France and Switzerland still have a strong national urban development policy, and there are also new countries developing national city policies, such as Poland, Slovakia, Ireland and Serbia. We are, however, observing a clear trend of national urban policy approaches to the transfer of competences to regional or local governmental levels. Clear examples of this trend are Belgium, the Netherlands and the United Kingdom. This tendency is part of a general development of a role of the state based on new principles such as multi-level governance, decentralization, increased participation of sub-state actors such as cities, regions and metropolitan regions, and the involvement of non-governmental actors such as civil society and the private economy,

We have found that the basic principles of integrated urban development, based on territorial logic, have become mainstream in most European countries.

One focus of the Leipzig Charter is the stabilization of disadvantaged neighborhoods. What is your assessment of this field of action?

In almost all European countries, there are political strategies and measures which are aimed at disadvantaged neighborhoods. These are, however, very different in scope, quality and orientation. The most comprehensive national strategies for disadvantaged urban areas with specialized support programs can be found in France and Germany.

What conclusions do you draw from the analyses of the five non-European countries of comparison?

We can learn from the experiences in Brazil, China, India, South Africa and the United States, also with regard to sustainable and integrated urban development. The participatory planning approach of the Brazilian city of Porto Allegro is a model for some cities in Europe. Many Chinese cities are large urban labs and test areas for the implementation of new sustainable technologies. The 100 Smart Cities project in India is a model for an ambitious strategy to revive the urban knowledge economy. Some of the greenest and most CO_2-neutral cities in the world are located in South Africa. In the US, the partnership with private actors is more developed than in European governance and financing structures. A look overseas can give interesting hints on mixed financing structures. Urbanization in the five countries, especially in the emerging markets, once again illustrates the need for proactive planning and integrated strategies. This is of crucial importance for the achievement of sustainable development targets (SGDs), in particular for the objectives of the New Urban Agenda.

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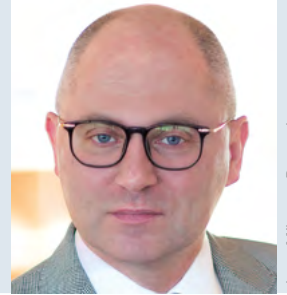
photo: Mike van Bemmelen

Let us return to the European arena. What conclusions can be drawn from your study?

In Europe the urban development policy framework is very diverse, especially with regard to integrated, holistic, participatory approaches. The idea of concentrating on integrated, district and district-related urban development concepts is equally endorsed by all political decisionmakers. These concepts play an increasingly important role in national urban policy approaches, but also in EU policy-making and EU funding regulations. It is clear that the core principles of the Leipzig Charter, which proposes an integrated, district-based approach to urban development with high-level political support and a broad involvement of stakeholders, are as relevant today as ten years ago.

How can these partnerships be effective in the sense of the city agenda of the EU?

The newly established governance structure of the city agenda for the EU, with its thematic partnerships between different governmental levels and stakeholders, provides a promising approach to addressing specific issues in a European context. For the first time, cities, regions, member countries and the European Commission are working together to solve societal challenges. However, a stronger consideration of the overlapping subjects is important in order to prevent a monothematic approach. Since many of the partnership-themes are linked to each other and to other social, economic and environmental challenges, the integration of solutions and target conflicts is an important task for all stakeholders. The inclusion of a broad base of stakeholder representatives is necessary. To achieve this, a more important participation of non-governmental actors, especially business and science actors, is indispensable.

From the perspective of your results in European countries, can you formulate expectations for the continuation of the National Urban Development Policy?

In line with the Leipzig Charter, the city agenda for the EU and the New Urban Agenda, our study emphasizes the commitment of high levels of government in urban policy. The massive European and global challenges require a strong system of multi-level governance in urban policy. Also in Germany. Many of the urban challenges are increasingly European in nature and can only be solved cooperatively. Our study shows that, despite the Europe-wide prominence of the idea of integrated urban and district development since the Leipzig Charter, national urban development policies differ greatly in their quality, financial and thematic scope, in participatory and in general terms. It is obvious that

Fulfill the concept of integrated urban development with life in Europe! The German National Urban Development Policy must strengthen the dialogue with the Urban Agenda for the EU.

the German National Urban Development Policy must intensify the dialogue with the city agenda for the EU. The results of today's partnerships can create stimulus to the idea of integrated urban development across Europe, including urban poverty, integration of migrants and refugees, cycle management, adaptation to climate change and energy, urban mobility and digital change. This partnership approach should in any case be pursued in order to address new societal challenges.

What are new tasks for the National Urban Development Policy? Ten years after the adoption of the Leipzig Charter and the establishment of the National Urban Development Policy, a new generation of planners has been active in science and practice. They are confronted in a growing uncertainty with planning processes, their prerequisites and results. International networks offer a wide range of opportunities, but they also require a greater organizational effort. Global sustainability agreements and local actions have to be brought in relation, new subjects fill the agenda, old topics have to be up-dated. At the same time, the planners are faced with the task of conveying increasingly specific specialist information to the public in order to strengthen transparency and participation and to strengthen the offer as a communication platform.

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- Prof. Klaus Overmeyer
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- Prof. Stefan Rettich
  Professor of Urban Design at the University of Kassel

- Tim von Winning
  Mayor for Urban Development, Construction and Environment of Ulm

VANESSA MIRIAM CARLOW

PERSPECTIVES OF A KNOWLEDGE BASED, COOPERATIVE AND OPEN POLICY OF URBAN DEVELOPMENT

I see the greatest challenge to urban development in what Ulrich Beck calls the "metamorphosis of the world" and in "openness" as the greatest opportunity and reaction to it. Richard Sennett, Kees Christiaanse, Sophie Wolfrum, Harald Welzer and others describe this as the self-conception of today's cities.

Important questions of the future of an urban development policy are, therefore, how sustainable urban development can be operated against the background of multiple uncertainties and still remain "utopia machines" (Düwel, Mönninger), which have always held out the promise of a better life for many.

In the age of an almost completely globalized environment, it is also necessary in the context of national, sustainable urban building practices and policy not only to focus on "European cities", but also to look beyond their supposedly "compact" boundaries – because these are, perhaps, as far away as sub-Sahara Africa.

Cities – in Germany and around the world – are faced with radical upheavals with multiple, uncertain consequences. In the nexus of resource depletion, climate change and migration – or as Erol Yildiz positively called it "mobility" (2008, 2013) – these are not only processes of urbanization, but especially processes of segregation, the hardening of structures of lack of participation and limited life chances. All this is done within cities (UN, 2017) as part of a global cycle that is also driven by (consumer-)behavior and, conversely, also touches our immediate living environment.

The tension between global challenges and local impacts in the context of overall social development requires new tools, strategies and formats.

Paradoxically, this enormous dynamism describes the basic constant of national urban development: worldwide population movements caused by warlike conflicts, hunger and/or climate disasters are, in addition to the destruction of the remaining natural reserves, the rise in sea level, the pollution of air, water and soil indicators of an imminent radical change in the built and social environment.

This tension between global challenges and local impacts in the context of overall social development, which manifests itself in the terrain of cities, requires new tools, strategies and formats of sustainable urban development at the national level, which takes into account the transnational effects of local action. From this, a series of recommendations for a future urban development policy can be derived:

1. More of the sciences in urban development!

In the natural sciences, it is good practice to think in open systems and, especially in geo-ecology, to show the global balancing limits of local action. For example, the effects of climate change on cities are becoming increasingly clear to us through many scientific studies. Social scientists are competent to classify them in terms of their social significance. The transfer of scientific knowledge into practice through tools of city planning could help citizens and political decision makers to understand the global consequences of local political decisions. The consideration of global implications should be part of a valid sustainability assessment for European city districts. Natural scientists can provide us with the necessary models. In addition to their classical design and planning practice, architects and city planners would also increasingly play the role of translating scientific knowledge into universally comprehensible images as the basis for participatory planning and political decision-making. This could lead to a greater "scientific" nature of parts of the discipline of urban development, which would be capable of overcoming design and planning routines that no longer meet today's challenges.

2. Scenarios before plans!

The idea of thinking – and ultimately planning – is directly linked to this in scenarios. The idea has been good planning practice in the Netherlands for many years. Thinking and planning in scenarios are a help in realizing, for example, that population growth or climate change can have very different consequences at

Prof. Dr. Vanessa Miriam Carlow, born 1975, since 2012 professor for Urban Development at the Technical University Braunschweig. Co-founder COBE (Copenhagen) and owner of COBE Berlin. Dr. Carlow attended the Royal Danish Academy of Fine Arts in Copenhagen in 2012. She has worked as guest lecturer at numerous international universities and is involved in her professional activities and research in particular for sustainable urban development.
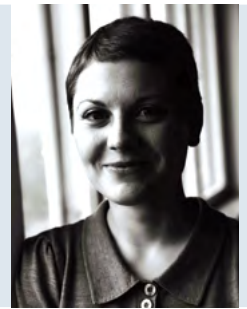
photo: ISU

the local level. In order to be able to deal with the multiple challenges of an uncertain future, it is therefore increasingly advisable to present a multitude of scientifically based, possible futures and to make these the basis for cooperative, open-minded, participatory and integrated planning processes.

