

Classification

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1. Summary

Qualitative aspects are valued differently by project partners according to different restructuring tasks and project objectives. In Utrecht, Gouda and Leidschendam, problems in residential areas are not the cause for initiating a restructuring process. Aspects of quality improvement within residential areas are therefore hardly significant there. Still, in Leidschendam, for example, an attractive housing situation is generally given high importance. There, that includes consideration of nearby surroundings. A free landscape that is clean and can be enjoyed, and is in immediate proximity to the urban area, should contribute there to the quality of housing.

In the Zuid-Holland province and the projects of Newcastle, however, apparent deficits in attractiveness of the existing residential developments, and the resulting decline in construction and the associated social decline of entire city districts, are the reason for the restructuring projects. The population structure as well as their demands have changed in the wake of generally increasing affluence. The housing requirements, especially those of the higher wage earners, can no longer be satisfied in the existing situation. Therefore, aspects of a qualitative improvement, as well as a shaping of residential areas according to need and demand, play an important and somewhat decisive role.

The same holds true for the restructuring projects in the Saarland on the former sites of coal mining and processing. An industrial culture of the Saarland, which still needs to be detailed out, is thought to contribute decisively in the future to qualitatively upgrading old industry sites in the Saarland in the course of an area revitalisation, to give them an individual identity, and thus to create a special attractiveness.

The quality of a site, i.e., building diversity, intact and attractive building substance, high quality of the environment and an up-to-date infrastructure, especially of a residential area, is considered to be an essential precondition for the future viability of that area. The demands of the residential population, but also of businesses on the residential area and the housing units or the business site, have changed: an increase in leisure time and prosperity require an attractive, enjoyable (residential) surrounding. Changed working conditions also put new demands on the shaping of an attractive workplace surrounding. Important features of this site attractiveness are: modernity, individuality, possibility for identification, cleanliness, and compatibility with the environment.

Demand for greater diversity in housing and working situations, according to the respective life situation, can also be noted. Thus four characteristic work and housing situations were worked out in the project Zuid-Holland, which consider, according to all living situations, professional development, income and marital status, and should ideally be available at a site as needed.

2. Introduction

Housing is a basic human need. The quality of housing and surroundings strongly influence the quality of life and sense of wellbeing of the population. The quality of surroundings is dependent upon, among other things, the appearance of an area and its surroundings, as well as, in a particular way, the variety, uniqueness and beauty that may be enjoyed in a residential area.

The quality of a residential area is also determined by its spatial position; that is, the lengths and distances that must be travelled to secure basic necessities. Increasingly it is also determined by its environmental quality, for example, the provision of green and open areas, air quality, the absence of traffic noise, etc.

2.1 Housing as a basic necessity

In the variety of building and living styles, various social structures and requirements, lifestyles and consumer habits become apparent. The living situation also exists in a multifaceted, interactive and interwoven relationship with the job market and employment, as well as with environmental influences, with mobility and traffic, and with social and cultural life, especially regarding families and neighbourhoods.

In the last decade, many European inner-cities have experienced a dramatic functional change. They are

increasingly characterized by monofunctionality. The concentration on public facilities, business life and events has led to a loss of living quality for residents. The inner city and increasingly also the city outskirts are less and less attractive for residents.

The flight away from cities induced by these factors and the trend toward more spacious living in green areas is not always consistent, however, with the innate wants of the population: many people prefer an urban residence and living situation, but don't want to live in a high-rise or block-of-flats cityscape, which often induce a feeling of anonymity and malaise.

Changes in values and cultural demands, as well as growing environmental awareness, have led the population and responsible public authorities and planners to new ideas about building, living, residing and working. In addition, a far-reaching economic, societal, technological and social change is currently taking place in Germany. Cities, municipalities, regions, building and housing economies are also experiencing a deep structural change tied to substantial effects, risks and opportunities with regard to the quality of residential, living and working conditions. This leads to new challenges for all those responsible for planning, administration and business (1).

2.2 Quality through identity and character

Especially in uniform, characterless mass housing areas, with which residents cannot possibly identify, manifold social and economic problems exist. These buildings often were hastily built to provide roofs over heads in the aftermath of the destruction of World War II. Higher-wage earners move out of these mass-housing areas into higher-quality, smaller and more overseeable residences, often at the city outskirts or in rural areas. Remaining are impoverished segments of the population, rundown buildings, minimal services, few attractive workplaces, and unattractive housing. This exodus of people, money and material substance accelerates the further decay of the district and also endangers neighbouring housing areas.

This development can be countered by targeted creation of attractive housing and living possibilities, be it by modernizing existing buildings or by demolition and planned reconstruction.

Modernization of existing buildings can be time-consuming and therefore may not keep up with decay at other sites. It helps, therefore, to have open areas in a close proximity, which can work as a spark by helping prompt the development of modern, up-to-date housing units in the area in greater number, in a comparatively short time. These open areas can be, amongst others, vacant industrial and/or commercial sites.

