

DEMOGRAPHIC CHANGE & URBAN MOBILITY AND PUBLIC SPACE

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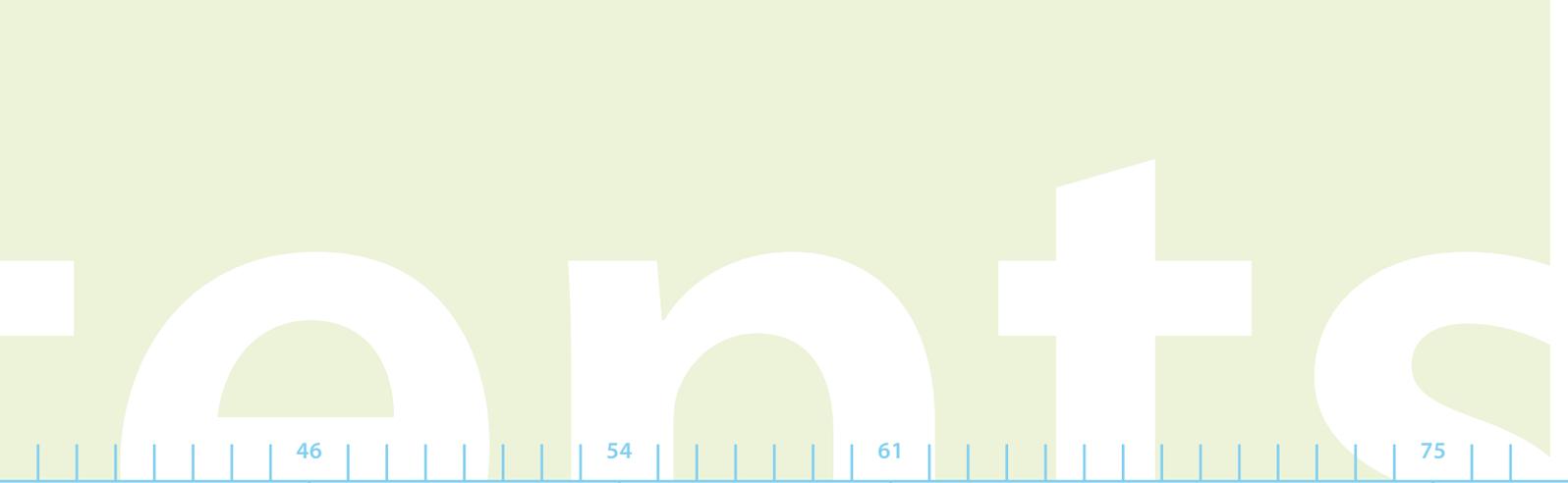
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Europaforum Wien
Centre for Urban Dialogue and European Policy

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0_Executive summary

Until now, the public debate on demographic change, and in some cases also the scientific debate, has very much focused on ageing. However, analysis of the five cities in this study – Berlin, Copenhagen, London, Vienna and Zurich – shows a wide variety of projected trends in terms of the future composition of their populations. Therefore, in this study, the term ‘demographic change’ refers not only to changes in the age and size of the populations, but also to changes in criteria such as ethnic and cultural diversity, lifestyle diversity, and family and household structures.

The five selected cities (Berlin, Copenhagen, London, Vienna and Zurich) have already put demography on the urban agenda over the last few years and offer an interesting range of good practice examples.

Demographic challenges...

Out of the five cities, four of them (Copenhagen, London, Vienna, Zurich) expect significant population growth within the next few years. Only the population of Berlin, which is situated in a geographic area predominately faced with population loss, is expected to stabilise over the next few years.

Population projections¹ :

- > Vienna: +21% by 2035
- > London: +11% by 2026 (conservative projection)
- > Copenhagen: +6% by 2018
- > Zurich: +4,9% by 2025
- > Berlin: -1% by 2030

Demographic change should not be associated simply with ageing. In fact, if ageing is measured by the proportion of people aged 65+ in the total population, only Berlin and Vienna will see a “greying” or ageing of society. Zurich’s population will get younger over the next few years. London will see its largest population increases in the 50-60 years age group rather than the 65+ age group; and the number of older people in Copenhagen will become static.

A growing ethnic diversity is a common phenomenon in all the investigated cities. This is reflected in the growing diversity of urban lifestyles, creating different ways of using the city and new expectations of what a city should offer in order to be attractive. A broad understanding of the demographic changes affecting urban society is needed in order to ensure pro-active and successful urban planning and urban mobility policies.

... and mobility challenges

In the last few years, all five cities have seen an increase in total traffic volumes, with an accompanying rise in car traffic. This trend is likely to continue, although cities such as Vienna have put policies in place that aim to reverse this trend over the coming years. However, in general, a further rise in the total amount of motorised traffic is considered very likely. Despite growing absolute traffic volumes, the cities studied have been successful in changing the modal split in favour of sustainable transport, thanks to major investment in infrastructure and awareness-raising. For example, in London, the modal share of public transport has risen by about 4% since 2000.

How do European cities react to the challenges of demographic change relating to urban mobility and public space?

The analysed cities have, to varying degrees, integrated the challenge of demographic change into their strategic planning documents dealing with urban mobility and public space. Berlin is currently developing a comprehensive demography concept for the city, whereas London deals explicitly with the requirements of older people in its 'Mayor's Older People Strategy'. With the Greater London Authority's 'Race Equality Scheme', the city has developed a specific race equality impact assessment, which defines key activities for transport policies. Vienna has specifically focused on barrier-free planning and building, as well as pedestrian-friendly urban spaces. Similarly, Zurich also regards pedestrian traffic as a key focal point in urban planning and transport policies. A very broad understanding of diversification can be found in Copenhagen, where the concept of diversity includes the different lifestyles of the citizens.

Based on the comparative analysis of the five cities, a set of challenges and key areas for action can be identified. These highlight the essential requirements for formulating policy responses to the forthcoming challenges.

Challenges ...

- **Researching different requirements:** Demographic change brings about a multitude of expectations and requirements of what a city should offer its inhabitants. Different life phases and different lifestyles both play a role in determining collective needs. Awareness of growing ethnic diversity and the related consequences for society should also be an integral part of the planning process. The City of Copenhagen took this into account when developing its City Development Strategy: a lifestyle analysis in the preparatory phase helped to ensure that the wishes and expectations of city 'users' were taken into account when formulating the city's planning and development goals.
- **Integrating different policies:** In the field of urban mobility and public space it is vital to be aware of the interactions with other policy fields, especially public health policies and integration and diversity policies. These are central to meeting the challenges of demographic change. The ageing urban society has specific requirements in terms of using urban spaces and participating in urban mobility. The City of Vienna's pilot project "sALTo", which set new quality standards for ageing in the neighbourhood, demonstrates how the urban planning and health-care fields can be integrated.
- **Developing visions and harmonised strategies:** When dealing with the challenges of demographic change, it is very important to define widely accepted policy goals in a broad consultation process. These policy goals serve as a framework for specific strategies and for successful outcomes on a project level. Visions and mission statements define overarching goals (e.g. London's vision of becoming the most pedestrian-friendly city in the world), and these have to be converted into concrete sectoral strategies. With its mission statement "Stadträume 2010", the City of Zurich has developed an overarching theme, focusing on the design of public space. Its related Quality of Urban Space and Security Checklist breaks the mission statement down into concrete aspects that must be considered in the planning and implementation processes.
- **Participation and multi-stakeholder planning:** Demographic change will cause a diversification of mobility needs. Different views and diverse mobility patterns will therefore have to be considered, and relevant stakeholder groups will need to be involved. The City of Berlin created its Urban Transport Development Plan with the close involvement of representatives of the relevant stakeholder groups, in the form of a 'round table', together with close involvement from an expert advisory board. Whereas the 'round table' acted as a forum for integrating different stakeholder views and interests, the expert advisory board ensured innovative and high-quality methodological and technical standards.

... and key areas for action

- **Mobility:** The provision of an adequate and accessible infrastructure is a pre-condition for guaranteeing equal mobility opportunities to all citizens. To enable all inhabitants to fulfil their mobility needs, the analysed cities are in the process of adapting and improving their mobility policy and services. Among others, Berlin sets a high priority on the barrier-free and accessible design of tram and bus stops as well as of underground stations, following the guidelines for a barrier-free Berlin. Stations and bus stops must not only be accessible, they also need to be connected to a densely-woven path network, providing secure and easy access to and from the stations. London's "Streets of Gold Programme" aims to make London a walking-friendly city, by linking key neighbourhood destinations, such as schools, stations and shops, with high quality path networks.
- **Public space:** Barrier-free design emerges as one of the essential criteria for providing the foundation for equal use of the public space. All the analysed cities recognise their responsibility for barrier-free design and have undertaken activities at different levels (e.g. Berlin's handbook on barrier-free urban planning and building). Against the background of demographic change, the design of public spaces must more than ever reflect and meet the diverse needs that derive from a multitude of urban lifestyles. London and Copenhagen in particular take the diversity of the urban population and their requirements as a starting point for planning public space (e.g. Copenhagen's Urban Space Action Plan; London's Open Space Strategy). Vienna puts a special emphasis on gender mainstreaming when planning public space (e.g. Gender Mainstreaming Pilot District Mariahilf).
- **Security:** In the context of street safety, the analysed cities work on awareness-raising measures (e.g. traffic behaviour campaigns in Copenhagen). Some cities also aim to have better monitoring systems so they can gain the additional knowledge needed to create integrated road safety programmes (e.g. Vienna's Vision Zero). In the context of security, the analysed cities have defined common safety and security standards for projects (e.g. Zurich's Security Checklist), or they have considered gender-specific requirements in relation to safe urban spaces.
- **Statistics and data collection:** In order to meet the challenges of demographic change, there is a growing need for information on the diversity of lifestyles, social roles and specific requirements of certain groups. This demands advanced methodologies of data collection. London collects very detailed data on the mobility behaviour of particular user groups (differentiated by gender, age, ethnic group, working status). Other cities put priority on the spatial differentiations within the city (e.g. mobility study, Vienna).
- **Urban structure:** Against the background of suburbanisation, cities have to tackle the question of how to stay attractive for certain groups of citizens (e.g. young families who tend to move to the suburbs), or how to cater for people wishing to return to the city due to altered life situations (e.g. single older people). Innovative housing models, such as multi-generational or intercultural housing, can help to stabilize the urban structure (e.g. Berlin's information centre for multi-generational housing; Vienna's 'themed housing' projects).