It is possible beyond the limits of players to work out together what results are to be achieved, and what actions are necessary and possible at a local level. In this decision-making process, different participants, including citizens, must be actively involved, as their daily activities have a direct impact at local and global levels. Together with political and social scientists, opportunities for implementation can be identified. Only after the desired future has been jointly negotiated will concrete plans be made. These, however, are always put to the test and if so adjusted again and again with a view to the desired result. Only such a cyclic procedure would allow a "fault-friendly" handling of the uncertainties to be envisaged.

3. From the sustainable form of a city to sustainable practice!

Focusing on the everyday activities of citizens and their consequences includes a review of traditional concepts of the city and its planning instruments. Formal criteria such as certain forms of construction, compactness, eaves height, and densities have come down to us from the beginning of the European industrial revolution. At the time, the most urgent task of city planning was the regulation of construction in the sense of the building of hygienic and healthy living and working conditions. Because of their ease of handling, the formal criteria of historical city planning have proven very persistent in European cities. But in times of an increasingly stronger interweaving of formerly urban and rather rural areas, of big data and renewable energies, we can turn to completely different questions. If we actually want to build sustainable cities, issues such as accessibility, the ability of cities to accommodate Sunday customs and traditions, access to culture, education and democratic participation, "climate fairness", the affordability of housing and workplaces have immediate spatial consequences, they are more

bound to routines and processes of daily living than of a certain form of the city or to an eye-pleasing cityscape.

At the political level, this requires an openness to new types of construction, real-estate parcel management and urban space, and can hardly be reconciled with the rules and normative ideas from the nineteenth century. In addition to "urban areas", soon "five-minute villages" and "whisper quarters" will emerge.

The transfer of scientific knowledge into practice by means of the city planner's tools could help citizens and political decision makers to understand, which global consequences local political decisions can have.

Although the city of the future is already beginning to emerge here and there, and many people are already working and researching on how to build them, this is at the same time an admission of ignorance. For example, at the Institute for Sustainable Urbanism since 2012, and at the Research nucleus "City of the Future" at the TU Braunschweig since 2015, we have been working on the topics discussed here: How do people of different origins perceive different urban spaces? What are the chances Open and Big Data offer for the more sustainable development of cities? How can the resources already committed in urban regions be quantified and provided as the basis for future transformation? What ecological, social, economic connections exist between the "city" and the "country"? How can urban regions provide sufficient food, fresh air and water as well as other ecosystem services?

We look forward to bringing our findings into the future National Urban Development Policy.

Philipp Misselwitz

LEIPZIG GOES GLOBAL?

Global agendas for sustainability

Never before has there been such an intense global debate on fundamental civilization issues as in the last two years. In 2015, the global community of states joined a very impressive sustainability agenda known as Agenda 2030, followed by a variety of other global agendas: The Addis Ababa Action Agenda, the Paris Climate Change Convention, the Sendai Framework for Disaster Risk Reduction, the World Humanitarian Summit, and, most recently, the Habitat III Conference with the New Urban Agenda in October 2016. To state the most important aspect at once: this was an unprecedented recognition of the importance of sustainable urbanization as the most important lever for achieving sustainability goals.

How could it be otherwise? Since more than half of the world's population already lives in cities and this number could rise to seventy per cent (or two billion new urban residents) by 2050, it is obvious that without the consideration of cities neither the negative effects of climate change nor global poverty can be overcome. According to our own estimate alone, at least 65 % of the 17 main and 169 sub-targets of Agenda 2030 can not be reached without significant involvement of urban players.

The UN conferences make the gap between knowledge and action all too clear with an almost dizzying drop between what is needed and what should be possible in a city.

Goals, without a clarification of how and who

A basic problem of global agendas is the following: Although goals are defined clearly and even courageously, or basic principles such as "leave no-one behind", i.e. the meaning of inclusion and participation are recognized, the agendas remain vague, since they do not contain specific agreements on implementing them or give binding responsibilities to those involved. In most cases, the term used is "voluntary commit-

ments". The gap between what is necessary and what is possible in many places in a city is immense. Particularly from the New Urban Agenda, we hoped for more concrete recommendations for implementation, and opportunities have certainly been missed here. In the negotiation process, it has been shown that the basic principles of subsidiarity and multi-levelism, widespread in Germany, are regarded as unacceptable in other countries, especially dictatorships. The end product of a UN agenda then follows the consensus principle.

Agendas: Normative compass or planning maze?

Can the new agendas of the global community really help effectively to make the process of global urbanization sustainable? Can they sensibly support urban actors in the transformation-process to sustainability? Seen from the desk of a German planner or a building developer, there can be a quick sense of disillusion: Who can actually oversee such a complexity of global agendas? What do the texts, formulated in a universalist, sometimes blurred, UN-language have to do with the everyday reality of a German city, as they should equally apply to Nairobi, Kuala Lumpur, Seattle or Bangalore, although the local problems, the planning cultures or the available resources are radically different? How do the agendas fit together, which, while speaking of being complementing, leave open direct references or interdependencies and overlap in many things? And who knows it at all? Most German cities are already involved in a complex fabric of local, regional, national and European agendas. How would the practical added value of SDGs (Sustainable Development Goals) or the New Urban Agenda for cities actually be defined and used in practice? Can German planners and city leaders even ignore global agendas in the sense of "we do not need", "we do it anyway, and even better"? So what concrete use can the global agendas have for German cities? Only when there are convincing answers to these questions will interest increase in an internationalization of thinking and action in German municipalities and the willingness to participate in global agenda processes will rise.

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photo: Ruth Ur

Strengthen cities

German cities and communities can benefit from the strong narrative that goes through global agendas to assert themselves against higher planning levels. Although the cities' performance is valued for integration, democratic participation, or the development of innovations on environmental sustainability, cities still need to argue for improving their conditions of action. The reference to globally established principles can be helpful.

Use political leverage

The New Urban Agenda is the beginning of an intense debate about the creation of better urban conditions, the development of transformation tools, and standards for national reports and the architecture of the follow-up. In the sense of the English proverb "better to be at the table than to be part of the menu", German cities should actively contribute. Even medium-sized cities such as Mannheim, Bonn or Dresden have worked to reconcile their own local development commitments with international and effectively participate in global decision-making processes.

Corrective to local action

The sustainability goals and the New Urban Agenda are comprehensive and inclusive in their aspirations and call for cities for long-term, strategic planning. The global sustainability framework could lead and inspire, especially for small and medium-sized cities, which often lack elaborate mission-setting processes. Global standards (which still need to be developed) could provide important references and benchmarks for local agenda processes, enabling citizens to better assess their own urban policies from a neutral perspective and, if necessary, demand changes.

Participation in a global knowledge pool

Well-functioning city partnerships or an active involvement in city networks such as ICLEI, C40, Metropolis, UCLG or the Cities Alliance have already convinced many local players that better solutions and innovations do not always have to grow locally. German cities can also learn a lot from innovative financing models, integrated approaches to action, the integration of migrants or effective resource management and coproduction approaches in other cities. Local, cross-sectoral sustainability committees could play an important role here.

Internationalization needs support

An important task for National Urban Development Policy could be the development of tools and standards for linking local urban policy and process for a global agenda. City administrations and civil society should be creatively brought to the table in order to create a new awareness of the benefits of the internationalization of thought and action. This includes the creation of

The implementation of the sustainability targets and the New Urban Agenda will not succeed on its own. It can only be successful if some states, regions and cities show courage. Germany would have the resources and competencies to do so.

incentives such as financial support for an international exchange of experience, participation in the global knowledge pool, transfer of innovation, or participation in international city networks. Last but not least, it would be important to invite international cities to participate in national forums and conferences.

Leipzig goes global

The implementation of the sustainability targets and the New Urban Agenda can only be achieved if some states and regions show some signs of courage. Germany would have the resources and competency to do so. The further development and updating of the Leipzig Charter is a unique opportunity. Leipzig II could build a bridge between European experience and the hitherto fragmented global sustainability agenda. European cities could and should benefit from this. Leipzig II could give a decisive boost to the transformation to global sustainability in cities.

Klaus Overmeyer interviewed by Franz Pesch

PROCESS ORIENTATION AS FUTURE STRATEGY

It is possible to understand the National Urban Development Policy as a laboratory and thinking space for implementing the Leipzig Charter for the sustainable European city. Does that seem right to you?

Very much so. Through its programs, the National Urban Development Policy provides an important work of translating that helps municipalities meet the challenges of contemporary urban development at a local level. I find it good that the National Urban Development Policy's fields of action provide a close link between the spatial, social, environmental and economic dimensions of current processes of transformation.

How do you perceive the pilot projects from the perspective of your work? Are the contents and concepts perceived in (local) politics?

In the meanwhile, a dense nation-wide network of National Urban Development Policy pilot projects has been established. As a result, the National Urban Development Policy has become a local impulse-giver for the city of the future. From my own experience, I know that pilot projects have opened many doors in local politics. The model character of the projects, in conjunction with local initiatives, professional supervision and support from the federal government, unfolds its own strength on the ground, which, however, sometimes fades when the funding expires. The transition to forms of continuity will surely remain a virulent point in the future.

The communication of the ministry looks from outside like a cake of different ingredients – from the nitrate pollution in the ground water to the promotion of residential property. The correlation between social transformation and the associated effects on space as well as on individual life styles and worlds are not being clearly conveyed.

Are the policy areas "City and Environment" of the Federal Ministry for the Environment and Building relevant to the public?