Derelict industrial sites often contain buildings, installations and facilities that testify to earlier uses. Investors and owners often initially view these relics as a burden and inglorious reminder of the gray industrial past. Their maintenance also is often viewed as a hindrance to the new establishment of business and as too costly by public authorities.

Most citizens also don't hold these silent memories of the past in high esteem. With the disappearance of jobs, often gone hand-in-hand with personal losses as well as an economic downfall of the city or even an entire region, the bonds with the industrial culture and architecture from this time seem to have broken.

However, preserved industrial architecture, be it as a memorial or in the context of a new utilization, offers a unique chance to give the new housing areas a unmistakable imprint and unique character; characteristics which become increasingly valuable in the competition for businesses wanting to establish. Young and dynamic companies of the New Economy especially value attractive, individual and inspiring addresses.

Examples from North Rhine-Westphalia and the experiences of the IBA Emscher Park in the northern Ruhr Area, show impressively that one can successfully reorganize single sites, city districts, cities and even an entire region, while integrating the relics of past major industries. Economically oriented site development on one hand, and preservation, diversification and new utilization of industrial cultural monuments on the other, have proven not to hinder each other, but rather work together toward a new future.

2.3 Area revitalisation

By area recycling, lots that have lost their former function and use can be reintegrated into the economic cycle and thereby have their value restored. As a rule, available derelict sites in the developed area will be prepared for commercial use or for housing or mixed utilization. Depending on their particular location and the requirements of the city development, a partial or total reintegration into the ecosystem is also possible.

Previously used sites that are attractive for reactivation are mainly centrally located derelict industrial and commercial sites, rundown city housing areas, and abandoned military properties, as well as various traffic areas, such as abandoned railroad sites and/or roadways that are undersized and/or need a total overhaul. A certain risk is involved, however, when developing undeveloped land in outer areas or at the outskirts of settlements, or unused property in rural or structurally weak areas.

Especially in the development of new industrial and/or commercial sites within developed areas, conflicts may arise. A potential problem here can be geographic proximity to purely residential areas, or to protected natural sites. To avoid sharp dividing lines and preprogrammed border disputes, the development objectives, especially for the bordering areas, must be moderately formulated so that a transition without a breaking line can be generated.

2.4 New emphasis of site factors

Now as before, classical site factors such as the amount of municipal charges, the efficiency of the infrastructure or the availability of qualified labour are important for the site selection of companies willing to establish. Because of the increasing oversupply of commercial sites, especially in the service sector, it is more promising to offer a “good address” to potential investors — a place that has an unmistakable character. Sites worthy of monument status on a former industrial site can therefore have a decisive site advantage when compared with a uniform site with no character in a cleaned-out, derelict industrial area or in an unimaginative drafting-table construction in the outlying areas.

Just as a rundown, abandoned site negatively affects its surroundings by, for example, depressing prices of bordering lots, houses and rents and by impoverishing the population, a striking and upgraded site offers possibilities for the positive development of its neighbouring areas.

For a large part of the population, the shifting of their residence from the inner city out into the surrounding area is desirable. The ties to the inner city are basically maintained, however. Now as before, the shopping is done there, the kids go to school there, services are sought, etc. Negative accompanying factors of this shift, such as more time spent commuting, searching for a parking space, traffic stress, etc., are tolerated.

An increase in attractiveness of the inner city and the possibility to buy high-value real estate there can help make the trend to move out look less desirable. The reversal of this trend would also be advantageous for the municipalities, creating a lively and inhabited inner city, an economic optimization of supply and waste-disposal systems, reduction of commuting traffic, increased tax revenue, etc.

3. The quality of housing as an element in the restructuring process

Derelict industrial and commercial sites result from and are a visible expression of a city's structural changes. The European industrial city has outlived its usefulness in its traditional form as an agglomeration which is characterized by an ensemble of industry visible from great distances. The number of jobs in the service sector has significantly overtaken the number of jobs in the producing sector, even in the so-called industrial city, such as in the Ruhr area.

So-called blue-collar districts in close proximity to abandoned commercial and industrial sites are especially affected by this structural change. The buildings deteriorate due to the impoverishment of the residents; the negative appearance frightens away potential new residents as well as higher-wage earners and exacerbates the

economic and social problems of the housing area.

Polluted and nonpolluted vacant areas can block city development and slow down the necessary restructuring of the cities. Especially in cases of suspected contamination, a reluctant processing of the area has a negative affect for the city. Also in surroundings of such suspect areas, investments are approached with caution.

3.1 New utilization of old sites

The revitalisation of sites that become available in city limits offer the first chance since the beginning of industrialization more than 100 years ago to pursue an active city development, to correct deficiencies in overall utilization, get rid of isolated “islands”, to diminish infrastructural deficits and to create new city qualities (2). New uses of old sites present themselves for:

- Inner-city residence
- Work places that are viable and secure for the future
- Open areas.