A_Background

1_Introduction, aims and structure of the study

Demographic change is widely considered as one of the main challenges for Europe and its national and urban societies. 'Demographic change' generally refers to a fundamental change in the number as well as the composition of a population. Birth rates, life expectancy and net migration all affect demographic change. In this study demographic change is understood in its broader sense, also referred to as 'socio-demographic change'. This includes ethnic and cultural diversity, and the diversification of lifestyles, as well as changes in family and household structures.

The European Commission has identified demographic change to be a key issue for the future of Europe and is dealing with the challenge in various ways. In 2005, the Commission published a Green Paper on demography. It launched a public debate on the management of demographic change and the European Union's role within that process, and called for a new solidarity between the generations. In addition, every two years, a European Demography Report will present an assessment of the demographic situation, reflecting the ongoing debate and research in the EU, in conjunction with the European Demographic Forum². The Forum offers Member States, stakeholders and experts the opportunity to exchange best practices and to reflect on how best to prepare for the consequences of Europe's demographic transformation. However, the challenge of demographic change calls for policies at different institutional levels, so close coordination of the policies at the European, national and city level is required.

Different European cities are affected by the processes of demographic change in different ways. The Urban Audit-based study State of the European Cities Report concludes that between 1996 and 2001, the population in European urban areas grew twice as much as in non-urban areas. However, different patterns can be observed in different cities and urban agglomerations. Northern and Southern European cities have generally experienced positive growth rates, whereas in Western Europe trends are more diversified, with approximately the same proportion of cities declining, stagnating and growing. In Central and Eastern Europe the trend is predominantly one of population loss. Generally, one can observe that when urban agglomerations are growing, the population of the core cities also increases³. This trend stands in stark contrast to developments seen in earlier decades, when we saw rapid sub-urbanisation and declining metropolitan cores.

Decreasing fertility rates and increased ageing can be seen as a 'mega trend' on a European scale. Although most of the cities are affected by these processes, the concrete local effects vary significantly. Thanks to migration, many cities will be less affected by the changing age pyramid than non-urbanised areas.

² The first Forum was held in October 2006. The first Demography Report was adopted in May 2007.
³ European Commission; State of the European Cities Report; Brussels (2007)

Five cities: various approaches to similar challenges

This study aims to give an overview of the way selected European cities have reacted to the challenges associated with demographic change, in terms of urban mobility and public space. Five cities have been selected: Berlin, Copenhagen, London, Vienna and Zurich. Each of these cities has put the issue of demographic change on their urban agenda during the last few years and each shows an interesting range of good practice examples, focusing on different aspects of the issue. The availability of relevant data, as well as the accessibility of major planning documents, has further influenced the selection of cities. No city from a new EU member state has been included, as most of these cities are at the beginning of the process of dealing with the issue, and they therefore lack the corresponding policy documents and practical experience.

Part A of this report provides a short introduction on the relationship of demography and mobility in an urban context, as well as expected future trends concerning mobility development and behaviour. The city case studies in **Part B** give a compact overview of the demographic trends in each city as well as the city's mobility patterns and trends. An analysis of each city's key planning documents (e.g. urban transport plans, urban development plans, mobility programmes, strategies on public space and mobility etc.) reveals to what extent the challenge of demographic change (primarily ageing and ethnic diversity) has been integrated into the city's urban planning and transport policies. Concrete measures and pilot actions show the various approaches of the analysed cities. The conclusions in **Part C** suggest a set of challenges and key areas for action which are regarded as vital if cities are to successfully meet the challenges posed by demographic change.

2_Demographic change in Europe

2.1_Demography and mobility in an urban context

Demographic change, understood as a process of fundamental change in society, including ageing, ethnic diversity and lifestyle diversity, affects urban mobility and planning policy in various ways. Ageing and the diversification of society means that urban planning has to deal with numerous new requirements and expectations.

Like the development of the public transport system itself, the specific mobility behaviour and mobility requirements of certain groups are closely linked to social indicators (e.g. age, gender, financial background, employment status, health etc.) as well as to the quality of the urban space.

Planning for different phases of life

Different phases of life are associated with different requirements for urban space. A person caring for children, or an older person, can be assumed to set a high priority on a pedestrian-friendly and barrier-free environment, where they can get around easily to meet their day-to-day needs. However, a person working all day in an office or other workplace will mainly be interested in short journey times to and from work, as well as opportunities for shopping and other day-to-day services either near the workplace or on the journey (e.g. in underground or overground railway stations).

The different mobility needs and mobility behaviours relating to different phases of life can be summed up as follows:

Children and youngsters ...

- ...are at a certain age more mobile than the average;
- ...are users of sustainable transport modes such as rail, water, bicycle and pedestrian traffic;
- ...need a safe environment for unattended walking and playing in public spaces;
- ...would benefit from a general decrease in traffic speed⁴.

Employed people ...

- ...need to meet increased mobility requirements due to the transition to flexible work patterns;
- ...need to cover distances between home and workplace in a time-saving way;
- ...need to combine trips (e.g. shopping, taking care of children).

Persons with caring duties ...

- ...are highly dependent on the quality of the neighbourhood in terms of everyday provisions ("compact city");
- ...set a high priority on a safe, barrier-free, pedestrian-friendly environment, as they tend to have children/older people with them⁵.

Older people ...

- ...want to sustain their mobility for as long as possible;
- ...mobility can be affected by decreasing physical and mental capacities;
- ...would also benefit from a general reduction in traffic speeds⁶.

⁴ See for example Hüttenmoser M.; *Bewegungsförderung statt Verkehrsziehung?* In: Verkehrszeichen (2003)

⁵ See for example Kail E.; *Fair shared city – Gender Mainstreaming Planning Strategy in Vienna* (2005)

⁶ See for example Kaiser H.J.; *Ältere Menschen im Straßenverkehr* (year unknown)

People facing additional specific needs

Disabled people and migrants primarily have to be seen as people who fulfil social roles just like anybody else: in other words, as children, young adults, older people, employed, unemployed, well-off, poor or carers for other persons. However, specific considerations can be identified in terms of their special requirements and their available mobility options.

Disabled people ...

- ... are at a certain age more mobile than the average;
- ... want to be mobile in a self-determined way;
- ... are especially endangered by road traffic due to their disabilities (e.g. visually impaired, hearing impaired, walking-impaired).

Migrants ...

- ... assign a high priority to affordable and high performing public transport;
- ... assign a high priority to their own neighbourhood for the provision of everyday needs;
- ... attach high value to the quality of public space in terms of cultivating social contacts;
- ... regard public transport and walking as a higher priority than 'nationals', whereas cycling seems to be less attractive⁷.

Different purposes for mobility

People in most EU countries make an average of three trips per day. The highest number of trips are made for leisure activities, with work accounting for the second highest number of trips. This picture remains the same whether analysing by time travelled or by distance travelled. People travel longer distances for leisure purposes, while shorter trips are made for work, shopping and education purposes⁸.

Leisure time mobility ...

- ... makes up a higher proportion of mobility than any other purpose and is rising disproportionately;
- ... more than 40% of travel time spent is related to leisure activities⁷;

Education and work related mobility ...

- ... is the second most important reason for travelling in the EU;
- ... claims more time from people in the Netherlands and the UK than in other EU countries⁷;

Mobility related to shopping ...

- ... is a relatively significant mobility factor in most countries, with a high variation by country;
- ... is, as a percentage of overall time spent travelling, highest in Norway and Finland (about 16%)⁷.

Mobility and spatial structures

Spatial structures affect people's mobility behaviour as well as their transport options. A Swiss study revealed that the distance travelled per day (which is a key indicator for the level of travel) is lower in densely populated areas (where housing units and facilities such as shops, post offices or pharmacies are located within a short distance), and for inhabitants of multiple-family homes. These conditions make it less important for households to have a car. A general trend can be observed: the more densely populated a municipality, the less the inhabitants have to travel to meet their daily needs. The study also revealed that people living in areas with a low population density but with the same socio-economic profile, have to travel about 40% further than the inhabitants of dense urban areas.

Dense urban areas ...