From my subjective point of view not so much. The way the ministry communicates looks from outside like a raised cake of individual ingredients – from nitrate pollution in the ground water to the promotion of residential property (in detached housing?!). The connection between social transformation and the associated effects on space as well as individual life styles and worlds is not being clearly messaged.

In your opinion, what are the greatest planning policy challenges for cities and municipalities in the next decade?

I think that the National Urban Development Policy of recent years has been an important cornerstone and goal for the future development of rural areas and cities on which to build. For the future, I would like to see that the integrative approach of the fields of action to be further strengthened in the projects. To set focal points will certainly continue to be useful on project levels. In addition, however, we will be increasingly concerned with embedding and contextualization: on the one hand with regard to the global challenges and international urbanization processes as described in the New Urban Agenda. On the other hand, we must succeed in combining local project impulses even more with other questions, topics and resources on site.

Can you give an example?

As an National Urban Development Policy pilot project, the design of three new city squares is being promoted at the center of a large-scale residential settlement with a multi-ethnic population. To make the inhabitants participate actively and inform themselves about individual planning steps – today that is standard planning practice. New horizons open up if the discussion is not just about the design of floor covering, fountains and benches, but when the transformation of the squares is

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photo: Hans F.

being embedded in a process that poses important questions: How should public spaces be designed for people from different cultures? How can we regain social control over public space so that even weaker, marginalized groups can and want to stay there? Where can the transformation of open spaces be used to create links to educational programs, social institutions or commerce? Is it possible for local initiatives to build and operate their own plans on using the space, such as a meeting point, an outdoor sports area, a dance stage or an open class room? If so, how can this be brought about?

Do you have suggestions to strengthen the connection from experiment to good practice?

Grants are tied to promotion periods. In practice, many projects show that new approaches take time and that the best ideas emerge in the course of transformation. But this is exactly what the basic conditions of subsidies do not allow. After the inventory, the idea and the plan are envisaged, which must then be finished by "Day X." In this system, late-comers are "punished." From my point of view, there is a need for action here, mostly because there is minimal tabula rasa and new construction and much gradual transformation of what exists. What the future will look like can be less and less planned; it becomes tangible by actively changing and testing places.

Which calls for projects could you imagine in the coming years?

I think it would be interesting if in the future there were more calls for projects with a process-oriented approach. The focus is still on the design of a final state. We often lack confidence, courage and the right tools for the design of open-end transformation processes. On the other hand, many organic development models offer a real alternative to ready-made concepts. I think, for example, of the projects of dynamic park development in which urban parks emerge successively as a mix of urban nature, appropriation freedom, multiple encodings and targeted creative interventions. Or of

urban development projects in which new neighborhoods are created from the combination of pioneer-populated buildings, user-supported organizational forms and punctual new construction. Calls for projects in this field would certainly meet with a great response.

The next step beyond debates should be to enter consistently into a user-driven urban development, that is, to bring town-dwellers, initiatives, companies and institutions for the implementation of projects responsibly into the boat.

If the National Development Policy is was to be updated, which key aspects would you expect regards content? What strategies should be implemented?

Quality of life without growth and the public interest are two central themes for me, that will gain importance in the future. In the past, securing growth and prosperity was based mainly on a greater consumption of space and resources. How we consume less of everything in the future, live closer together, and still have a better quality of life, is becoming a central question. It should be taken up in up-dating the Leipzig Charter from the critical perspective of growth.

Closely related to the aspect of quality of life is the value of the joint approach. In urban development, the joint approach is manifested as public interest in land policy, public space, public infrastructures, etc. In the current debate on participation, accessibility and commons, public interest will be renegotiated. The importance of the public interest and its scope for design should play an increasingly strategic role in the National Urban Development Policy.

Stefan Rettich interviewed by Franz Pesch

NEW TASKS FOR THE NATIONAL URBAN DEVELOPMENT POLICY

It is possible to understand the National Development Policy as a laboratory and thinking space for the implementation of the Leipzig Charter. Does it perform that from your point of view?

The Leipzig Charter was an attempt to establish the primacy of sustainability throughout Europe, to anchor it at the national level and to implement it at the local level with the instrument of integrated urban development. Together with the "Territorial Agenda of the European Union", adopted at the same time, it furthermore aimed to anchor the city as a territory of particular importance for business and growth in the consciousness of other specialist policies and ministries. Thus, urban development policy should be established as a central political field and as the key to a positive shaping of social and economic transformation.

In retrospect, the question arises whether it has succeeded in removing the planning disciplines from its niche existence and establishing urban development as a central policy area.

At the federal level, one must clearly deny this. Urban development and promotion of cities are being pushed back and forth between the ministries during coalition negotiations. They are not central policy areas, but political bargaining chips. This is very unfortunate because there is no doubt that space factors have a decisive influence on the success of initiatives of other policy areas, e.g. inclusion and integration, or economic growth, both positively and negatively: Space matters!

This looks quite different on a local level. Sustainability and especially integrated urban development are now firmly fixed in the mainstream of municipal politics. This is also due to the fact that the Länder make the provision of subsidies based on the establishment of "Integrated Urban Development Concepts." The National Urban Development Policy has certainly played a decisive role in this by putting the subject on the agenda of federal policy making, thus highlighting its importance. Secondly, the National Urban Development Policy conference has developed into the most important meeting of planners, representatives of the Länder and municipalities and, in some cases, civil society. Sadly, economy is missing as the third governance segment.

How do you perceive the policy as a whole, how the pilot projects from your perspective?

Integrated urban development is a very theoretical field within municipal work. It is therefore not easy to describe the positive effect on the everyday life of the city, since specific projects can only be judged over time. We had this experience within the koopstadt (co-op-city) project, it was about the exchange between Bremen, Leipzig and Nuremberg with respect to their approached to integrated urban development. As a medium, we chose a classic magazine, and as a format the reportage. The focus was on real people who reported on how urban development is doing, what concrete goals are pursued in everyday urban life, what runs well and what is going wrong. I would say that mediation at the local level has been very successful and the project itself was a big win for the cities involved. But I am not sure if the potential of the project in detail was also recognized at the federal level or by other municipalities; perhaps I too did not recognize it. Most National Urban Development Policy projects I don't know at all or only very superficially; therefore I can't apply their findings. The majority of the pilot projects are also hardly distinguishable from ExWoSt (experimental construction of housing and urban planning), they only exist under another label.

This already is shown in the format of the "call for projects". To avoid this, the National Urban Development Policy could directly initiate and promote projects., such projects as provide answers to key strategic questions of federal policy at the local level.

Do the projects of the National Urban Development Policy play a role in the university debate on the city of the future?

In the university debate on the city of the future, National Urban Development Policy projects do not play a major role. For this purpose, they are, as a rule, too concretely directed to the urban present. In contrast, the joint project "Young Professionals Design Future" has established itself as an integral part of the curriculum of the universities and as a laboratory for future issues. Under the label of the "neo-European city",

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photo: Barbara Sinner

twelve universities are currently studying in seminars and projects with an update of the Leipzig Charter from the point of view of "generation Y", that is, of the generation now being trained. The students deal with the meta-themes within the charter in order to examine it for its current and future potential, and also with subjects which were not or only marginally treated in the charter, but from today's point of view have become a major subject of integrated urban development. It is a smart move for the National Urban Development Policy to regularly get the opinion of the new generation, which will plan our cities and regions in the future.

Would you have suggestions how the combination of experiment and practice could be strengthened?

Basically, I'm not a big fan of calls for projects. Anyone who has ever been involved in the work of an IBA (International Building Exhibition) knows that this will result in very few satisfactory approaches and that calls for projects will have a more satisfying effect on participation on the whole. The projects, which are initiated directly, are usually leading the way.

I see, therefore, much more potential in projects directly initiated by the federal government, which tackle important strategic issues at the local level. A national IBA of housing construction, for example, is conceivable.

The problem, which has been identified as a central issue by all experts, is the availability of land in integrated locations. The federal government has such land. In terms of the housing issue, this would offer a unique opportunity. With a federal "IBA of Housing Construction" on federal land, not only could housing with affordable rents be quickly created, but also, by awarding terrain according to pioneering concepts shining examples with international attraction. This would also be a litmus test for the difficult problem of integrated urban development. This is because the provision of public land for central projects of urban development often fails at the door of the cities" finance departments when they are not ready for conceptual awards.

If the Leipzig Charter was to be continued, would you focus on new key content?

If we consider the many unexpected challenges, such as the impact of the global financial crisis or the impact of the ECB's low interest rate policy on the real estate market and the housing issue, immigration and migration but also the risk of terrorism and its impact on the use and organization of public space, an update of the Charter in shorter cycles possibly an interval of of one to two years, e. g. by a Policy Board would be a sensible strategic innovation. In addition, resilience and subsistence, as smaller sisters of sustainability, should be more strongly anchored in the discourse, as it is due to the increase of climate events that they have become more important.

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It also seems to me that the reflection on the National Urban Development Policy is not just a matter of seeing through national eye-glasses. We must also think in the conditions and the resulting interests of other EU countries. In 2011, I was part of the "Cities of Tomorrow" initiative in a workshop of the EU Commission's Department of Regional Policy – I learned much there. From the perspective of a Bulgarian urban planer, for example, many subjects we deal with are champagne problems.