Derelict inner-city areas offer the chance to overcome the development strategy of functional separation which has proven increasingly detrimental to the residential-city form. The following problems, among others, may thereby be moderated:

- the dispersed growing of the city into the surrounding vicinity
- the dramatic increase of commuter traffic
- the thereby necessitated use of resources in order to create traffic infrastructure
- the increasingly uneconomical supply and waste-disposal

Negative city development trends can be slowed and possibly turned to positive effect. Area recycling therefore offers the chance to revive the specific advantages of a residential-form city (3),

- sparing use of ground by constructing buildings closely together
- the possibility for energy-, material- and time-saving living due to the close arrangement of various basic existential functions, as well as
- favourable conditions for the profitable use of energy-efficient heating and traffic technologies.

Apart from transformation of former industrial and commercial sites in residential areas, new commercial areas or open or green areas create opportunities for an integrated city district development.

When reutilizing abandoned industrial and commercial areas, opportunities arise to apply ecological principles of planning and building in larger contexts. In doing so, the new residential areas can become a model for future-oriented city development, characterized by:

- a smaller portion of the total area needed has to be developed
- a lower degree of sealed surface
- rainwater percolation
- employment of resource-saving technologies, like solar-energy utilization or decentralized energy supply with energy-heat coupling system

For contaminated sites, adjustments must be made regarding their ecological orientation. For example when you have contaminated grounds, rainwater percolation is not sensible; increased surface sealing may be preferable for environmental protection reasons.

3.2 Opportunities for municipal development due to location advantages

- infrastructure (supply and waste-disposal systems, streets, railways, in part: waterways)
- functional provisions of the bordering districts (retailers, banks, insurance)

3.3 Opportunities due to the use of existing buildings

- impressive image due to historic buildings (some of which are protected by monument status) leads to marketing advantage
- point of attraction for young enterprises (favourably priced real estate, quick availability)
- potential for development of high-value, attractive real estate
- local identity as an area development factor

3.4 Chances for inner-city development (model for urban development)

- avoiding out-of-control urban expansion with compact, high-quality building structures
- optimal utilization of existing infrastructure (supply and waste-disposal, traffic)
- option for economic reorientation of the economy (objective: small- and medium-sized, customer-oriented enterprises)
- increase of the quality of urban development
- stabilizing with respect to social development of inner-city residential districts through economic activity

3.5 Opportunities for a social, functional and architectural mix of uses

The presence of derelict areas in the city offers the chance and space to realise the urban development model for social, functional and architectural mixed use, and thus to reverse the ill-conceived principle of separation of function and use, which has proven wrong. Negative consequences such as a further out-of-control expansion of the cities, progressive use of land, growth of traffic and a loss of urbanity can thus be avoided or at least reduced.

4. The position of quality of housing

The quality of an urban district is partly due to its appearance. The criteria used to evaluate the cityscape or landscape are at the same time characteristics of its attractiveness. This attractiveness, again, is an essential element of the recreational potential, the event quality, and the possibilities for identification.

City- and/or landscape images represent an aesthetic category. The evaluation of the quality of an area's appearance is subject to fluctuations, and is a question of zeitgeist. Among the standards of measurement that are considered enduring in regard to the city- and/or landscape are:

- Diversity
- Individuality, and
- Beauty (4)

4.1 Diversity of an urban district

There are no general characteristics of the diversity of a city or district. Diversity results from the collaboration of structure and element. Good conditions for diversity are present if there is a functional, social and architectural mixture in the district.

4.2 Individuality of a city district

Individuality comprises worthwhile distinguishing characteristics that allow identification with an area. Individuality cannot generally be defined by certain characteristics, but stands for the uniqueness of an area. Individuality of an area may be rooted in effects of integrated natural circumstances or in important constructions of cultural or landscape history, but they can also be “grown” structures that have over time established themselves as typical for a place or region.

Elements that form a cityscape can be:

- Dominant city structures, i.e., striking buildings with important orientation functions, for example the symbol of a city
- Focal and central points, for example intersections as meeting points of streets, or marketplaces that take their importance from the concentration of certain activities
- Borderlines between single elements that are differentiated from each other, for example streets or railway tracks that form boundaries
- Zones or districts with unified character that distinguish themselves from neighbouring areas by their individuality. Each area is characterized by typical physical characteristics, such as organization, structure of space, details, utilization, traffic and dominant colours
- Traffic lines and arterial roads of public areas

4.3 Beauty of a city district

The term “beauty” has a subjective character. Beauty can be experienced differently depending on the personal background of the person experiencing it, the knowledge or the viewing angle of the onlooker. Personal taste is also subject to change and has to be viewed in relation to the zeitgeist.