- ... allow a greater variety of mobility modes; the modal split develops in favour of sustainable carriers;
- ... allow for shorter travel distances; polycentric spatial structures reinforce this correlation;
- ... render possible the concept of the "compact city" ("Stadt der kurzen Wege")
- ... provoke conflicts of interest in terms of open spaces.

Decentralised urban areas ...

- ... provide a higher amount of open/green spaces and necessitate shorter journeys for leisure purposes;
- ... necessitate longer trips for satisfying every-day needs as well as for education and work;
- ... show that the quality of an area depends on the access to public transport;
- ... lead to a shift in the modal split in favour of the private car.

Suburbs ...

- ... offer high quality open/green spaces and provide leisure opportunities nearby;
- ... face a high amount of commuter traffic with a rising proportion of individual motorised transport; the modal split shifts clearly in favour of the private car;
- ... require children and youngsters to travel longer distances to reach (secondary) education institutions;
- ... often provide a weak transport infrastructure that diminishes the possibility for a self-determined, non car-orientated mobility.

Facts and figures⁹

Older people and mobility

- Public transport and walking are of high importance for older people. Studies in Germany showed that mobility patterns change significantly at about the age of 65. Whereas personal mobility until the age of 55 is clearly dominated by motorised individual transport, this pattern changes dramatically thereafter, with the percentage of pedestrian traffic rising to 52% in the 85+ age group.
- Older people have a different mobility profile during the course of a day. Whereas motorised traffic usually peaks between 7 a.m. and 9 a.m. in the morning, and between 4 p.m. and 6 p.m. in the evening, the mobility pattern of the 60+ age group varies dramatically.
- The number of daily trips decreases at 65+. Of course this is closely related to a shrinking activity rate. However, surveys show that other reasons, such as the weather, darkness, barriers, missing assistance and lack of money also play a significant role.
- Older people have a higher risk of getting seriously injured (or even killed) in traffic. Data from Austria suggests that 70%-80% of all pedestrian accidents involving older people occur near main roads. 80% of these accidents happen while trying to cross the street; 50% of these at unsecured spots.
- Mobility patterns of older people are more focused on their particular neighbourhood. Two thirds of all trips made by older people are restricted to their respective neighbourhoods (mainly on foot). Therefore safe, clear, barrier-free routes, with opportunities to rest, are extremely important for ensuring the mobility of older people in all neighbourhoods and all areas of the city.

Gender and mobility

- Due to gendered mobility behaviour, women are affected by a lack of public space more than men. Women undertake more trips on foot in their neighbourhood related to the satisfaction of everyday needs. As women still perform the bulk of household and caring work, they are often accompanied by children and older people, who are the slowest traffic participants.
- The multi-purpose trip is a typical characteristic of women's mobility behaviour, especially for employed women with children, who tend to combine trips for shopping, taking children to kindergarten/school etc.

Household structures & mobility

- The increase in single households is a common phenomenon in European cities. In particular, the numbers of households with a single adult under the age of 35, and between 35 and 64 years, are both increasing. The number of trips per person varies according to household size, with single households usually making the highest number of trips. The rising number of young single households, together with the growing number of active older people, partly explains the strong rise in journeys associated with leisure activities which can be witnessed in many cities.

Migrants¹⁰ and mobility

According to studies in Germany and the Netherlands, mobility patterns of migrants vary significantly from the rest of the population¹¹. The following mobility patterns have been identified:

- Although the number of overall trips per day is similar, significant differences emerge when considering gender. Whereas the number of trips per day stands at 3.2 for women with German nationality, the figure for women with Turkish nationality is only 2.6. These differences are mainly a result of a larger proportion of foreign nationals not being mobile at all at certain times (more than 40% in the case of Turkish people living in the Netherlands, compared with only 22% of Dutch nationals; a similar picture has emerged in other countries).
- Despite bigger than average household size, car ownership in migrant households is less than in households of nationals. Whereas one can observe a strong catching-up process in car availability amongst women in general, this process is not yet found amongst migrant women.
- Lower car ownership is reflected in differences in the modal split. Whereas 38.4% of migrants living in Germany use public transport as their main mode of transport, only 23.9% of German nationals say they use public transport several times a week. Again, similar mobility patterns have been observed in other countries. Public transport and walking are of very high importance for migrants living in EU countries. However, other environmentally sound modes of transport, such as cycling, seem to be less attractive to migrants than to native people¹².
- Different mobility patterns and lower car availability lead to different distances travelled. For instance, the average German man travels four times further per day than the average Italian woman living in Germany. This is an indication of the relative importance of local neighbourhoods for migrants.

*¹⁰ Although most of the data is only available on the basis of nationality, one can legitimately assume that certain mobility patterns also apply to people with migration background who have already obtained the citizenship. Most data refer to the national level – similar data for the regional or the city level is rarely available.
¹¹ Mobility data collected by Transport for London suggests similar patterns for London and the UK respectively (see City Portrait London)
¹² These assumptions are based on data from the Netherlands.*

*13 See for example Chlond B. et al.: *Hinweise zu verkehrlichen Konsequenzen des demographischen Wandels*, 2006
14 The generation which will approach retirement in the next years and form the elderly of the future is more likely to hold a driving licence and own a private car than the generation before – this is especially true for women.
15 With the cohort-effect the persistence of once acquired behaviours and mobility patterns is characterised. Thus car-oriented mobility once acquired will be continued at an older age (see for example: Chlond B. (2006)*

2.2_Demography and mobility: future expectations

2.2.1_Mobility development and behaviour

To achieve a successful and sustainable urban mobility policy, it is not only necessary to understand the different expectations and requirements of various population groups, but also to have an idea of how mobility patterns will develop in the future.

An overview of likely future trends is summarised below:

- **Increasing volume of traffic.** As a general trend, the volume of traffic is expected to increase. It is very likely that Europe will see significant spatial variations in traffic growth between urban and non-urban areas, as well as within urban agglomerations and even within the core cities.
- **Changing mobility patterns.** Ageing and migration are the two main factors affecting mobility patterns, with significant consequences for transport systems. Mobility patterns are likely to change in three key ways¹³. Firstly, in relation to the reasons for travel: leisure time mobility as well as mobility related to shopping is increasing. Secondly, regarding the times of travel: increasing leisure time mobility and new, more flexible work patterns, as well as increasing numbers of older people no longer working, are likely to change the timing of traffic peaks. Thirdly, regarding the choice of transport: a more multi-modal behaviour with a more flexible use of modes is expected. In addition to economic and demographic changes, the availability of new transport technologies may also affect mobility patterns in significant ways.
- **Diverse trends in car availability/car ownership.** Car ownership is generally tending to increase¹⁴, although regional differences within European cities are likely to continue. However, this does not mean that we can expect a fully motorised society. Health considerations and the costs associated with private motorised mobility likely to be the main reasons for people with a driving licence deciding against car usage. The different mobility patterns of certain ethnic groups (see below) might also work against an increase in car ownership and car usage in certain cities and urban areas.
- **Fewer passengers for public transport.** The so-called 'cohort-effect'¹⁵ suggests that the number of people with a natural inclination to use public transport will decrease in the future. There will be a larger proportion of car-orientated older people, whose mobility patterns have not been shaped by an affinity to public transport. In many cities, there will also be fewer schoolchildren: schoolchildren tend to be regular users of public transport. Public transport providers will therefore need to upgrade the quality of their services and infrastructure in order to attract those who are no longer "forced" to use public transport.

- **Overriding ethnic effects.** Some of the changes in the use of public transport (as mentioned above) may be mitigated by the different mobility patterns of certain ethnic groups in European cities. Although some studies suggest that an improved socio-economic status will lead to a harmonisation of mobility patterns, it should be born in mind that an automatic rise in socio-economic status for migrant communities in European cities is far from guaranteed. Furthermore, despite restrictive immigration policies in most countries, migration from non-EU countries is still occurring. It is therefore likely that there will continue to be a significant influx of people with a low socio-economic status and this will be reflected in the associated mobility patterns. Even if the socio-economic status of migrants improves, it is not certain whether the migrant population will automatically adapt to “western” mobility patterns. A large proportion of migrants transfer parts of their income to their former home country, which reduces their mobility budget in comparison with nationals.
 - **Increasing costs for transport.** Costs for motorised individual transport are likely to increase, due to an ongoing increase in the price of oil. Additionally, it is likely that tax burdens, as well as insurance and maintenance costs, will rise. Therefore, especially for low-income groups, the attractiveness of motorised individual transport may decrease. On the other hand, increasing costs are also likely for public transport. Alongside rising energy costs, the predicted reduction of public subsidies is the main reason for the predicted increase in public transport costs. These contradictory trends make it difficult to predict the future cost relationship between public transport and motorised individual traffic.
- **Privatisation of services.** The construction and maintenance of transport infrastructure will put enormous financial pressure on public entities. A possible reaction to this may be increased privatisation of transport infrastructure and services. In addition, we may see more financing models based on the “user-pays” principle.