Tim von Winning

NATIONAL URBAN DEVELOPMENT POLICY AS THE STRATEGY TO IMPLEMENT THE LEIPZIG CHARTER

The formulation of the Leipzig Charter in 2007, and thus the promotion of urban development and its importance for the coexistence of the people of Europe, was an honorable undertaking. While the Charter of Athens attempted to resolve the breaks of the historically grown city and to find a new order for urban life by separating the individual components, the Leipzig Charter deals with the entire complexity of the European city. And rightly so, as the cities have established themselves over several thousand years as places and engines for progress, education, trade, business and social exchange. Although there is no general formula for the success of cities, a few characteristics are constitutive for our understanding of urbanity. To be mentioned here besides a high structural density are

Dealing with social segregation is a permanent task. Increasing social inequality of incomes and the refugee problematic have reinforced the tendency to homogeneous neighborhoods.

a comprehensive and small-scale mixture of social structures and different urban functions, as well as public spaces that are more than mere traffic areas. In this complex subject area, a charter can only provide a higher-level mission. The great difficulty lies in translating this general objective into concrete urban development. With the National Urban Development Policy, the federal government has adopted this task.

What moves the municipalities in the coming years?
There are very different tasks in sections of Germany. As a result of the migratory movements into the cities, the management of growth, large housing demand and expanding economic development are countering the handling of population decline. In particular, the future of rural areas is a difficult task in the balance between providing existential basics and the economic management of the infrastructures. The efficient use of infrastructures is one of the central foundations for future and sustainable urban development, which always depends on real distances. Regardless of whether it is in the rural environment or in the urban fringe, the aim is to promote urban structures and avoid disparate developments. The aim of the equivalence of living conditions must not lead to the "economic" benefits of urban structures being "leveled out". In particular, the goal of "decentralized concentration" has not lost its relevance for the relief of large metropolises.

This is particularly true in the light of the fact that we have created a large number of public infrastructures (roads, railways, tunnels, bridges, canals, but also educational institutions, hospitals and other social institutions), whose maintenance is hard to keep up with the meager budgets. Due to the demographic change, it will also need ideas, such as more efficient use through targeted compression or a critical review of actual needs.

A permanent task is dealing with social segregation. The desire for a housing environment with as few conflicts as possible leads to a breakdown of the various social milieus into homogenous neighborhoods. The increasing social inequality in the income situation and the refugee problematics have reinforced this trend. The results of educational studies also call for special attention to the social framework.

One of the most important tasks is the development of mobility behavior within and between cities. The increase in the volume of traffic with noise, exhaust gases and space requirements over the past

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decades has become one of the major disturbing factors of urban life in addition to ecological issues. The approach is based on a fundamental understanding of mobility. In fact, one is mobile when many needs (work, shopping, leisure, etc.) can be easily fulfilled if many options are open. The necessary change of place is only a means to an end. The common concept of mobility, however, depends upon the necessary effort. According to this definition, whoever is on the road for long distances and much time is mobile. The energy needed is the same, the difference is the distance. The European city offers approaches to this. Density and mixture make it possible to have short distances for many daily needs and thus achieve the prerequisite for environmentally compatible mobility. The development of environmentally friendly mobility technology, the digital potentials, for example, the linkage of different modes of transport and many other technical innovations, have a supporting effect. Without a city of short distances, a reversal will be very difficult for us.

Fields of Action for the National Urban Development Policy?

The National Urban Development Policy has three strategic approaches: supporting specific projects, including documenting and making available the results, promoting exchanges among professionals, and increasing public awareness of urban development issues. In my estimation we are achieving these goals in varying degrees. The approach of the last few years, with defined contents to support a wide range of projects and planning processes, and in the process build on the innovative capacity of individual municipalities, is a correct decision. However, while project funding works well, the perception of the results is more limited to those directly involved. A reflection and discussion of the participants is only possible to a small extent. This is certainly due to the fact that it is not easy to garner independent attention in the large number of publications, project documentations and conferenc-

es. One future goal could be to provide the results for the exchange between the various actors in a more comprehensible and accessible way. This includes a wider public, special attention to clear documentation as well as a low-threshold search function for the research. The consideration of negative experiences and obstacles could also increase the applicability in practice. A large number of our societal, tax and legal frameworks compensate for the various advantages of the European city in favor of other developments (dispersion, concentration processes of mono-functions etc.) and disadvantages urban structures. This applies, among other things, to the mostly solidly financed costs for transport and other infrastructure measures, such as land tax, or the tax-deductibility of calculating costs for commuter traffic. This shows a great defecit in theories. In my opinion, it would be interesting if, in addition to concrete practical project support, a focus would also be on the promotion of scientific research or the implementation of corresponding planning games. There is a great need to bring together the relevant framework conditions so relevant to urban development, to work on them scientifically and, if necessary, to investigate their effects.

In addition to concrete practical project support, focus should be on the promotion of scientific research or the implementation of corresponding planning games.

4 ON UPDATING THE NATIONAL URBAN DEVELOPMENT POLICY

In interviews and contributions, the members of the Policy Board, as well as urban researchers and planners in 2017, commented on the results of the National Urban Development Policy: Where did the results fall short of the expectations? In which areas is a changeover, supplement or fine adjustment necessary? The curators agree that discourses about innovative concepts and experimental projects are needed now more than ever to explore new ways of implementing urban development goals. At the same time, it is already clear that the emerging changes in the social, economic and cultural framework conditions must also be reflected in new accents of the National Urban Development Policy. The collected theses and suggestions of the Policy Board therefore point beyond the criticism of what has been achieved and are summarized in this concluding section as an orientation framework for the continuation of the National Urban Development Policy

4.1 NATIONAL URBAN DEVELOPMENT POLICY – ORIENTATIONS FOR UPDATING

From the outside it is not easy to locate the National Urban Development Policy in the spectrum of programs and funding. This blurring of the external effect beyond the circle of the "initiates" is perceived as an obstacle to the mediation of the political concerns. This is especially true for the lacking co-ordination of the National Urban Development Policy project series and the nationally significant urban development projects. While claim and diction appear to be similar, the correlation of content and the political division of labor remain unclear. However, this is not just a question of perception: obviously, there is also a lack of routine on how the findings of the platform and the pilot projects can be transferred to the landscape of the program. This is an occasion to work out the challenges facing the cities and to reflect the urgent need for political action.

The 21st century – the urban challenge

In October 2016, the third UN World Conference on Housing and Sustainable Urban Development in the Ecuadorian capital Quito reached an agreement about the "New Urban Agenda". By adopting this political guideline for the coming decades, the UN member states are committed to the importance of cities for solving global challenges.

Through the international exchange, whether it is the "New Urban Agenda" within the framework of the Habitat or the "Urban Agenda for the EU" within the framework of the Amsterdam Pact, the actors of the National Urban Development Policy take part in the discussion of the future of cities. The next milestone will be the German EU Council Presidency 2020.

Guiding principles for urbanization are urgently needed. As in the phases of the birth of the modern city in the dawning industrial age, the dynamic growth of cities and urban regions happens not without conflict in the 21st century: wealth and impoverishment, luxury housing and housing shortages, migration and social polarization, resource consumption, climate change and air pollution go along with the global urbanization to an hitherto unknown extent.

The spectacular images of the consequences of urbanization focus first of all on the emerging and developing countries of Asia, Africa and Latin America. With their dynamic population growth, which has created the new city type of the Megacity, they are the new nucleus of the worldwide urbanization.

Urban development however also knows other characteristics and speeds. In highly developed countries with advanced urbanization, the scenarios are drifting apart depending on economic conditions and demographic trends. While economically stable cities are growing again and celebrating a renaissance of urban culture, other cities are losing jobs and inhabitants in structural change. This imbalance, expressed by the simultaneity of growth and shrinkage, will determine the urban development of the industrialized nations over the coming decades. Growth, however, does not necessarily mean prosperity today. Inasmuch as (globalization-) winners and losers are among the cities, the social gaps between those who participate in this growth and those who are excluded from it also deepen within the cities. "Bridging the urban divide", this demand from UN-Habitat (2011) has become one of the central challenges of the 21st century.

The Cities: accumulation of problems, but also of potential solutions

The influx of workers, access to information and the availability of technologies and mobility systems make cities a place of innovation and production. According to estimates by the United Nations Environment Program (UNEP), around 80 % of the world's added value is generated in them. The associated consumption of the limited resources and the burning of fossil fuels have their price. Almost 80 % of all greenhouse gas emissions are generated in urban areas on a few per cent of the Earth's surface. The serious consequences of global warming, to which these emissions are contributing significantly – drought, heavy rain, floods – have now also increased dramatically in temperate climates.

Worldwide existential questions of economic and social development are being decided in the cities. If we succeed to prevent the fallback to authoritarian nationalism and protectionism, if international agreements, climate and urban development agendas can really develop their potential and if the strategies of multi-national companies can be embedded, then enormous chances for prosperity and the quality of life can be achieved. If citizens, businesses, urban policy and administrations find together in partnerships for socially just and sustainable development, the existing disparities in income and wealth can be reduced, access to governmental and municipal services simplified, and the transition from the fossil fuel consumption economy to the energy-cycle economy can be accelerated.