Urban districts, cities or landscapes are often considered “beautiful” if they have a high degree of individuality and diversity.

4.4 Urban renewal under ecological aspects

In order for living and residing in a city to become attractive again for all social classes, and for it to be a real alternative to residing in greenbelt areas, urban forms of living/housing have to be developed that offer an alternative to the freestanding owner-occupied home.

The freestanding owner-occupied home with ample living area, double garage and largest possible open area in an intact environment is, as always, a life goal for many people. At the same time this form of housing is partly responsible for urban sprawl, commuter traffic, ineffective supply and waste-disposal infrastructure, high energy and resource consumption, and for social isolation, etc.

Land consumption increasingly proves to be an especially high-ranking ecological problem. Land is a finite resource. Developed land is no longer available for other uses (natural protection, agriculture and forestry, leisure and recreation, etc.)

In order to reduce the use of ground space, a condensed building approach is generally necessary. Limits on condensation are set largely by the relatively high parking space requirements in German cities for cars, the high number of cars, and the high percentage of street surfaces in the entire settlement area (5).

When renewing cities under ecological viewpoints the following facts should be prioritized:(6)

- Retaining historic building and city structures while exploiting all possibilities of energy conservation
- Avoidance of traffic
- Planting green areas

- Improvement of the residential surroundings and infrastructure
- Environmentally friendly energy supply
- Preservation of a small businesses structure

5. Future development

The importance of site factors can change. In the past, it was often mineral resources that made certain areas interesting for the establishment of industry. Clinging to outdated site factors, however, can lead to problems today, as is seen with the coal and steel industry.

Site qualities have to be evaluated in a more future-oriented way. To do that, the future viability of a region has to be determined.

5.1 Future viability through quality of life

In the future, only those regions that offer a high degree of urban quality of life will have a chance in national and international competition. Viable city and landscape areas, as well as an ecologically and socially compatible infrastructure, will in the future be “hard” factors for a site and will overtake outdated site factors in their significance.

Sites, cities and regions that do not have viable site factors should gear their development projects in this direction. Measures to that end are (7):

- Elimination of city or district deficits
- Achievement of new urban city quality and socially integrated development of city districts (for women, children and families)
- Achievement of ecologically and socially compatible residential, commercial and office buildings
- Achievement of a demanding architectural aesthetic through specific forms, materials and infrastructures
- Realisation of lively, ecological and socially compatible spaces for living and leisure spaces
- Achievement of decentralized, efficient supply and waste-disposal systems
 - Decentralized, efficient and renewable systems and techniques for energy supply
 - Decentralized use of used products and waste
 - Waste water cleaning and recycling
- Improvement of public transport system, especially rail traffic
 - Railway infrastructure and train stations
 - Use of industrial and port railways
- Avoiding road transport and shifting it to the railways
- Development of new logistic systems and loading techniques based on railways as well as the development of a city logistical plan
- Linking and networking of existing landscape and open-space areas
- Recovery of vacant areas and contaminated sites
- Dismantling of streets and sealed industrial and infrastructure areas
- Integration of landscape, art and development of open space.

5.2 Industrial culture

Industrial culture is increasingly considered capable of contributing significantly to effective structural policy (8).

Long-term developments are difficult to assess insofar that it can only be speculated to what extent future users or implemented new uses will value an old site that exhibits typical characteristics rooted in regional history. Experience shows, however, that it takes time for individual, typical or traditional traits to rise in esteem. This option would be irretrievably lost by totally removing the character and replacing it with a uniform, new structure.

6. A comparison of the current policies

6.1 Germany

Contrary to popular public opinion, German cities for the most part pursue development within settled areas (9). Despite the preferred development strategy of “inner development” – characterized by continued condensation, restructuring of derelict urban areas and mobilization of unused building rights – development of outer areas is not being rejected. Especially in order to satisfy increased housing demand, outer areas are also being utilized.

The decentralization of city district centres characterizes the intention of a large part of current planning. In general, cautious development of the city and simultaneous protection of organic structures lose importance (10).

As an urban development value, the unique local characteristics are considered of special importance because they represent essential possibilities for people to identify with the area (11). For this reason, retaining, securing and developing characteristic elements belong to the overall objectives of all cities. Of special importance are housing forms and elements with spatial, architectural or natural characteristics resulting from historic development, or that evolved because of topography, because these determine the uniqueness of an area and upgrade the city's image.

By investing in city development, the federal government also stresses the importance of these city development objectives. Four city development emphases are mainly supported (12):

- Sustained inner development
- Securing and maintaining city building heritage
- Socially directed holistic/integratively conceived city and village renewal
- Resource-saving city and village development

Concrete areas for subsidies are:

- Securing, modernizing, repair, expansion and conversion of buildings worthy of preservation, ensembles or other structures of historic, artistic or architectural significance
- Preservation and remodelling of streets or public square areas of historic, artistic or city architectural importance
- Ordinance measures for the preservation or restoration of the historic cityscape.