2.2.2_Demographic change and urban development patterns¹⁶

Urban development patterns will be shaped and influenced by the demographic changes ahead, including changes in lifestyles and urban culture. These in turn are likely to have a significant influence on mobility systems and mobility patterns. Based on these likely changes, the following predictions on the future of spatial development in urban agglomerations can be made:

“Return to the city” and diversification

- “Return to the city” is usually associated with the appreciation of urban culture by knowledge workers and the creative industries. These groups value the density and diversity of the city. Public space is of increasing importance for this group as a place for leisure, and for consuming food, drink and other goods and services, as well as for meeting and networking. The fact that a segment of the population with high social status values the concept of the European city increasingly leads to a reassessment of the benefits of urban life among the broader public.
- Of course appreciation of city life is not homogenous. With the diversity in European cities, different “ways of life” are translated into different expectations regarding housing, and urban design and development. Therefore, urban planning has to be prepared to deal with a growing number of preferences, and to reconcile these with the goal of a sustainable city.
- Urban sprawl as a dominant trend in post-war European and North American cities is not expected to disappear in the coming years. However, for objective and subjective reasons the increase in urban sprawl may diminish. (Objective reasons include increasing cost of land due to land scarcity; subjective reasons include increasing appreciation of city life).

Suburbia, demographic change and mobility patterns

- The formation of “suburbia” at a certain point in western European urban development was certainly influenced by socio-economic factors. These led to growing income and wealth for a large section of western European society. Along with the new and widespread availability of private cars, the growth in income and wealth also led to house purchase.
- There is now some indication that the current objective problems of suburban areas will begin to have a stronger influence in the location decisions of private households. Alongside the demographic factors (see below), two other factors seem to play a role in this context. Firstly, rising transport costs over the last few years mean that people are likely to anticipate further rises in transport costs in the future. Secondly, based on the negative expectations of higher transport costs, a decline in real estate value in certain suburban areas is likely.

- Demographic changes play an important role in the re-assessment of suburban areas. The 'baby-boomers', who were mainly involved in the first wave of suburbanisation in European cities during the 1960s and 1970s, are now 60 to 70 years old. This group often owns property designed for the requirements of a one-family household in terms of layout and location. In many cases, this is now inadequate for the next phase of life. This may especially be the case in areas with a poor social and physical infrastructure, where there is less opportunity for self-determined, non-car-orientated mobility. This holds even more true when one considers that it seems increasingly unlikely that public authorities will provide suburban areas with the same level of social and technical infrastructure as they did in the past.
- Older people are much more orientated towards their specific neighbourhood in fulfilling their day-to-day needs. Proximity to shops, medical care and other services are of particular importance. At the same time, the 'empty nest' syndrome (experienced after grown-up children have left the house) means higher costs per person and often a larger amount of work per person in looking after and maintaining the property. Therefore, as far as financial considerations allow, this group increasingly starts to look for inner-city alternatives. However, for most people, re-location to the inner-city is only possible if their suburban home can be sold at an acceptable price: this might not be possible in certain suburban areas. These circumstances could lead to spatial segregation, with some suburban areas (i.e. those with higher density and better social and physical infrastructure) remaining high-valued neighbourhoods, and others losing value and status.
- The trends noted above will contribute significantly to the phenomenon of re-urbanisation. In fact there is some evidence that urban sprawl has already reached its peak in many cities. Cities are either already experiencing a slowdown of outward migration, or they are expecting one. This means that there is at least the potential for inner-city areas to become more attractive to new target groups (e.g. high-income households, families, older people etc.). Therefore urban planning has to ensure that inner-city neighbourhoods meet the requirements of these potential new inhabitants, while at the same time avoiding unwanted gentrification.

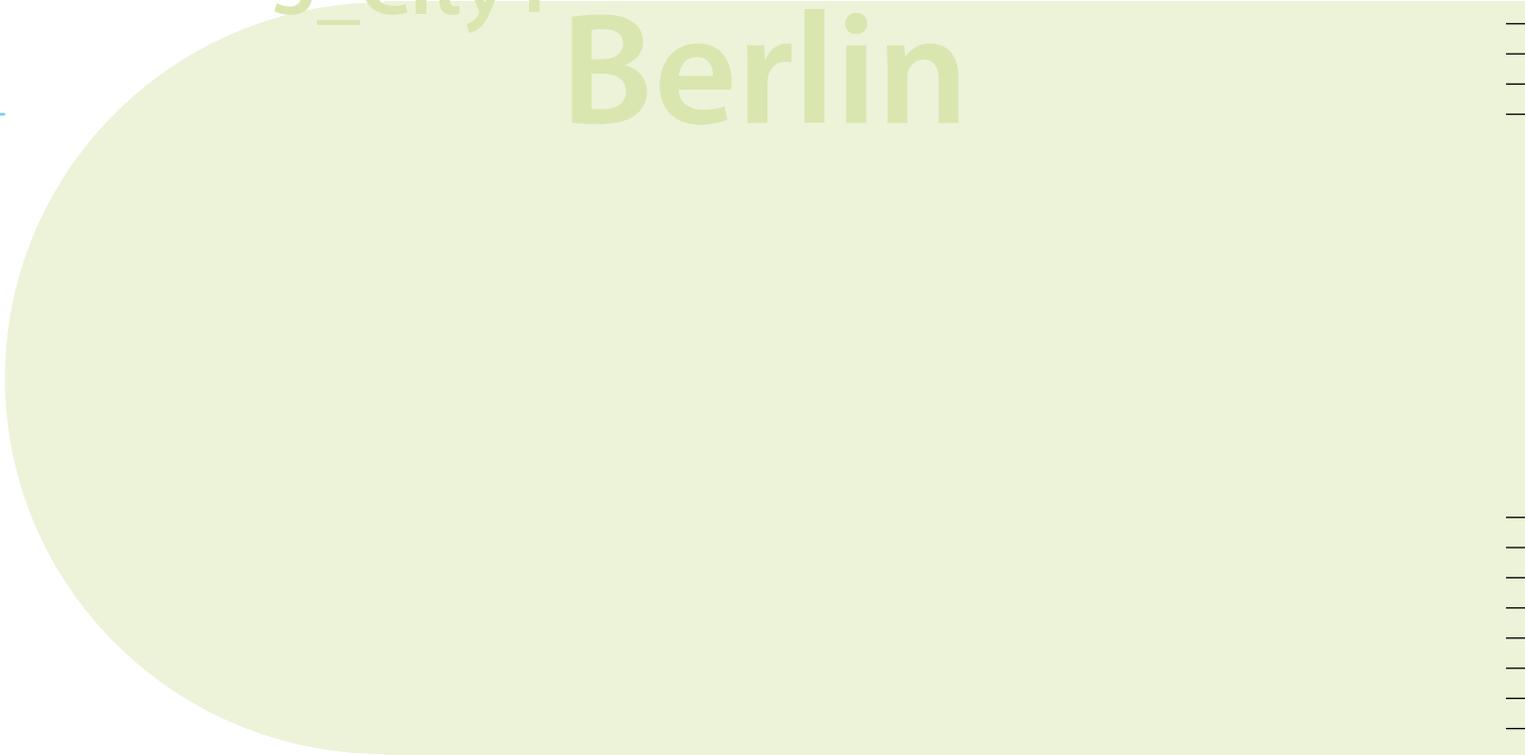
Planning for diverse mobility patterns

- Women are likely to play a prominent role in shaping the outcomes of demographic change, as they significantly outnumber the share of men in the older age groups. This will pose important challenges for public transport and urban planning in the future. In many cities, public transport and urban planning do not yet fully integrate the more complex mobility patterns of women and older people. Instead they focus on the requirements of male workers and commuters, whose mobility patterns are dominated by the daily journey to work and back. However, female mobility patterns feature a greater number of short trips, associated with child care and daily needs, and more likely to be covered on foot; and the mobility patterns of older people feature different time structures. These variations in mobility patterns will demand new transport options and new urban planning measures (e.g. pedestrian planning; compact city).
 - Cities that expect population decrease over the coming years will face growing financial pressure for increased efficiency in their public transport systems. This could lead to reduced services outside peak hours. As car availability amongst women and older people is still significantly lower than within the male working population, and given the mobility patterns described above, this would hamper the future mobility opportunities of these groups.
- 

B_City portraits

3_City portrait

Berlin



3.1_Demographic development at a glance

3.1.1_Population development

The population of Berlin is predicted to remain fairly stable until 2020. Considering the expected population shrinkage in large parts of Eastern Germany, this population stability is regarded as quite positive. In the long term however, even the population of Berlin is predicted to shrink. In the forecast's basic assumption, Berlin's total population is predicted to fall to 3.367 million people by 2030, compared with 3.404 million people in 2006. The population projection for 2030 has been calculated by the Senate Department for Urban Development, in cooperation with the State Statistical Institute Berlin-Brandenburg. It reveals three options for the expected population development from 2006 to 2030 in Berlin, focusing on three scenario assumptions concerning future economic conditions. All three scenarios assume a slight but continuing population gain that will diminish during the projection period. The 'basis' scenario, which is seen as the most probable one, and the 'shrinkage' scenario, both assume that the trend reversal will take place at different points during the projection period. The 'growth' scenario assumes a slight and continuing population increase until the year 2030.

- The **'basis' scenario** predicts a population loss from the year 2016 onwards. During the projection period a population decrease of about 37,000 people (-1.1%) is assumed.
- The **'growth' scenario** expects a population increase up to 3.503 million by the year 2030. The population is expected to increase by about 99,000 people (+2.9%).
- The **'shrinkage' scenario** indicates a decrease in population from 2009 to 2030 of about 175,000 people (-5.1%).