Due to the global network of nearly all sectors, responsibility for the urban future is growing the world over. The consolidated cities of the Western world will benefit from global urbanization only if sustainable solutions take effect in the creation of urban living spaces in the developing and newly industrialized countries. European know-how on urban development is in demand internationally and can make important contributions to the solution of the upcoming tasks, just as cities in the opposite direction can benefit from international experience.

4.2 THE MAJOR TASKS OF NATIONAL URBAN DEVELOPMENT

For the European city, the following tasks can be derived from global megatrends.

Climate and resource conservation – consistently and networked. The dramatic effect of the climate consequences requires a consistent and coordinated action of politics, economy and society. The aim of the European Union is to reduce emissions of greenhouse gases by means of comprehensive measures. Even if the measures introduced will be successful, the longevity of greenhouse gases will require a strategy to adapt urban areas to the effects of climate change. Sustainable solutions require that new approaches are taken, based on the wealth of ideas and implemented with political design power. More than ever before, it is important to develop procedures and processes in which the conflicts of interests and interests that are unavoidable in this field can be negotiated fairly and in an equitable manner. Besides the necessary changes in behaviour and lifestyles, a wide range of technological innovations is taking place in all areas of life – from the energy-efficient work organization to new mobility concepts and the offensive use of smart technologies to sustainable building materials and responsible resource management (Urban Mining).

Migration – the permanent challenge. There is a particularly close link between urban development and migration in the European city. People who immigrate have relieved the labor market and enriched the cities culturally. Although a "mark of modern urbanity" (Martin Baumeister), immigration is also often questioned or perceived as an exception. This impression is illusory. Even if we succeeded to keep war and terror as the cause of escape down, poverty and unemployment will continue to lead millions to accept cumbersome and dangerous escape routes for security and prosperity. In addition, the consequences of climate change – heat waves, drought and sinking coastal regions – will force millions of people to look for a new home in the next decades. Migration and integration thus remain inevitable – on the agenda, as a challenge and, due to a sustained low birth rate, as a chance.

During the past decades, the integration power of society has been demonstrated again and again. Based on many years of experience with gradual integration, cities and villages – supported by a wave of civil society involvement – have shown themselves receptive for refugees. Integration is successful if the development of a "triad" from integration into the labor market, from educational offers and cultural participation and from integrating housing concepts are achieved.

But what if people in an existentially unsecure situation feel threatened by strangers in their social identity? Or, if the immigrants refuse to adapt and the worlds they are living in stand apart in isolation side by side? The dangers arising from growing social envy, competition and political radicalization are evident and are becoming increasingly evident across Europe. These ambivalent experiences point to the need to determine the contribution of an urban development policy in the context of social, labor market and education policy.

Demographic change – a global phenomenon. As in many countries in the world, the aging process has two components that reinforce each other in part. On average, people are living longer and longer because of better health care. At the same time, the population share of older people will grow considerably in the coming decades, mainly due to the baby boomers' coming into retirement age. According to the Federal Ministry of Inner Affairs (BMI), the aging quotient, which means the ratio of 65-year-olds and older to 100 persons in the working age between 2015 and 2035 will increase from 34.7 to 46.8. The aging process, which is unstoppable and is only slightly reduced by immigration, proceeds regionally different: in urban agglomerations and large cities, the effects of demographic change are partially covered by young people moving in. As a goal of both internal and external migration, they are places with stable population numbers and numerous citizens with foreign roots. In the rather structurally weak peripheral regions, the high old-age quota is combined with declining population numbers.

The consequences of the demographic change for the economy and society are being discussed passionately and controversially. Basically, however, there is a marked change in the perception of aging. Instead of

focusing on the main emphasis of its deficits (aging as a process of loss-induced decline and deficit), the focus is now increasingly on skills and opportunities, activation and stimulation, and ultimately the idea of "successful aging" (Pro-Aging). At the same time, however, both the pension system and the economy are faced with enormous challenges with the declining number of employees. With the transition to the "fourth age" from about 80 to 85 years, physical limitations, multi-morbidity and dementia are also gaining in importance. According to the forecasts of the Federal Statistical Office, the number of people in need of age-related care could rise by 2060 from about 2.9 million to about 4.8 million. In view of the further diminishing viability of the family networks, which have provided necessary care to date, the social security systems are being put to a hard test here.

The demands on urban development will also increase: the design of public space, services and mobility concepts, which allow for participation in urban life, irrespective of age and constitution. The quality of public space as an extension of private living space, as a recreational area and as a space for meeting and communication for people of all age groups, has a quasi frame-work giving importance. In the construction of housing, it is not about the development of special accommodation for individual groups, but in the sense of a "universal design" in order to find the most appropriate and generic forms of housing and offers for exchange and contact as well as mutual assistance.

Economic structural change – global and local challenge. Information and communication technologies are changing all areas of life. What it means when classical services are taken over by computer programs and robots, devices communicate directly over the internet ("Internet of Things") and digitally networked systems organize production processes is currently being discussed in all media. What are the opportunities and risks of a completely networked and digitized society? The chances for the development of diverse assistance systems, in the medical-technical area, in the education sector and the media or for productivity increases (Industry 4.0) appear enormous. On the other hand, the optimistic view of the corporations

that digital technologies with new products could compensate for the anticipated workplace losses is being annotated rather critically. Fears preponderate, that the digitalization that has been initiated in the longer term could make any second job obsolete. The worries about the data security and data protection problems caused by "Big Data" are equally serious.

The influence of digitalization on urban development can be shown by the concept of Smart City. The future images designed under this label are ambivalent and vacillate between increasing efficiency and control on the one hand and transparency National Urban Development Policy arency and participation on the other. Research projects and model projects are currently testing how to approach the resource-conserving and emission-free city with digital control. The spectrum of applications is diverse, ranging from linking mobility offers, heat and electricity supply at district level, as well as early warning systems for extreme weather events. At the same time, as a result of the networking and the increased use of technologies, the inhabitants benefit from a higher quality of service and new offers from the urban infrastructure. In this respect, the citizens have by no means only the part of passive consumers. The Open Data philosophy promotes the transparent National Urban Development Policy and citizen-friendly work of the administration. New opportunities are also opening up to citizens" participation: digital platforms can be used to expand opportunities for low-threshold participation in urban development.

The impact of digitalization on urban life towards an efficient and technology-integrated future is not without risks. Critics suspect that the Smart City approach is primarily driven by economic interests and a mobility vision focused too much on "autonomous driving" – all in all, a marketing strategy for the technology and automotive groups to bring new products and services to the customer. The American sociologist Richard Sennett fears a negative impact on public life. He warns that the subordination of all spheres of life under the logic of calculation, controlling and steering could lead to a "lifeless bleak city" and points to the successful policy of "re-manufacturing" American cit-

ies that help to stabilize economic structures and integrate migrants. This approach corresponds to a policy of strengthening local economies and decentralized production also in Germany.

Sustainable urban development: integrated and location-based. The Leipzig Charter, the Memoranda as well as the New Urban Agenda are based on the principle of sustainability, which questions all plans and measures on whether they are ecologically sound, socially just and economically viable. Sustained by this idea, environmental technologies, energy efficiency and digitalization as well as manufacturing can make significant contributions. The prerequisite for success is, however, political majorities that are enthusiastic about and committed to the sustainable city. Only through intensive participation will the urban societies be able to reach a broad consensus on the necessary decisions or rather on the balancing of interests, which is indispensable in many cases of conflict.

The commitment to a holistic view and integrated concepts of action proves true again and again in urban practice. Where one is content with sectoral solutions and does not think and act in networking, the intended effect of the concepts can be weakened or, in unfavorable cases, even run reverse. Fortunately, the projects that demonstrate impressively how much added social and urban surplus value is created when all dimensions of planning are conceived together: for example, when as a result of cross-departmental creativity necessary flood protection is designed as an inviting shore park.

There are three spatial levels of urban-planning discourse – the city region, the city and the urban district. The urban district plays a decisive role in the success of sustainable urban development. The neighborhood is the primary social reference point of the inhabitants. Here, urban qualities, everyday culture and services of general interest are experienced. Here the living worlds of the inhabitants meet. As seeds for social cohesion and political participation, neighborhoods are seismographs of a cosmopolitan and sustainable way of life. The discussion of the living conditions on the ground can be used to National Urban Develop-

ment Policy ire insight into the need for decisions at the whole city level.

Ideas and projects of the National Urban Development Policy rightly emphasize neighborhood development. The dialogue with the citizens can be based here on concrete experiences and knowledge on the spot. Here can be seen whether innovative concepts only work in some areas or whether they interlock successfully. The Social City program, with its interdisciplinary design, is exemplary for quarterly integrated planning policy, with which the success story of German urban development policy is updated.

But the "cultivation of the local" can only become a building block of sustainable urban development if the plans forged there do not lose sight of the whole. There are many subjects for interlinking the levels of action – for example, the link between mobility and housing construction, the securing of local supply or the integration of immigrants. Future-oriented neighborhood development must therefore be embedded in strategies for the city and region.

On the whole, these local tasks imply an urgent need for action, which cannot be tackled alone at the municipal level. The National Urban Development Policy provides a platform for the exchange of orientations and experiences in the sense of learning processes.