Federal subsidies should cover costs of unprofitable measures and concentrate on 4 task areas:

- Renewal and development in urban development hotspots, especially in inner-city areas with social, urban developmental or ecological deficits, or when the architectural historic heritage is endangered
- Procurement and securing of housing space
- Repurposing and reutilization of derelict spaces
- Procurement and securing of jobs.

6.2 Great Britain

The following excerpt from the project “Going for Growth” is representative of the English approach.

The Council first recognized the West End needed investment in the 1960s, with slum clearance and massive public expenditure on redevelopment removing the aging and inadequate 19th Century terrace houses. This managed to create more problems than it solved, due to poor design, lack of monitoring and low construction standards. Since then almost every national and local regeneration scheme has been tried or tested on various districts in the West End of Newcastle, with only limited success at best.

The Council decided on the latest course of redevelopment in July 1999, taking a comprehensive, citywide strategic approach in an effort to solve all the problems of the city in one scheme.

The new plans are very different to earlier schemes. It is a large scale, holistic approach that addresses the routes of the problems and intends to eradicate the causes of poor housing, antisocial behaviour, voids and lack of jobs, and replaces it with a new and improved environment that attracts new residents to the area and creates a mix of tenures and socioeconomic groups

Restructuring is inevitable as the Council cannot keep managing and investing in an area that will only continue to deteriorate and decline, as funding and managing the impact of decline in the area is costing the Council £10m (16m Euros) per year.

6.3 The Netherlands (13)

In the Netherlands, municipal development is viewed in close connection with traffic planning and the objectives of traffic development. Above all a functional mix is seen as positively influencing traffic development and here especially to dampen the increase in motorized individual traffic.

In the so-called “Randstadt Holland” — the city network of Utrecht, Amsterdam, Haarlem, Leiden, The Hague and Rotterdam — the “new city with a functional mix” is seen as a positive conceptual development. The development here is focused in a bundled form along the railroad-traffic axis between the cities

A second important urban development concept in the Netherlands is the compact, mixed city. Essential building blocks of this concept are the intensive condensing of existing residential and commercial areas and the strengthening of the centre by creation and settling of workplaces, commerce, etc.

Since big cities in large areas show low quality of housing, based on today’s expectations, they run a danger of losing housing population to rural surroundings. These are mostly higher-wage earners. Many cities try to counter this loss of population, which has already occurred or is threatening to occur, by building new housing areas at the city outskirts. On a national level upper limits regarding the new building of residential units are being reached by the municipalities. This has a goal of avoiding competition for the higher-wage earners that would in the end be detrimental for the whole country.

7. The instruments

7.1 Development of target objectives (14):

A target objective or model reflects the ideal of the form and structure of the city that is being worked toward. A model formulates a holistic idea of the city in regard to social, cultural, societal, economical, ecological, and cityscape factors. The development of a residential area or an entire city is, amongst others, directed by the area and settlement concept as well as the models, targets and measurements that this concept is based on.

In the models, all subject areas that are important to city development should be defined. These range from

general ideas about the spatial development of a city, the identity and the desired urbanity, to the subjects of housing, working and leisure time, all the way to the requirements of a regional collaboration.

For residential areas, in which ecological, social and economical objectives are to be simultaneously realised as much as possible, the following priorities can be established in a housing model:

- sparing use of groundspace
- minimized sealing of surfaces
- use of renewable energies
- low-energy consumption buildings
- connection to long-distance heating system
- limited building height
- socially and functionally compatible mixture of residents and uses
- organization into small units
- possibilities for the expression of individual creativity
- planning that is friendly to kids, women, families and the handicapped
- affordable rents
- traffic-free areas
- access to public transportation

Models for development and restructuring processes can also, however, have the goal of preserving the regional historical identity of sites and districts, for example by maintaining the special individual traits of the site, with, if applicable, the possibility to experience the signs of past use.

The restoration of value to these testimonies to the past is accomplished by renovation and/or conscious shaping or reshaping and putting it into an order or new order with the objective of putting existing site disadvantages, such as unfavourable area layouts, small size or lack of easy access by car, into a new perspective by using elements that have a positive effect.

The preservation of traditional technology enables identification with the revitalised site and can additionally serve to convey knowledge. Such as site also has an extraordinary ambiance and can therefore attract investor interest to a special degree.

7.2 Idea competition

The development of the inner-city is an essential building block for a resource-friendly housing development. In order for living and residing in the city to undergo a renaissance, planning and legal authorities have to implement changes of the current situation of the cities as well as existing planning principles. Many of the problems that occupy politicians, architects and city planners in regard to the city of tomorrow are rooted in fixed and outdated ideas about how cities should look.