Migration in and out of the city is a crucial factor for any urban population growth. After German reunification in 1989, the city of Berlin experienced considerable population gains in the short term. However, from 1994 onwards, the city had to cope with decreasing population, due to decreasing birth rates in the Eastern part of the city and intensifying suburbanisation. From 2000 onwards the population stabilised again, due to increasing in-migration from other parts of Germany and decreasing out-migration to the surrounding areas. During 2005/2006, there was a slight population gain, in contrast to the national trend.

From 1991 to 2006, some 222,000 more people moved to Berlin's surrounding areas than moved into the core city. As a general rule, the majority of people moving out of the city were 30-50 year-olds with their children. Population gains for the core city however were only within the 19-25 year-old age group, who were mostly moving to Berlin for educational purposes. Between 2006 and 2030 a slight decline in annual population loss is expected (in 2006, the net loss was 9,231 people). Taking into account all migration movements, the 'basis' scenario expects a positive net migration into Berlin from about 2016 onwards, with a gain of about 7,200 people per year. The 'growth' scenario expects population gains for Berlin of 11,000 to 14,000 people per year. And the 'shrinkage' scenario assumes a decrease in population due to outward migration of about 1,500 people per year.

3.1.2 Shift in age groups

Aside from increasing internationalisation, the expected shift in the distribution of age groups is seen as the main challenge for Berlin. This age group shift is important for urban mobility and public space.

- The ageing of the population will continue: the average age will rise from 42.4 years in 2006 to 46.4 years in 2030.
- Between 2006 and 2030, the number of people over 75 will rise by 83%; and the number of persons over 80 will rise by 110%; whereas the number of children and youngsters under 18 will decline by about 10%.
- The ageing of the population will lead to 'districts of seniors'; the percentage of over 65 year-olds will rise, especially in Berlin's outer districts.
- The population of working age (i.e. 18-65 year-olds) will decline by about 10% by 2030. The number of young adults aged 18 to 25, who are especially important in terms of the modernisation of the city, is predicted to decline by about 20%.

3.1.3 Ethnic diversity

25.7% of Berlin's population have a 'migrant background'¹⁷ (Einwohnerregister 2007). A strong spatial differentiation between Berlin's districts is evident: the highest proportion of citizens with a migrant background live in the western districts. 44.5% of the 'Mitte' district population has a migrant background; followed by 'Neukölln' with 38.7%, and 'Friedrichshain-Kreuzberg' with 36.6%. The average age of Berlin inhabitants with a migrant background is around 37, which is five years younger than the average age of the German nationals, which is 42. As in other Western European cities, migration plays an important role in Berlin's population development. From 1991 to 2007, the proportion of foreign citizens increased by 32%, whereas Berlin's total population only increased by 2.6% during the same period. In the first part of the 1990s, the growth in population was predominantly a result of migration from abroad, mainly due to the pan-European East-West migration after the fall of the Iron Curtain, together with an inflow of refugees from former Yugoslavia. In 1995, six years after German reunification, international migration reached a peak with about 110 thousand individual movements. Since 2002 the picture has consolidated with about 70 to 80 thousand people migrating per year. The majority of immigrants have been 18 to 33 years old, and there has also been a net immigration of under 18s. The years 2003 to 2006 have been marked by significant immigration from Poland, decreasing immigration from Asian countries and from the states of the former Soviet Union, and increasing re-migration to the countries of former Yugoslavia. Also notable is that in 2006 the number of people emigrating to Turkey exceeded the number of people migrating from Turkey.

¹⁷ This proportion includes 470,000 foreign citizens as well as 394,000 German citizens with a migrant background.

3.2_Mobility in Berlin: current developments

3.2.1_Modal split

Motorised individual traffic (car and motorbike) is still the predominant mode of transport in Berlin. Currently 40% of all trips are made by car or motorbike, 27% by public transport and 32% by bicycle or on foot.

3.2.2_General characteristics of Berlin's mobility patterns

- Since 1989 the traffic volumes have increased, whereas the number of inhabitants and workplaces have decreased.
- Commercial traffic and job-related traffic accounts for some 30% of all urban traffic.
- About half of Berlin's households do not own a car. The degree of motorisation of the population (cars per 1,000 inhabitants) decreased from 329 in 1994 to 317 in 2006. This is quite remarkable when compared with the increase in motorisation in other major German cities.
- In 2006, an average of 210,000 commuters per day travelled into Berlin for work; while 119,000 commuters per day travelled out of the city for work. Compared with other large cities in Germany (especially western Germany), this represents a relatively low volume of commuter traffic. Berlin's polycentric city structure means that most citizens live a fairly short distance from the places they need to reach on a day-to-day basis, such as shops and education facilities: almost 45% of the distances travelled in Berlin are less than three kilometres.
- Due to the loss of workplaces in the Eastern parts of the city, many people are now having to commute further to work.

3.2.3_Future trends

The transport projections to 2015 for Berlin¹⁸ assume an ongoing increase in traffic, even with a stagnating population. Although the population of the whole urban agglomeration has increased by less than 3% since 1990, road traffic has increased by almost 20% in the same period. This massive increase in traffic is considered to be mainly the result of a spatial reallocation of inhabitants and workplaces between the urban subspaces and the surrounding areas, causing longer travel distances and a corresponding increase in traffic volumes. Due to German reunification, the increases in traffic volumes have been greater than in other major urban agglomerations. Depending on the traffic-reducing measures that are put in place during the next few years, the volume of motorised individual traffic is predicted to increase by a further 12% to 19% by 2015.

¹⁸ Senatsverwaltung für Stadtentwicklung (2006): Die Berliner Verkehrsprognose 2015

3.3_Urban planning, transport policy and demographic challenges

Analysed documents

- Urban Transport Development Plan, 2003 (“mobil 2010 – Stadtentwicklungsplan Verkehr Berlin 2003”)
- Mobility programme 2006 of the Urban Transport Development Plan (“Mobilitätsprogramm 2006 des Stadtentwicklungsplans Verkehr”)
- Urban Development Concept Berlin 2020 (“Stadtentwicklungskonzept Berlin 2020”), 2004
- Sustainable Berlin, 2003

3.3.1_Objectives and targets of the urban transport & planning policy

The *Urban Transport Development Plan (mobil2010)* delivers targets, strategies and measures for a sustainable and affordable mobility policy for Berlin up to 2015. Due to Berlin’s polycentric structure, its relatively low degree of suburbanisation, and its comparatively low levels of population motorisation, the city can build on its existing traffic-reducing measures. In the future, maintenance and improvement of the existing transport infrastructure and organisational and traffic-guiding measures will have priority over expensive network extensions, not least due to Berlin’s precarious financial situation. In terms of sustainability, given that almost 45% of journeys travelled in Berlin are less than three kilometres, further measures to promote the use of bicycles are likely to play an important role. Since 2000, the introduction of tickets targeted at specific groups such as pupils, siblings, students and the unemployed, as well as special tickets for regional leisure-time transport, has significantly increased the numbers of people in the targeted groups using public transport.

Multi-stakeholder planning. The Urban Transport Development Plan was developed with political and technical cooperation and supervision. Representatives of relevant stakeholder groups formed a “round table” which acted as a forum to integrate different views and interests, while an expert advisory board ensured high methodological and technical standards.

Berlin aims to ...

- ... satisfy the mobility needs of citizens and of the economy;
- ... make the inner city more attractive to live in, especially for families, in order to minimise the number of people moving away from the centre and into the surrounding areas;
- ... shift transport to sustainable carriers (e.g. by introducing bike & ride facilities, and additional cycle tracks);
- ... implement measures to reduce traffic congestion in order to increase the speed of buses and trams and make local public transport a more attractive option.

Assuring mobility for all. The different mobility needs of children, senior citizens and disabled people are an integral part of Berlin's transport policy. The aim is to maintain the mobility of senior citizens for as long as possible. Although the gender gap for mobility has already been narrowed, the aim is to further reduce this. In addition, the needs of children and youngsters are to be researched and taken into account.

Strengthening the inner city. By minimising through-traffic in the inner city, and by improving public transport and further managing the parking spaces, it is envisaged that the inner city districts will become increasingly attractive to live in.

Promoting non-motorised traffic. Non-motorised traffic is seen as the transport mode most compatible with creating attractive urban spaces. The aim for Berlin is to achieve a modal split of 80:20 in the inner city, in favour of rail, water, bicycle and pedestrian traffic.

3.3.2_Demographic change: an integral component of the city's policies?

Ageing and internationalisation of the city. Berlin has taken up the challenges of demographic and socio-economic change in a proactive way, as confirmed by the Senate's decision to develop a Demography Concept for Berlin by the end of 2008. The Demography Concept will take into account existing planning documents, such as the Urban Development Concept Berlin 2020 and the Local Agenda 21, that already address the challenges of demographic change. The city decided to approach the challenge in a comprehensive way by integrating the relevant urban policy areas and their related administrative departments. For Berlin, demographic change primarily consists of the ageing of the urban population and the internationalisation of the urban population.

Berlin's demography concept is currently in development and focuses on four spheres of activity:

1_ 'The economically successful and creative city'

e.g. making use of the potential of senior citizens.

2_ 'The family and children friendly city'

e.g. strengthening neighbourhood centres ('Stadtteilzentren') and the infrastructure in residential areas; designing urban spaces suitable for children, youngsters, families and older people; promoting housing projects in the inner city.