4.3 ON THE CONTENT OF THE NATIONAL URBAN DEVELOPMENT POLICY

The future tasks of the municipalities can only be solved if all actors from the worlds of business, science, politics and society are willing to play an active part in shaping a sustainable city. The city must re-commit! The National Urban Development Policy provides a platform for an intensive exchange on the goals and concepts of urban development. Its most important task is to launch networks and alliances for integrated action. From the point of view of the interviewees, especially the following issues will be addressed in the coming years.

Future-oriented city districts – stable and diverse. Social changes such as economic structural change and demographic changes are not only experienced individually, they are also reflected in the everyday life of the neighborhoods. Today we must draw a differentiated picture of neighborhood development in German cities and municipalities.

City and district centers are identification points for citizens, they shape the face of our cities. The Leipzig Charter emphasizes the value of the diverse and dense centers for the quality of life and the atmosphere of European cities. After careful renewal, many city and village cores present themselves today as treasures of European urban culture. The current changes in trade, be it new business forms or online trading, however, suggest that familiar patterns of usage in the centers will change. The task will be to keep and maintain a stable mix even with less retail space. The pilot projects of the National Urban Development Policy contribute to this by promoting creativity and founding initiatives as well as strengthening the city centers as cultural, residential and working places.

Despite heavy construction activities, criticism about monotonous newly built neighborhoods refuses to be silent. In comments the question is raised again and again: Is society today still able to build diverse and viable neighborhoods? It is obviously not enough to ask demands for functional and social mixing, for the liveliness of the ground floor and the building-over of lots. It will be crucial to be able to overcome the large units favored by the real estate sector and to return to the small and mixed city blocks typical of the European city. The returns generated today in the real estate sector should encourage municipalities to aggressively demand the urban qualities proven in successful model projects. The introduction of the new building category "Urban Areas" into urban planning law gives municipalities a flexible tool for realizing functional diversity. In addition, an in-depth reflection on ground-based political strategies and instruments – hereditary building right, socially appropriate land use, mobilization of land reserves, conceptualization (i.e. decision for the best concept instead of the cheapest offer), land storage policies and tax alternatives – has become indispensable.

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The most important task remains the continuous renewal of existing quarters. If investments are not made in buildings or apartments over a longer period of time, households will be concentrated there without the option of choice in the housing market. With this forced segregation begins a downward spiral, at the end of which are socially dependent quarters. The marginalized urban areas of the 1960s and 1970s ("overburdened neighborhoods") are now among the classic urban renewal areas – the Gründerzeit districts at the outskirts of the city center, which today have become an interesting place for people with high incomes and which carry the risk of gentrification, while marginalized areas of precarious life situations are often sources of social explosions and of damaging social peace. Local politics must counter the marginalizing of segregated poverty and urgently needs support from the federal government and the Länder. In order to stabilize urban and district areas which are economically and socially disadvantaged, the "Social City" program has by now become an important pillar.

The defining feature of European cities are their public spaces. With their architecture, streets, squares and parks, they shape urban identity. With the transformation of the urban public, the urban space seems to have lost its urban function as a social staple. Its attention in the life of the city did not stop this: on the one hand, the unbroken attractiveness as a cultural play ground and as a leisure destination, but on the other hand for the regular criticism of the decline of the pedestrian malls, of violence and vandalism. In its social function, public space is the mirror image of a multicultural society, as a political space, it is also the venue for conflicts. Behind some controversies about design concepts and details are fears of losing security and atmosphere. Public spaces need continuous monitoring, a comprehensive and, above all, cross-departmental development, care and management. Today, the qualification and revaluation of public space is inextricably linked to new mobility concepts, the reduction of automobile traffic and the increase in its function as a place to stay, to communicate and to meet.

Sustainability and participation – touchstones for the urban society. In order to avoid conflicts in the implementation of the sustainability objectives, working with the citizens is a central task. Local knowledge and wishes of the citizenry can thus be made accessible as a potential for urban and communal development and distrust of planning and decisions of politics and administration can be cut back. In this way, planning decisions become more transparent National Urban Development Policy, binding and reliable.

The projects of the National Urban Development Policy show the importance of pooling forces and working onout common problem solving. Social media are becoming more and more important, enabling new forms of participation. However, the new media are also used for self-initiated social interaction in the urban space, as "smart" technologies to reinforce innovative approaches for participation in the digital age.

The new forms of communication in integrated planning and implementation processes are an important field of action for the National Urban Development Policy .

Migration, plurality and diversity – shaping social cohesion through integration. Cities have always been places of integration, learning and practicing social coexistence. In the political debate, it is often ruled out that some 15 million immigrants and people with a migration background live and work in the Federal Republic. If integration is to be successful and living together fruitful, access to social resources must be open to all people: to educational and cultural institutions, especially to the labor market. As a basis for social cohesion in cities and municipalities, an accessible social infrastructure is needed in addition to affordable living space.

National urban development policy can help to see immigration as a benefit rather than a threat. Urban development and migration are as inseparable as cultural convergence and integration.

Future of housing – affordable housing in a social mix. The declining social housing construction, which has been going on for decades, has led to a tense situation on the housing market in many municipalities – especially in growing cities. When low-income households compete with immigrants for cheap housing, social explosions can arise.

In order to reduce the deficits in house construction in a short period of time, the municipalities and the housing sector must take advantage of the housing political clavier as a whole – from providing favorable building land to quotas for low-cost tenancy and owner-occupied apartments to the promotion of construction co-ops and owner-co-ops. This should also reflect the need for supplementary housing policy adjustments, such as an extension of the far too short binding periods of publicly subsidized housing. Future-oriented housing construction must not neglect qualitative requirements in the face of acute demand. Above all, it is about creating stable, socially balanced neighborhoods, in which the breadth of demand is depicted. In the growth regions – especially since the current real estate boom has begun with the accompanying exorbitant rents and increases in purchase price – the worries about a disruption of urban society have massively intensified. Instead of the planned social and functional diversity and mix, we are currently experiencing processes of accelerated "de-mixing" mediated through the housing markets.

Hopes are also directed to housing experiments such as the "Urban Samtweberei Neighborhood" of the Montag Stiftung Urbane Räume in Krefeld or the initiatives for collective housing in the Turley area in Mannheim. These projects aim to promote cohabitation in the district, stimulate cultural impulses and generate innovative value for the neighborhood through innovative financing concepts.

Living in the urban context must become an important building block in the future work of the National Urban Development Policy. New models of living and living in the city, oriented towards the common good, and new forms of charity with high "urban returns" are an important field of experimentation.

City and economy – innovation spaces and competitiveness. In the classical symbiotic relation between city and economy new fields of action are emerging: the use of new technologies makes the city itself an economic field of action – from the provision of individual housing units with systems of control and assistance to the idea of the Smart City, which is to make urban life cleaner, more efficient, more comfortable, more efficient, more flexible. This opens up a wide field for cooperation between municipalities and companies.

Efficient technologies must not dominate everyday life. It would be fatal to be content if cities functioned like computers. The smart city must remain a humane city. Therefore, the application of information and communication technologies will ultimately be measured by their contribution to the urban life and work environment. The potential of interactive systems for greater transparency National Urban Development Policy, participation and democratization must not be left unused.

Even if the high-tech technologies seem to surpass everything, urban development is about more. The services of small specialized companies for the strengthening of local cycles and the stabilization of local economies are often overlooked. What is meant here is not only the founding scenes of the creative economy, but also production facilities embedded in the districts. With their residential near supply, jobs and training facilities, companies in the district and neighbourhood are a building block of a functioning local economy – in suspended districts they provide an important contribution to social integration and stabilization. Initiatives in urban renewal areas that start as informal structures and lead to the founding of companies therefore deserve special attention.

The new technologies open up opportunities to bring manufacturing industry back into the city. The rediscovery of the productive city becomes possible by new low-emission production techniques, a growing demand for housing-related jobs and the demand for productive services in residential areas. The current amendment to the Federal Building Code takes this tendency with the introduction of the "Urban Areas" category.

The National Urban Development Policy was able to show in pilot projects how jobs are created from informal projects, and how the use of new technologies can revitalize the compact and functional city.

Urban and environmentally sound mobility – neighborhood mix and intermodality. Not only are the global growth poles are lost in traffic chaos, but the German cities also have to expect a further increase in passenger and freight traffic. Despite good ideas, the reality of road traffic has fallen far short of expectations. In the mobility sector, greenhouse gas emissions have been reduced by just two percent since 1990, and are thus far behind the overall decline of around 30 %. The integration of transport National Urban Development Policy into the city therefore remains a top priority. Above all, the question must be answered as to how high mobility can be achieved with as little traffic as possible. The decarbonization of alternative engines, the reduction of traffic noise and land consumption are increasing the quality of life in the cities and municipalities.

The counter proposal to the city of automobiles begins locally. Urban density and mixed use in the neighborhood shorten paths to the workplace, to school and kindergarten and shops for daily needs. There is a further potential for savings in everyday commuter traffic. In addition, if it were possible to reduce the work-related physical transport National Urban Development Policy using smart technologies (e.g. conferencing, etc.), a further milestone would have been achieved. Important building blocks are, in addition, environmen-

tally friendly engines (electromobility and fuel cells) or a balanced infrastructure use, for example via a traffic-load-oriented pricing system.

The National Urban Development Policy can help to find the way out of the automobile society with integrated concepts: with smooth intermodality, i.e. a change between the different means of transport National Urban Development Policy – train, bike, car-sharing, bus or e-bike.