A competition of ideas is a suitable instrument for developing visionary future concepts and models for a city or region, and to then integrate those into a city development plan.

7.3 Further development of existing instruments

The German Institute for Urban Studies recommends further development of existing steering and guiding instruments (15):

- The land development plan as a decisive planning basis for future use of land in a municipality should only be valid for a limited time. A period of 8 to 10 years is reasonable. That would make it possible to institute new plans at an earlier point, taking into account new developments.
- A sustained housing development requires a strengthening of the regional level. The Danish “Amtskommunen” (Office Municipalities) may be used as a point of orientation. These regions are territorial subdivisions with a directly elected parliament and partial allotments from fiscal revenues. They have replaced the rural districts and city districts, and are responsible for regional planning, landscaping, nature, water supply, streets, public transportation, etc.
 - A similar model is currently being worked on for the greater Hannover region.
 - Due to area and administrative reform in Saarland, as early as 1974 the municipal union of Saarbrücken was formed out of the former rural district of Saarbrücken and the state capital. It comprises 10 cities and municipalities with about 360,000 inhabitants; with approximately 900 inhabitants per square kilometre it is considered a densely populated area. It’s an association of neighbouring cities and municipalities in the greater Saarbrücken area for the solution of problems that require a cooperative approach. Because of the close border with France, the cooperation with the French neighbour municipalities becomes increasingly important. Essentially, the municipal union performs the function of a rural district. Emphasis is in the area of youth and social services, for which the municipal union spends about 80% of its DM 500,000 budget. As a municipal planning body, it is also obliged to the joint development of its cities and municipalities. The French neighbouring municipalities are involved in the land development plan.
- Further development of economical regulations with relevance to areas:
 - The property tax should no longer be based on revenue, but rather on property value and property size. A property-size related component would encourage a sparing use of groundspace, especially in low-price areas where a purely property-value based tax can hardly be effective.
 - It is also useful to transform the property acquisition tax into a charge for the new use of ground for housing and traffic purposes. This one-time charge would be due when receiving the building permit or when construction begins. Its amount would be based on degree of surface sealing involved. With such a steering instrument, space-saving planning and building could be encouraged, and the use of already sealed or derelict building sites could be supported.
- The support for city development and renewal should be enlarged by the task of restoration, repurposing and integration of vacant sites in the city. This requires an increase of the support program to the benefit of this financial aid instrument by redirecting financial aid that currently is being used to underwrite measures for spurring the economy.
- The support policy for home ownership should be reformed. The goal is greater differentiation and stronger support for a space-saving approach:
 - space-saving forms of building should be more supported than space-using forms
 - space-intensive building forms such as the freestanding one-family house in locations without sufficient access to public transportation should no longer be supported
 - the purchase of existing housing should be supported at least as much as new construction
 - the construction of housing near inner-city locations or on derelict municipal lots, which often is hindered by high property prices and/or restoration costs due to ground contamination, should be more supported than building of housing at other locations.
 - Maintaining and modernizing existing housing and their surroundings should receive preferential support over new building.
- The regional structural policy should be formed in such a way that, apart from economic policy concerns, housing and traffic policy objectives also are being supported:
 - support money should be concentrated on focal points of housing development

- support levels should be staggered in order to provide above-average support to space-saving alternatives, such as commercial multistorey buildings, development of existing housing, and connection to railways and the local public transportation system.

The traffic infrastructure and traffic steering policy has to decisively shift the focus of its investment policy, especially away from streets to railways, since motorized individual traffic is one of the main factors for the expansion of housing areas.

Basically positive is the approach of an ecological, social tax reform with an increase of the energy-consumption tax and a decrease of nonwage labour costs. Here the inclusion of use-of-resource matters offers itself, such as the use of ground and areas.

8. The subject as an element of the planning process

Germany is in the middle of a far-reaching process of economic, societal, technological and social change. Its implications for housing development policies and the economic situation, as well as for the housing, city and area development, should be recognized as early as possible. Only then can one successfully devise suitable planning strategies and concepts for effective prevention of problems.

The most important instrument for minimizing potential conflict is area planning.

At the borders between industry and commerce on the one hand, and residential areas on the other, planning can ensure a smooth transition between the area utilization forms that can in some cases vary widely. A mixture of different basic existential functions, such as working and residing, is desirable for economic and social reasons, but no new conflicts should be created due to this proximity. Therefore, planning is necessary.

High-emission businesses should be located in a centre of an industrial or commercial area, while toward the edges of the area and toward transition areas to other utilization forms, companies that are low-emission, such as small- and medium-sized workshops for craftsmen and service businesses, can be placed. Instruments to steer this are, for example, conditions placed on emission.

Buildings that are protected by monument status or that are worthy of monument status and that are often characteristic for a cityscape, can be a focal point of the new design of a derelict area. It is important, however, that the area being planned not be considered as an isolated area in the city that follows its own rules for structure, but to use a holistic approach covering the surrounding area as well (16).