3_ 'The cosmopolitan and social city'

e.g. raising the share of migrants working in the business sector, in science and in public administration; attracting more highly qualified immigrants.

4_ 'Long life in the city' ('Langes Leben in der Stadt')

e.g. promoting a positive image of older people ('silver city Berlin'); organising transport suitable for older people; promoting multi-generation and barrier-free building ('design for all'); enhancing the concept of the compact city.

I_Ageing society, urban mobility and urban design in strategic documents

Berlin's Urban Transport Development Plan does not explicitly focus on 'older people, rather it refers to people with 'special mobility needs'. This target group consists of a variety of disadvantaged people, including older people, people with disabilities, and children.

The Urban Transport Development Plan sets out the following objectives ...

- to reduce gender differences;
- to promote self-determined and safe mobility for children and youngsters;
- to maintain the mobility of older people;
- to consider and promote the mobility needs of disabled people.

... and suggests a set of measures to meet them:

- ensure easy access to everyday destinations without a car;
- ensure road safety in residential neighbourhoods and easy access to kindergartens and schools, so that children are able to use sustainable transport and where possible, travel independently;
- promote public safety in traffic and on public transport;
- encourage stakeholder participation when planning mobility solutions for non-motorised people (those without cars);
- reduce the mobility barriers for people with disabilities.

In the context of the ageing population, the "4-generation society" is emphasised in the Urban Development Concept Berlin 2020. Due to prolonged life expectancy, new life phases are emerging. The "new third generation" (i.e. the 55- to 65-year-olds who have retired from working life) are taking over new tasks for the youngest generation (children) and the second generation (parents) and for the oldest generation (65+).

II_Ethnic diversity, urban mobility & urban design in strategic documents

The analysed documents do not explicitly refer to ethnic diversity in connection with urban mobility or urban design. The sphere of action referred to as 'The cosmopolitan and social city' in the Urban Development Concept 2020 refers to the social segregation and spatial effects that have to be dealt with. However, the segregation of ethnic groups is not explicitly mentioned in this context.

3.3.3_Concrete measures and pilot actions

Handbook on barrier-free urban planning and building

The city of Berlin has undertaken various initiatives in the last few years in order to become a barrier-free city. These initiatives include establishing a coordination office for barrier-free building, as part of the Senate Department for Urban Development, and setting up a working group on barrier-free building and transport. In 2007 the city also published a handbook "Barrier-free planning and building in Berlin". This was designed to raise awareness among urban planners and decision makers, and to support existing construction standards and regulations with recent practical examples and experience of barrier-free planning and building. Barrier-free planning and building means building for all citizens. The aim is to create public buildings and public spaces that are safe and convenient for everybody to use, including people with special requirements. Besides taking into account the specific needs of people with disabilities (e.g. the visually impaired, hearing impaired, walking impaired, mentally impaired) the general life-cycle needs also have to be considered: from children through to older people. The term "barrier-free" has replaced the term "handicapped-accessible". Terms such as "designed for all" or "universal design" are also referred to in this context. This "barrier-free" approach demands a new awareness from all those involved in the planning and building process, according to the following principles:

- Respect for the diversity of the citizens.
- Ensuring safety.
- Creating problem-free functionality.
- Easy to understand and use.

Information centre for multi-generation housing

Demographic change needs new forms of housing. On behalf of the Senate Department for Urban Development, an information centre for multi-generational housing was opened at the beginning of April 2008. The centre is designed for those interested in multi-generation housing: individuals and groups as well as developers and investors. In particular, the information centre will support Berlin's initiative to strengthen the inner city as an attractive location for young people and older people to live in a high quality social neighbourhood. The information centre will support those interested in finding partners for common housing projects, and also initiates innovative solutions for multi-generation housing.

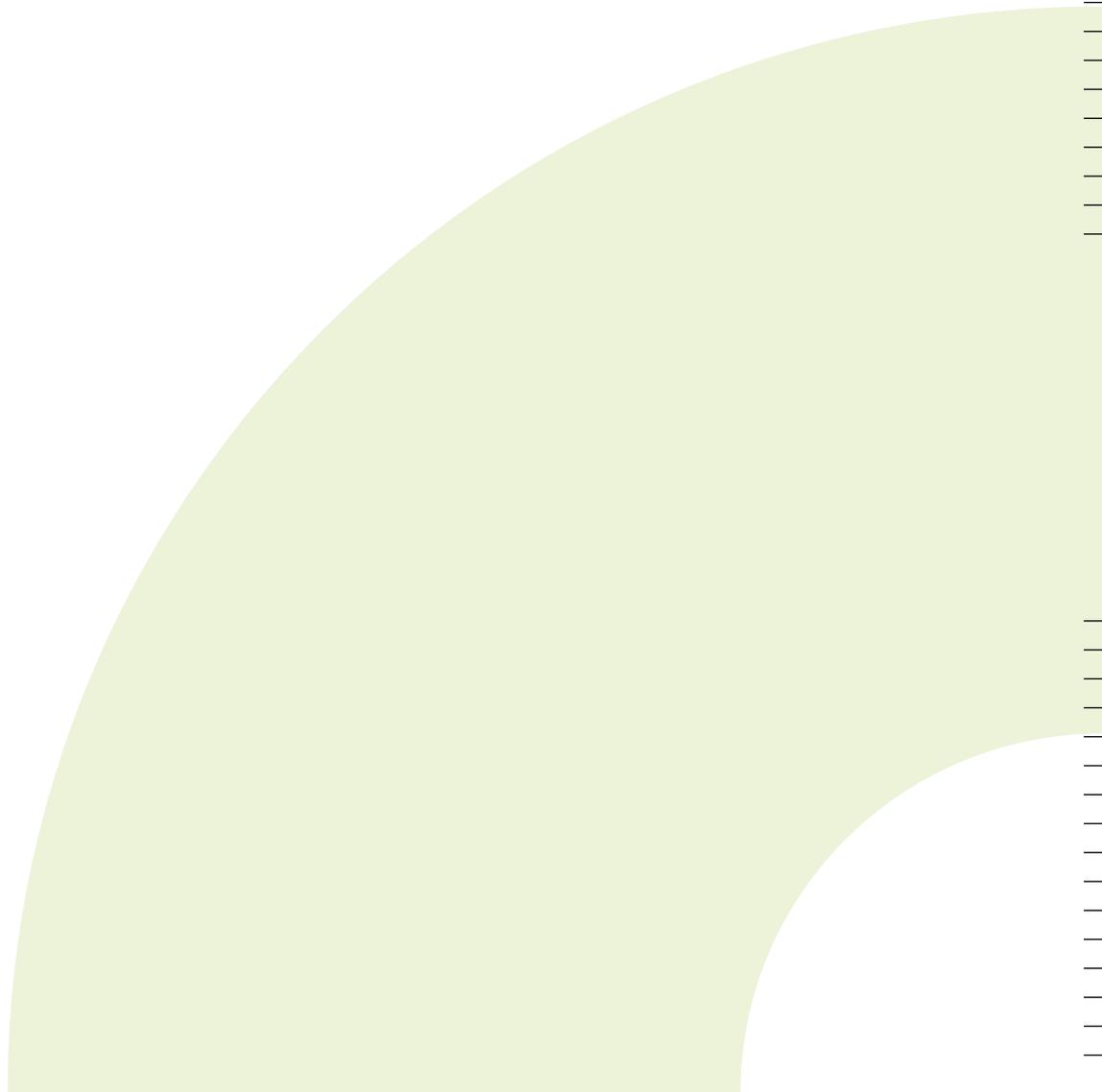
Intercultural & multi-generation gardens

In June 2003, the first intercultural garden opened in Berlin, in the Treptow-Köpenick district. On a 4,000 m² site, families from countries such as Kazakhstan, Vietnam, Russia, Egypt, Hungary, India, and Bosnia, together with Berlin's German nationals, were invited to plant and create a garden according to their cultural traditions. Since then, some 25 intercultural gardens have been established across the city of Berlin. Building on this idea, a new "multi-generation gardens" project is currently being developed, with the aim of creating protected spaces of tolerance, where people of different ages can use a public space for meeting each other and sharing a common interest.

B_City portraits

4_City portrait

London



4.1_Demographic development at a glance

4.1.1_Population development

According to the GLA (Greater London Authority) Round Demographic Projections 2007, London will see a significant population growth in the next twenty years or so. The Post London Plan (PLP), which provides the basis for the GLA Round Demographic Projections 2007, includes predictions for future growth. The PLP Low (a Post London Plan figure based on borough-level information) is derived from the annual increase in homes since mid-2001, as identified in data collected at borough level. The second projection, the PLP High, was prepared from the Office for National Statistics (ONS) 2006 population projections for England, in order to establish the impact of population change on London.

- The PLP Low figures project a total population growth of more than 800,000 between 2006 and 2026. By far the largest share of this growth is predicted to occur in single person households (+ 428,000 until 2026). It is estimated that the average household size will decrease from 2.33 people to 2.19.
- The predicted increase in single-person households is concentrated in the 'middle age range' (35 to 69 years, in particular the 45 to 54 year-olds). For this age-range, an increase of 414,000 thousand single-person households is predicted. 240,000 of this growth will consist of male single-person households. Reductions in single-person households are projected for younger ages and for females over the age of 70.
 - The PLP High predicts an increase of approximately 1.1 million additional inhabitants by 2026, with the average household size decreasing slightly more than predicted by the PLP Low figures.
- The PLP Low projection is based on the following predictions for population growth in 3 different borough groups :

Central London boroughs:	586,000 (2006) – 650,000 (2026)	-> +63,000
Inner London boroughs:	2,366,000 (2006) – 2,811,000 (2026)	-> +445,000
Outer London boroughs:	4,508,000 (2006) – 4,803,000 (2026)	-> +295,000

Thus it is expected that more than half of the projected population growth for Greater London will occur in the Inner boroughs. However, the Outer London boroughs will remain by far the most populous areas of the city.