Culture – stimulus for an urban future. The attractiveness of the cities, their quality of life and their atmosphere are not just due to the quality of their buildings and infrastructures. In its recently published "Culture: Urban Future" study, UNESCO defines the future perspectives of the cities, above all by their cultural wealth. This means a comprehensive concept of culture that goes beyond traditional cultural institutions such as museums, opera and theater, and includes the development of open spaces for creative types and a new culture of coexistence. This explains why Berlin has developed so rapidly in the last decade, why Leipzig or Bochum have become a shelter for creative economy and why – to refer to the global dimension – Shanghai starts its newest urban expansion area with the conversion of old factories and aircraft hangars, the founding of museums and galleries and the construction of an eleven-kilometer-long river park. Urbanity through culture is not just an option of big cities. Every city, irrespective of its size and position in the city network, must ask itself how its future should look and what the contribution an urban development can achieve. With its pilot projects, the National Urban Development Policy opens up new dimensions for cities and municipalities – community housing projects, urban greenery and creative founders provide a great deal for the culture of a district.

Building culture and local identity – design quality through continuous dialogue. Building culture creates quality of life and secures local identity. It includes all stakeholders and refers to the entire process: from the idea through planning to construction use. In this sense, building culture is a comprehensive concern that affects social, economic, ecological and cultural framework conditions. The demand for a high quality of planning and building can only be met in continuous dialogue, which is often accompanied by conflicts of interest: building culture is a culture of conflict.

Building culture strengthens the creative forces of a society: the continuous public discourse, quality assurance procedures in the planning process and an educational offensive building culture describe the way to better and more sustainable buildings, rooms and infrastructures.

The National Urban Development Policy can help overcome the conflict between ecological building and high architectural quality, which is constantly emerging in certification procedures and awarding prizes.

Green infrastructure – investing in the quality of life of the city. The provision of free spaces near residential areas is considered as a classic obligation of urban development. Many neighborhoods owe their quality of life to greenery, to the urban environment – residential atmosphere and addressing, social encounters and good neighborhoods, health care and sporting activities, air quality and biodiversity benefit from a good supply of free spaces. With its positive impulses, greenery in the city is a crucial stabilizer in renewal concepts for disadvantaged neighborhoods, which are frequently under-supplied and require better equipment.

In residential communities where the increasing demand for housing is to be covered as much as possible in an integrated manner, the development of the inner core may conflict with the requirements of climate adaptation if construction measures limit the supply of fresh air and the compensatory function of vegetation.

As green infrastructure, it becomes an existential device for neighborhood development in densely packed areas. In the sense of a double internal development, urban greenery has specially to be kept up, better cared for and better networked and qualified. If the municipalities adopt this argument, the chance grows, to implement urban greening against competing demands. The white paper "Green in the City" makes it clear that the society is willing to invest in the green infrastructure. In order to open up the ecological and social potential, urban green is to be developed throughout all the departments of the ministry. Inspiration National Urban Development Policy comes from the population, its perception and its demands on the use.

The National Urban Development Policy can contribute to translate the results of the City Green Research Initiative into the cross-departmental routine of urban and neighborhood development.

Decision-making in the municipalities – inter-municipal cooperation. In the twentieth century, growth in space has led to the emergence of a city type also in Europe, which is determined by growing interdependent settlementstructures, but also by an expansion of the everyday paths. Especially in the urban regions, there are close links between the city and the surroundings. Agreeing in professional discourse, "regionalization" proves itself in practice as a controversial field of action, which can trigger conflicts again and again.

Numerous projects are by now showing what can be moved with inter-communal cooperation; whether in case of shrinking regions basic needs are covered through work sharing, whether the balance of the regional center structure is maintained through the coordination of large retail projects, or if the expansion of space for residential use is coordinated with the regional environmental traffic organisation. Quality of life, cultural profile and economic power of innovation demand co-operation across municipal boundaries – a compatible co-operation in the use of land, a coordinated expansion of the infrastructure, a common de-

velopment of the mobility systems and a demand-oriented housing supply.

From a reinforcement and continuation of regional co-operation citizens can expect the qualification of the infrastructure as well as a sparing use of resources andt he budget. With the support of the National Urban Development Policy, a scope of activities with great effects for sustainable development can be opened here.

City planning with new role allocation – citizens design the city. Integrated city planning relies on changed processes – interactively and with a participation-oriented approach. Classical methods of land use planning can be enriched with creative impulses. Informal plans, through which the actors, freed-up from the rules of formalized procedures, reach agreements, are becoming increasingly important. With the opening up of the planning processes, old urban virtues come to life: "Making the city together" is the motto here. In open planning processes, subversive forms of spatial appropriation can unfold beyond the formalized planning of the city: quasi as a counter-design to the traditional understanding of urban planning, urban scenarios are developed from partial episodic activities. Where volatile social networks are condensed into self-responsible projects, vital neighborhoods occur – with cultural projects, informal enterprises, community housing estates, citizens' stores and city gardens.

City planning cannot be operated here solely with traditional instruments, but must find ways to procure free spaces for the creative players to redevelop their neighborhoods.

The National Urban Development Policy promotes innovative methods in urban development. It can accompany the appropriate procedures and develop possibilities for the targeted development of new forms of interaction.

National Urban Development Policy | Policy Board meetings from the years 2009 to 2016

In reflecting the challenges facing the cities and municipalities, in view of the expectations of civil society, the curators give recommendations which are summarized in the following points.

1.   The National Urban Development Policy as the framework for space-oriented programs

In science, municipalities, politics and economy, initiatives and institutions are working to solve future tasks in cities and municipalities. But even large formats, such as the "Zukunftsstadt" series of events organized by the Federal Ministry for Education and Research in the academic year 2015, or the "Morgenstadt" research initiative of the Fraunhofer Society – which work side by side on the urgent tasks of urban development – are only slightly interlinked with federal government policy.

In the meantime, the Innovation Platform "Zukunftsstadt" (IPZ) as part of the interministerial working group ("IMA Stadt", lead-managed by the BMUB), strengthens the connection between urban research and municipal practice. In dialogue with experts from civil society, science, business and municipalities, cross-departmental programs and initiatives for sustainable urban development are to be generated.

If, as Minister Barbara Hendricks puts it, "in order to set the right course with strong cities according to the guideline of the New Urban Agenda", the right decisions are to be taken, the National Urban Development Policy will play a central role in this process. In this sense it seems absolutely necessary to establish an Inter-ministerial "Working Group National Urban Development Policy".

2.   Strengthen the coordinating function of the National Urban Development Policy

The National Urban Development Policy was established as a superstructure for translating the Leipzig Charter into urban planning policy and the promoting urban development by the federal government. Meanwhile, the position of the National Urban Development Policy has changed within the policy areas. Has the position of a pacemaker for the urban development-building policy of the national government become a focal point among others? This impression is strengthened if the government's commitments – especially in the case of new programs, which are inspired National Urban Development Policy by the National Urban Development Policy, but which are often hardly integrated into its structures – are envisioned in their entire breadth.

If the original significance of the National Urban Development Policy is to be recovered, it must stand out more strongly from other urban political discourses (BMBF-Zukunftsstadt) and action platforms ("Städtebauförderung", urban development promotion program) and explicitly assert itself as an integrating framework for the strategic campaigns and programs existing in the Federal Republic. As a platform and experimental space, it is a switch stand to prepare change in the program landscape.

- As an established platform for the discourse on the future of the European city, which is not determined by formalized procedures, the National Urban Development Policy can prepare decisions of sustainable urban development policy (e.g. for the sustainability strategy of the Federal Government, for new forms of commons interest etc.) and intensify interdisciplinary transfer.
- If the cross-departmental interface function is to be brought back into the light more clearly, it needs a mandate in which the prominent position and integration in the field of urban development policy are anchored. A closer interlinking of similarly structured, but currently juxtaposed programs – lets call it a "bundled program landscape" – could contribute to more contour and effect of the town planning policy.

In the pilot projects, new topics and procedures will be examined under the umbrella of the National Urban Development Policy. To ensure that the initiatives do not go slack, it must be clarified how successful projects find their way into urban planning policy. An urgent concern is the linking of the Urban Design Projects of National Significance and urban development funding. If the projects of the National Urban Development Policy could be interlinked with the "Experimental Housing and Urban Development" (ExWoSt), much

would have been gained. This requires a defined agenda for the path from the idea through the experiment to the input into the programs.

3. Strengthen the impetus and effects of urban development policy

Today, ten years after the signing of the Leipzig Charter and a phase of concepts and experiments, questions are particularly directed at the impact of the National Urban Development Policy on urban development practice especially because the implementation is not fast enough and sectoral measures alone will not suffice. Since the publication of the charter and the memoranda of 2007 and 2012, the requirements have risen even more – namely in the entire range of sustainability objectives: from landscape protection and internal development to material cycles and energy saving, mobility and infrastructure utilization, to social cohesion and local culture. Speakers at the congress "Urban Energies" in 2012 emphasized that the new challenges require a "radical rethink and action".

The position of National Urban Development Policy in the overall organization of the national government is of central importance. Are the discourses on urban development and the pilot projects firmly anchored as an exploratory level of the building policy of the National Government or are they running parallel to other policy areas? Clarifying of this question should be decisive for the update.