The new architecture should therefore

- take into account ecological contexts and be resource-saving
- take into account proportions, dimensions and materials of the surroundings
- have creative freedom within this context
- form the unmistakable identity of the area (17)

9. Quality of housing as an element of implementation

Site quality is decisive for demand. The primary factors for a decision to purchase a site include infrastructure, layout of the area, size, restrictions, legal security, etc. More and more important are factors such as open area quality, image, and individual character.

This change in valuation of site factors goes hand-in-hand with the change of the economic structure. Derelict areas being planned were typically formerly used by second-sector businesses, which recede in importance. Increasingly dominant is the third sector. Quality characteristics such as open space quality, image and indi-

vidual character are important for the target groups of New Service, New Technology, etc.

Larger derelict areas require an especially long time span from the conception of a project to its realisation. For areas of 60 to 100 hectares one estimates the realisation time to be 10 to 20 years (18). It is not difficult to predict that in this time the requirements of the enterprises will be different from today's due to changed work requirements.

As a basis for sound development, therefore, a stable city development concept is necessary, which fixes essential quality-determining characteristics of a new district, such as bordering areas, important open spaces and the main development, while also offering space for creative freedom in order to offer attractive commercial areas that fulfil the requirements of companies that want to settle today, as well as those that want to settle in 20 years.

A framework of alleys, green strips, parks, waters, and ties to the landscape is the best basis for long-term development. For city development reasons, it makes more sense to define the street spaces by building lines. A modular arrangement of the building fields inside the district allows addition and completion, repurposing and later condensing. Thus options are kept open (19).

In the commercial area this approach allows a change from production companies to service companies. In housing areas, a suitable conception of the building field can create the conditions necessary to exchange rental housing with resident-owned properties. In larger projects it may even make sense to keep the shares of housing and commercial utilization flexible.

10. Affecting the outcomes of the different case studies

10.1 Camphausen Mine

Camphausen Mine lies outside the actual town. In this case the quality requirements refer to the characteristic appearance of the landscape.

The mining tower of the Camphausen mine highlights the valley situation of the site. Not least due to this space effect, the mining towers must be retained when repurposing the area. Some of the buildings also should be retained in order to give the site an individual character when it will be used again at a later time.

10.2 Reden mine

Reden coal mine also is not decisive for the shape of a residential area, but rather a characteristic part of a landscape. At its location, the mine, which is still completely intact, should be kept and expanded as a public attraction, with the emphasis on the central water supply in mining. It should provide visitors with an authentic experience of the depth of a mine. Visitors should be able to realistically experience depth, temperature, weather, dust, darkness, shafts and tunnels, as well as mining techniques.

Because of comparatively unfavourable traffic connections, the site should be developed into a site with exceptional ambiance by preserving its special characteristics and its experiencable signs of past industrial culture, and thus make up for its site disadvantages.

In order for the elements of industrial culture to turn the Reden site into a marketable address, these buildings have to be made valuable. The total area has to be consciously structured and arranged. An organization of the area into 3 areas of use is planned:

- Visitors' mine with water supply, public and private administration, as well as representation
- Mining garden
- Commercial uses, supplemented by restaurants and services

10.3 Fürstenhausen coking plant

In 1957, the Fürstenhausen coking plant, with its attending railway installations, was established in a former green area, despite strong protest from citizens. The Fürstenhausen site was chosen because of the good possibility of exploiting an energy and raw materials partnership with the neighbouring Luisenthal mine, Klarenthal refinery and the Völklingen steel mill. Existing environmental pollution was worsened by the running of the coking plant.

The residential activities of Fürstenhausen were stopped with the erection of the coking plant. Out of a formerly agricultural-rural village with good living quality became a highly burdened city district of Völklingen. The industrial relics on this site are essential to the development potential value of this approximately 40 hectare site. Essential parts of the plant that are worth maintaining:

- Coking batteries 1-8
- Disc gasometer
- Coal towers 1 and 2
- Machine railway
- Two stamping and pressing machines
- Coloured cooling and container installations
- Administrative building
- Wash house
- Workshop
- Magazine building
- Wooden cooling tower
- Compressor station and condensing installation
- 1-2 railway tracks north of the coking batteries

10.4 Zuid-Holland Province

The lack of housing quality, especially in postwar buildings and residential areas in the south wing of the “Randstadt,” is one of the main reasons that restructuring is desired in this project area.

The main portion of these buildings is social welfare housing. They were built after the war on a large scale without special quality requirements. Some of the buildings are vacant today and must be restored. Because of the decayed appearance, the housing in the south wing loses competitive ability when compared with housing areas of neighbouring cities or other areas of the Randstadt. Above all, higher-wage earners have no possibility to buy high-quality housing, and they move out.