 - The PLP Low projection for the age structure of the London population in 2026 shows the most significant increase for the 50-60 age group, while the 75+ age group is expected to remain more or less constant. Significant increases are also expected for children and youngsters (3-18 years old)¹⁹.

4.1.2_Ethnic diversity

High proportion of migrants. The Annual Population Survey (APS) for 2006 estimates that 32 % of Londoners were born outside the UK (approximately 2.3 million in total). This rises to 39 % in Inner London. In the rest of the UK, migrants only account for around 7 % of the total population.

4.2_Mobility in London: current developments

4.2.1_Modal split

Overall Modal Split. Motorised individual traffic is still the predominant mode of transport in London. In 2006, some 41% of all trips were made by car, motorbike or taxi. Public transport (including underground train, overground train and bus) is second, with a 37% share of all trips. However, the share of public transport has grown by about 4% since 2000.

Modal shares by gender. As in previous years, the modal share was broadly similar for men and women. However, in line with data from other cities, women tended to travel by bus or on foot more than men, and to use cars slightly less (Men: on foot 28%; by bus 13%. Women: on foot 34%; by bus 16%).

Working status and modal split. In 2006/07, people in part-time employment had the highest trip rates: 3.7 trips per day compared with 3.1 trips per day by people working full-time. On average, retired people made 2.2 trips per day and non-working adults 2.9 trips per day.

Age/gender and modal split. The age group showing the highest use of public transport were the 17 to 24-olds. Public transport accounted for 40% of trips by men and 43% by women in this age group.

Modal split and ethnicity. Modal share varied significantly amongst different ethnic groups²⁰. According to the General Household Survey, Pakistanis, Indians and Whites took the largest share of trips by car, while Black Africans and Chinese accounted for the highest share of trips by public transport. Other Black ethnic groups and Bangladeshis accounted for the largest share of trips on foot. The differences in mobility patterns are quite significant. For example, while Bangladeshis made more than 50% of their trips on foot, Pakistanis only made approximately 25% of their trips on foot.

Car ownership. The share of London households with no car fell in 2006 from 35% to 34%. At the same time, households with two or more cars also declined, from 21% to 17%. This led to an increase in the share of households with one car, which rose from 44% to 49%.

4.3_Urban planning, transport policy and demographic challenges

Analysed documents

- London Plan (2004)
- Making London a Walkable City (2004)
- Improving Walkability (2005)
- The Mayor's transport strategy (2001)
- Valuing Older People: The Mayor's strategy for older people in London (2007)
- The Greater London Authority's Race Equality Scheme (2005-2008)

4.3.1_Objectives and targets of the urban transport and planning policy

The Transport Strategy: ambitious goals. The "Mayor's Transport Strategy" is London's key document in relation to urban transport planning. It formulates ambitious goals in sustainable modification of the modal split. Hence, the strategy aims to:

- Increase the capacity of the underground and overground rail systems by up to 40% over the next ten years;
- Increase the capacity of the bus system by 40% over ten years;
- A 15% reduction of traffic in Central London;
- A reduction of traffic growth in Inner London to zero;
- A reduction of traffic growth in Outer London by a third.

All of these goals are to be implemented by 2011.

Modal shift. Transport for London (TfL), the major provider of public transport in London, aims to increase the share of trips made by public transport from 37% in 2005 to 41% by 2025. This means that five million extra journeys a year must be made by public transport, walking and cycling.

Walking friendly city. By 2015 London aims to be one of the world's most walking-friendly cities. In February 2008, London's Mayor announced a new programme of investment in walking in London, with the aim that by 2025, 22% of all trips in London will be made on foot. The two strands of the programme are:

- Legible London: a comprehensive pedestrian way-finding system to help people navigate London. Following a trial in Bond Street, Legible London will be rolled out to key central London locations and the Olympics area by 2012, with major town centres covered by 2015.
- Streets of Gold: a programme combining improved infrastructure and design for pedestrians, with regeneration measures that promote walking in small areas of inner and outer London, linking key local destinations such as stations, schools and shops.

Accessibility. In March 2007 work began with the aim of ensuring that by 2008, 72% of bus stops are accessible by older people and disabled people. For the first time a review of all 17,000 bus stops is being undertaken. Other targets include a pledge by London underground to make 25% of its stations step-free by 2010, and 33% of stations step-free by 2013.

Consultation Process. The development of London's transport strategy was accompanied by an extensive consultation process. The draft strategy was sent to 1500 organisations and stakeholders for consideration. The results of the consultation process were published in a separate document.

4.3.2_Demographic change: an integral component of the city's policies?

Population growth as a driving force for sustainable urban transport. The projected population growth in London is one of the main driving forces in developing a sustainable urban transport strategy for London. Since the current transport system suffered from underinvestment during the 1990's, a catching-up process has been initiated to tackle the challenges associated with economic and demographic growth, as well as securing social inclusion and regeneration for disadvantaged areas of the city. Hence the demographic challenges are not only understood as the ageing of society but also the growing ethnic diversity and associated issues of social cohesion.

I_Ageing society, urban transport and urban design in strategic documents

- **Valuing older people.** The Mayor's strategy for older people in London. The transport strategy contains a section dealing with urban transport and the requirements of older people in London. It contains the political commitment to "promote measures to improve the accessibility, safety and affordability of London's public transport for older people". In addition to increasing the accessibility of public transport services in London, it promotes and ensures a free door-to-door transport service for older and disabled people (Dial-a-Ride, cf. 4.3.3 below), as well as measures to remove CCTV blind spots, and replace subways and underpasses with clear, above-ground pathways.

- **Improving walkability.** The strategy of “Improving walkability” involves improving conditions for pedestrians as part of local regeneration and development projects. Although not exclusively concerned with older people, the strategy nevertheless contains important measures ensuring that the concerns of older people are taken into account in planning and developing public spaces, including the creation of convenient and functional footpaths. Transport for London’s guide to Improving Walkability contains a ‘checklist’ which highlights some of the key factors to be used in considering planning applications, as follows:
 - 1_Walking access to and from the site;
 - 2_Generation of walking activity by the development;
 - 3_Capacity and quality of the local network, and opportunities and requirements for improvement;
 - 4_Inclusion of walking in the Transport Assessment for the development;
 - 5_Inclusion of measures in the Travel Plan for the development to maximise walking to and from the site.
- **Streets for all: improving London’s roads and streets.** One of the priorities of the Mayor’s Transport Strategy, ‘Streets for all’, was to achieve a fairer distribution of public space in London. Specific proposals included:
 - 1_Seeking to reduce accidents by implementing the first London-wide Road Safety Plan and supporting initiatives such as Safer Routes to School, Home Zones and 20 mph areas;
 - 2_Improving the local environment by supporting initiatives such as Streets-for-People areas, which give greater priority to the use of streets as social spaces and for public transport, walking and cycling.
- **Open space strategies.** With its Best Practice Guidance Open Space Strategy, London provides guidelines for local boroughs to support the creation of high quality public spaces. It strongly recommends that each borough should consider the characteristics that are important for the local area and should take into account other relevant strategies and corporate objectives. It recommends that each borough should create a borough profile, building on a range of available data sources. The list below illustrates some of the information which should be considered:
 - 1_Population distribution and age structure;
 - 2_Percentage of children, retired, and disabled people;
 - 3_Ethnicity: percentage of ethnic minority groups;
 - 4_Percentage of people without a car;
 - 5_Poverty, deprivation and polarisation: indices of deprivation e.g. income, employment, health, education, housing, access and child poverty.Furthermore, based on the Greater London Authority’s population projections, boroughs can chart predicted population changes, and with geographical information systems they can link the population data, and record and analyse land use.

II_Ethnic diversity, urban mobility and urban design in strategic documents

- **Transport & deprivation.** In the Transport Strategy, Transport for London (TfL) has committed itself to supporting wider initiatives to tackle racial equality issues and social exclusion by improving the efficiency, effectiveness and reliability of London's transport system. Over the past three years the number of London buses and routes has increased, thereby improving transport links in London's most deprived areas, which tend to be populated by ethnic minorities. This has given these communities greater access to employment outside the area and social inclusion is improved.
- **Supplementary planning guidance.** The London Plan (London's spatial development strategy) outlines the key spatial and land use issues faced by different communities in London. Ethnic minority Londoners tend to live in the capital's most deprived areas where there is poor housing and higher levels of crime. The cost of housing in London often prohibits families from being able to access the type or size of accommodation required, hence overcrowding can be a problem for some ethnic groups. To help solve these issues, the city has prepared Supplementary Planning Guidance to help boroughs identify the spatial needs of their local communities and ensure that they are not disadvantaged, either by general development policies or by specific policies for the provision of social infrastructure, public spaces, inclusive design or local cultural distinctiveness. The guidance is designed to complement work already carried out by many London boroughs and to provide consistency across London when tackling equality issues.
- **Road noise equalities analysis.** In 2005, the GLA commissioned consultants to carry out a geo-demographic equalities analysis of the London Road Traffic Noise Map produced by the Department for Environment, Food and Rural Affairs. The analysis was the first of its kind in the UK to explore in detail, on a consistent city-wide basis, how far different population groups, including ethnic groups, are differentially exposed to road traffic noise. This contributed to the city's Ambient Noise Strategy which contains proposals for reducing road traffic noise through improved management of transport systems, better town planning and better design of buildings.