Numerous discussions show that continuity is an urgent concern. Urban development policy needs solid structures, trust and reliability. The example of housing policy showed how discontinuities lead to fatal consequences.

4. Expand cooperation in the range of politics of possibilities

One of the successes of the National Urban Development Policy is the vertical cooperation between the Federal Government and the Länder as well as the municipalities and civil society groups at the local level. Here, it is above all the pilot projects that bring together a wide range of actors. Their experiences in turn benefit the further development of the federal policy.

The municipalities understand the National Urban Development Policy as an enrichment and not as interference in urban concerns. Since the major themes are the same in many cities, they are welcoming a platform that offers a continuous exchange of problems and solutions.

Horizontal cooperation, however, appears to be more difficult at both the federal and municipal levels. The reason are undoubtedly the differing schools of thought in the disciplines as well as in the departments, in particular in different facilities and political comprehension. The complex structure of urban development, however, needs an interdisciplinary approach to solve its problems. On the one hand, the adoption of the "Social City" strategy by the federal cabinet in August 2016 and on the other the interdepartmental working group "Sustainable Urban Development in a National and International Perspective", established in September 2015, could hopefully lead to increased cooperation at the federal level.

In the sense of sustainable urban development, consideration must be given to environmental justice, social compatibility and economic viability in every planning decision: what are the consequences of changing environmental conditions for the different social groups in the city? How can they contribute to the planning process, which design spaces are given to them? How just or unjust are planning interventions from this perspective? The integrated impact assessment is – still – not an established field of practice in Germany.

5. Accelerate implementation of the forward-looking policy

The further development of the National Urban Development Policy should be based on two pillars: central events and experimental projects.

The annual federal congress incorporates international experience and is perceived by a broad public. In spite of their success, however, both formats are still unable to make the transfer into the municipalities to the desired extent.

The professional discourse on thematic key aspects is maintained in regular conferences. At the con-

ferences, the project participants exchange information about the pilot projects. Under the motto "Learning from each other", the conferences serve as a platform for the exchange of experience, in which representatives from the Länder are now participating – an important decision for improving communication.

The achievement of a regularity of the discourse in the municipalities is still pending: It should be considered whether regularly occurring, thematically focussed decentralized symposia can contribute to a better intermediation. In order to use this network and professional know-how not only on a point-by-point basis, but also on specific occasions, an institutionalization or stabilization of exchange formats seems to be reasonable. In this sense an even broader and more lasting effect can be achieved. It is not only about the opportunity to learn from good experiences, but also about participating in the development origination of such good examples in a team of experts from different cities and with different backgrounds. Ideally, by setting up an urban hotline as a center of competence for the National Urban Development Policy, the experience gained can be made available to the other actors in urban development.

For the time being, the appearance of the National Urban Development Policy should be updated and improved on the ministry's website.

6. Extend the thematic openness of pilot projects

With the rapidly changing questions in the municipalities, the thematic openness of the National Urban Development Policy has been confirmed. It offers the advantage of quickly integrating new tasks into the policy without formal forceful action – such as the focus on infrastructure and mobility.

For the actors unfold, besides from the fixed points that are unusually small for urban promotion, new spaces for inventions. This freedom is highly valued in the municipalities and is also wanted from the perspective of the federal government, as it helps to create new ideas and to stimulate the courage to experiment.

With these characteristics, the National Urban Development Policy could develop its own project culture

and establish itself as a learning system. As "laboratories of the urban future" pilot projects open up new solutions and new dimensions of cooperation between citizens and decisionmakers.

This is documented by the successful "call for projects" in the last few years, which have encouraged institutions, initiatives and associations to join forces to work experimentally on urban development. As a result, the process of project selection and development treatment has strengthened the position of civil society actors, enabled participation on the same level, and created a new culture between citizens, politics and administration, conceding to the public the standing it ows in the decision-making process in the municipalities, which have to face the major challenges. One could speak here of a revival of urban primordial virtues. Throughout the tradition of the European city, energies are released and alliances organized to promote projects.

7. Transfer project experience to municipal practice

There is much to suggest a clearer connection between the broad political guidelines and the level of action of the National Urban Development Policy. The treasure trove of experience gained from the experimental projects is a rich source for cities and municipalities, which face comparable tasks. It is therefore worthwhile to invest strength in order to evaluate the experiences and, in the case of success, to be passed on as best practice to interested municipalities. This transfer service requires an opening of the platform beyond the professional public.

An important role in the transfer process is assumed by scientists, who are in exchange with the responsible departments of the ministry. They assume tasks in the cross-section evaluation of the programs and projects. More important, however, would be to intensify and consolidate the direct exchange between the project level and the decision-making level as well as between projects.

For the sustainable impact of the pilot projects on urban development practice, the interface with urban promotion should be clarified and designed. The often singular local character, its dependence on non-re-

peatable personnel constellations, has made the transfer difficult so far.

In the discussion on the design of the National Urban Development Policy, ideas how of the transfer into practice can be improved through evaluation are taking shape:

- The idea of continually mapping the projects of National Urban Development Policy in a "project radar", under which research, collection and evaluation takes place, should be pursued.
- For the intensification of the discourse, consideration is given to an Urban Task Force or Urban Hotline, as well as to the creation of an academy, which brings together research and practice in project-related workshops.
- In order to strengthen the interface to urban promotion, a project format should be developed that reacts promptly when new answers have to be found on new urban development challenges.

8.   Intensify dialogue with universities

At the "university days" of the National Urban Development Policy an exchange between science and practice takes place. From this forum contributions to the balance of achievements and references to the development of policy and practice are expected. After concentrating on the universities at first, the circle of participants has now reached the university landscape in the field of urban development and city planning in its entire breadth. The "Local University day" combines the opportunity to perpetuate the discussion and to revive the interface between science and practice. Under the umbrella of the project "Young Professionals Design Future", the universities offer summer and winter courses for students in which young researchers are creatively dealing with current questions of urban research.

Despite the further development of "University Day" the inclusion of the universities in the National Urban Development Policy seems to require further clarification. This is reflected, among other things, in the changing participation in the "University Day" and continuing discussions on the relationship to events organized by the professional associations. Last but not least, universities have to coordinate and consolidate their commitment for the "University Day".

There seems to be an urgent need to pay particular attention to this important interface between science and urban building practice – for example through new formats in which young scientists and planners work to solve concrete tasks of urbanization.

9.   Involve the Policy Board beyond the annual meetings

In interviews, members of the Policy Board regret the limited time for engagement, especially during the meeting: too rare dates (it's difficult to keep in mind the common thread over a whole year), too much self-presentation of individual speakers, too little time for discussion and recommendations, too many non-committing commital farewells. There is an impression that too little work is being done by the trustees.

If the Policy Board is to be more involved in the conceptual work, it committee would have to meet more frequently (two or three times a year) and would be involved in the work of the responsible department of the ministry. In addition to the annual meetings, thematic symposia should be introduced. The goal would be to formulate thematically focused recommendations for the further development of urban development policy in these symposia.

The National Urban Development Policy can remain politically effective in its integrating function if it takes up the social changes in the cities and seeks answers for urban practice and support. In its interdisciplinary composition of representatives of important social groups, the Policy Board can effectively support this policy.

CONCLUSION

The National Urban Development Policy – innovative niche or pacemaker?

In the last decade, the challenges faced by cities and municipalities have become more acute, on a global scale as well as in Europe. Where the sustainability targets are disregarded and delivered to the ratio of short-term market mechanisms, the "further so" reveals its destructive force for quality of life, social well-being and cohesion. From that arises the obligation to concentrate all forces on sustainable development for municipalities and the players in the economy and society. As a tool for the implementation of the Leipzig Charter, the National Urban Development Policy has the task of speeding up the transformation to sustainability – with innovative concepts and integrated strategies. In order to come from complaisant holistic concepts to efficient cross-departmental cooperation, more than one platform is needed. Here, the Leipzig Charter sets out to the Federal Government to create framework conditions and to demand cooperation.

The reflections on the continuation of the National Urban Development Policy therefore recall the originally dual intention of experimentally investigating the ways to implement the sustainability objectives and to make them effective through integrated strategies.

Who wants to promote innovation will not necessarily rely on a regulated system, one must offer liberties and also must risk the failure of projects. To this extent, much speaks for including the National Urban Development Policy into the organization of the national government – as an innovation pool.

Who is interested in the influences of politics on local practice must prefer a stringent link between the levels of National Urban Development Policy – a platform for dialogue, science and creativity, for cooperation and integration of policies.

The challenges for the European city between local search for solutions and a global transfer of knowledge clearly point to the positioning of the National Urban Development Policy as an innovator and an impetusgenerator. This puts the connections – from the directives to promotion and implementation – into the center of the consideration:

- How are the results of the discourse and the experiments evaluated?
- In what way do they influence politics, especially urban development promotion programs?
- How can science contribute more to the platform and the pilot projects?

In the political division of labour between the ministries and the municipalities, this emphasis has already been laid. The definition of the interfaces is the political task to be solved.

Whether the focus is on innovation or the direct impact on local practice: there is a strong contradiction between the challenges to the National Urban Development Policy and its current financial endowment: It is impressive to see how committed the National Urban Development Policy has generated a positive impact both nationally and internationally. In the assessment of the Policy Board the expectations of this program can hardly be reduced. As a consequence, this means that the personnel and financial resources must be matched with the tasks.

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