Parts of the development no longer correspond with the population’s belief that a bigger flat or private ownership in greenbelt areas is a measurement of housing quality.

The official policy on the national level, however, strives for differentiated, condensed and space-saving development within already-developed areas.

10.5 Newcastle – Going for Growth

The main objective of this project is the creation of an attractive, viable housing area worth living in instead of a rundown housing area.

The West End of Newcastle has lost a significant proportion of its population in the last 25 years, leaving problems of empty properties, demolition and low demand. Unemployment is a major problem and the local economy is weak due to the lack of spending power, causing many local shops to close. In several districts in the West End, crime, antisocial behaviour and intimidation are common and education suffers due to poor reputations and spare places in certain schools.

In July 1999, the Council decided to take a comprehensive, citywide and strategic approach to solve the problems of the city in a single scheme entitled “Going for Growth”, with the West End being one of the initial focuses. These plans will address the roots of the problems, with the intention of eradicating the causes of poor housing, antisocial behaviour, voids and lack of jobs through extensive public consultation and involvement. Regeneration will create an improved environment that attracts new residents to the area and creates a mix of tenures and socioeconomic groups. The 20-year vision for 20.000 new dwellings and 30.000 new jobs will be linked to shopping, schools, transport and open spaces to generate a vibrant and sustainable local economy.

10.6 Newcastle - Great Park

In this project the intention also is to keep the urban population from moving away by creating high-quality housing within appealing surroundings, as well as the offer of new jobs (International Business Park).

By the mid 1980s, it became clear that there was insufficient land available in the urban area to provide for a range of sites that could meet market requirements for modern industry and housing. A key proposal of the Development Plan for the City was to create an urban extension into existing Green Belt land to provide strategic sites that could help to stabilize the city’s population by providing the Jobs and houses that would be needed.

A 400 hectare site to the north of the city centre was identified, and the Council proposed an ambitious plan for an 80 hectare International Business Park (providing employment for 13.000 people) and 2.500 high quality houses. This massive development, to be known as Newcastle Great Park, will be a sufficient scale to ensure both high quality environment and development.

The Council and Private Developers have signed a contract guaranteeing 40 million Euro of contributions from the developers to provide infrastructure and services. Furthermore, a “2-for-1” agreement requires two houses to be built in the Urban Area of Newcastle for each one built on previously undeveloped land in Newcastle Great Park.

10.7 Gouda and Leidschendam

In both projects quality aspects are subordinate. The questionnaires, therefore, are not filled in in the corresponding sections.

Leidschendam considers maintaining an intact rural environment in close proximity an important contribution to improvement of the quality of life of the residential population in the cities.

10.8 Utrecht

Quality aspects in this project are of very low importance, according to them. It’s primarily a project for the revitalisation of old industrial areas at the city border of Utrecht. Naturally, value is placed on multiple or diverse structures and an appealing appearance in the planning for the area, since young and dynamic enterprises should be interested in establishing there.

11. Recommendations

Imminent restructuring tasks, as well as the projects that have been started, should be used to correct planning

and building mistakes of the past (according to today's view!) in a fundamental way, but still using good judgment. Instead of wrecking ball and demolition, a dismantling, remodeling, modernizing and revitalisation is called for. Radical new orientations and reshapings run the danger of missing, in the short or long term, the requirements of the users, which certainly will change again in the future. Therefore, the sweeping efforts of Newcastle should certainly be followed with special interest.

It is also important that the innovative powers of all parties participating in, or concerned with, the restructuring process (land and building owners, inhabitants, users, businesses, employees) are stimulated but not kept in leading strings, and that their interests and quality demands are considered in the project. That means, for example, that public authorities should engage in the form of kick-off financing, coordination, and integration tasks as well as orientation planning, but should leave the concrete implementation to the societal powers, to the "zeitgeist", and to the market.

12. Conclusions

Quality in the sense of quality of life has many faces. It can show itself in the individual organisation of daily life, where decisive factors are frequency and intensity of social contacts, daily life in the job, organisation of leisure time, etc. But quality can also manifest itself in the form of a high-quality environment. In this case, environmental quality is characterised by clean air, pure water, uncontaminated soil, sufficient open area and nature in close proximity.

Another aspect is the immediate housing quality. Quality then stands for attractive building substance (regarding form, characteristics, convenience, building materials used, up-to-date housing technique) in an attractive location (amongst others, regarding connection to public transport and to streets without immediate impairment, no industry) and the livable surroundings (social contacts, high share of green areas, shopping opportunities, cultural offerings, leisure facilities, etc.).

It generally holds true for quality that its image and importance have gained. This is true for products and services as well as for the residential situation and daily life of people. The quality factor has gained in importance for location decisions of private households as well as of businesses. That means that this aspect must be given special attention in the future in order to not fall behind in competition with others.

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