- **Impact assessment in relation to race equality.** The Greater London Authority's Race Equality Scheme defines key activities planned by the Authority to promote race equality in terms of transport and mobility in London. The first Scheme was published in 2002; the second covered 2005 -2008, and included cooperation with Transport for London (TfL) as follows:

- 1_ To ensure proper race equality impact assessments are undertaken for major transport projects carried out by TfL that are likely to have a significant impact on racial groups;
- 2_ To ensure that proper race equality impact assessments of the proposed western extension of the congestion charging area are carried out;
- 3_ To assess the effectiveness of the congestion charging scheme, and ensure that the impact on ethnic minority communities is considered as part of the monitoring process;
- 4_ To evaluate progress towards the Greater London Authority's targets for road safety; and to identify and take action where ethnic minority communities are disproportionately affected;
- 5_ To monitor an action plan to address ethnic minority child pedestrian casualties;
- 6_ To monitor the use of transport facilities by ethnic minority communities.

4.3.3 Concrete measures and pilot actions

- **Dial-a-Ride.** Dial-a-Ride is a door-to-door service for disabled people who cannot use buses, or underground or overground trains. Dial-a-Ride can be used for all kinds of journeys apart from commuting to work, thus making it easier to go shopping, visit friends and attend doctor's appointments. Since the beginning of 2008 Dial-a-Ride services are free.
- **East London Green Grid.** The Green Grid concept aims to provide East London residents and workers with a multi-functional network of open space, and in turn, an improved quality of life. The projects implemented through the Green Grid concept aim to create a web of interlinked, high quality, open spaces that connect with town centres, public transport nodes, the countryside in the urban fringe, the Thames and major employment and residential areas. London Development Agency (LDA) made £600,000 of funds available to support the implementation of the East London Green Grid plan.

B_City portraits

5_City portrait

Vienna

5.1_Demographic development at a glance

The population of Vienna's urban agglomeration, which includes the city and the two adjacent NUTS 3 (Nomenclature of Territorial Units for Statistics) regions "Umland Nord" and "Umland Süd", is projected to be marked by high growth. By 2035, the population is predicted to increase by some half a million people: from 2.215 million in 2005 to 2.698 million in 2035. The projections show an increase of 13% by 2020, and an increase of 22% by 2035. During the same period, the population of the city itself is expected to grow by 21% within the next three decades: from 1.626 million in 2005 to 1.963 million in 2035²¹. However, it is the outer districts of the city that will see dynamic growth, while by 2020 the population of the densely-populated inner city core districts will have stabilised. Since 2001, the proportion of single households in Vienna has slightly increased: up from 44.6% in 2001 to 46.2% in 2006; and further increases are predicted for the future. By 2030 every second household in Vienna will be single-headed, whereas the number of households with children is expected to decline from 29% in 2007 to 24.6% in 2030.

5.1.1_Population development

After a phase of population stabilisation from 1994 to 1998, Vienna's population grew again from 2002 to 2005, with annual increases of some 15,000 to 25,000 people. A further increase in population of +5.3% is expected for the period 2005 to 2015. Similar growth forecasts have been made for Zurich (+4.9%), Brussels (+4.9%) and Amsterdam (+4.8%). Vienna is facing the highest population growth of any Austrian city. Vienna's population growth can primarily be traced to a net inward migration from abroad. In addition, Vienna has seen a positive net birth rate since 2004.

5.1.2_Shift of age groups

Despite increasing birth rates and high levels of young immigrants, Vienna's population is ageing. According to the population projections this ageing of the population will continue, and from 2020 is likely to accelerate:

- The number of people over 75-years old will increase by about 30,700 persons (24%) until 2020;
- The population in the economically active age range (i.e. 20-64 year-olds) will decline by about 14% by 2035;
- The percentage of under 19-year olds will increase by 28% by 2035.

5.1.3_Ethnic diversity

In 2007, 20.1% of Vienna's population were foreign citizens. This percentage is expected to increase further, with a projected 24.6% by 2015, rising to 27.4 % by 2030. Some 523,000 people living in the city have a migration background²²: this represents 31.4% of the population. Vienna's foreign residential population is younger than the native one: about 28% of the foreign citizens are between 15 and 30 years old, whereas only 17% of the city's Austrian nationals are in this age group. On the other hand about 16% of the city's Austrian nationals are between 60 and 75 years old, whereas only 6% of the foreign citizens belong to this age group. More than 80% of foreigners living in Vienna originate from European states (predominantly Serbia, Montenegro, Turkey, Germany and Bosnia-Herzegovina); about 10% come from Asia; about 4% from Africa; and 2% from North and South America. Fundamentally, it is immigration into Vienna that is driving the population growth. Without immigration the population would have decreased during the last few years. In 2006, some 40,000 people from abroad migrated to Vienna, and some 28,000 emigrated, giving a total net inward migration of some 12,000 people. In 2005, the total net inward migration was 23,600.

5.2_Mobility in Vienna: current developments

In the coming years, Vienna's mobility and transport policies will face new challenges. The City of Vienna as well as the Vienna Region (including the federal provinces of Vienna, Lower Austria and Burgenland) is growing economically as well as demographically. In addition to economic and social opportunities, this trend will have implications for the city's mobility and transport policies, for example due to increasing through traffic.

5.2.1_Modal split

Vienna shows quite a high share of sustainable modes of transport („Umweltverbund“) compared with other cities, and the share has risen further since 2003, when the Transport Master Plan was implemented. In Vienna today slightly more trips are made by public transport (35%) than by car (34%); 27% are on foot and 4% by bicycle²³. Significant differences can be seen between male and female mobility patterns.

²² The classification „migration background“ includes residents with a foreign nationality (immigrants and migrants of the second generation) as well as naturalised migrants.
²³ Source: bmvit, Socialdata, VCO 2008

5.2.2_General characteristics of Vienna's mobility patterns

- The **share of sustainable modes of transport** is highly gendered: 59% of men used one of the sustainable carriers (2006), whereas 72% of women did so. For 37% of all inner-city trips, an environmentally sound alternative is possible: such as walking, cycling or public transport.
- The **number of passengers** using the "Wiener Linien", Vienna's public transport system, has increased by about 12% since 1995 (687.5 million passengers in 1995), Today more than 770 million passengers per year make use of the network which consists of some 120 lines.
- The **number of registered cars** showed a slight decrease for the first time, between 2006 and 2007 (658,100 in 2006; 657,430 in 2007).
- While the average **length of journey** has in general grown, average journey length for motorised individual traffic has decreased (1993: 7.8 km; 2001: 7.5 km; 2006: 7.5 km).
- The **number of daily trips** per person is 2.7 (in 2006) and is expected to remain the same until 2020.
- Assuming an unmodified modal split, the **number of trips by car** is forecast to increase by 143,000 (+ 13%) by 2020, and by 200,000 by 2030 (+ 20%); however, assuming a modal split according to the suggestions of the Transport Master Plan Vienna, the number of trips by car are forecast to decrease by 10% until 2020.

Fig.: Mobility indicators for Vienna 2004

	Mobility rate in %	Number of activities per day	Number of trips per person/day	Mobility time per person/day in min.	Travel distance per person/day in km
City of Vienna	81	1,6	2,7	68	20
Urban Agglomeration	80	1,5	2,7	58	29

Source: Socialdata 2008

Fig.: Travel purposes for Vienna (in %) 2004

	Work	Business	Education	Shopping	Service	Accompanying	Leisure
City of Vienna	21	6	10	22	5	5	31
Urban Agglomeration	20	6	8	22	5	5	33

Source: Socialdata 2008

5.3_Urban planning, transport policy and demographic challenges

Analysed documents

- Transport Master Plan Vienna 2003
- Urban Development Plan Vienna 2005
- Strategy Plan Vienna 2003

5.3.1_Objectives and targets of the urban transport & planning policy

Since the 1970's, the City of Vienna has developed a series of transport plans. The most comprehensive and recent one is the Transport Master Plan Vienna 2003. This strategy document sets out the city's mobility and transport strategies in the context of the geopolitical position of Vienna within the enlarged European Union. Together with the Urban Development Plan (STEP 05), this Transport Master Plan is seen as the key strategic framework for managing the forthcoming urban transformation. The vision of "intelligent mobility" underpins the city's transport policy model. Some of the main elements are:

- > **Traffic prevention:** *e.g. reducing the need for mobility through urban development and spatial planning while providing a high quality of life in the city.*
- > **Transport shifts by modifying mobility behaviour:** *e.g. reducing individual car journeys to 25% of all journeys; increasing cycle transport to 8%, increasing the share of public transport from 34% to 40%.*
- > **Prioritising social and gender-related mobility opportunities:** *e.g. improving opportunities for people with mobility difficulties; influencing the transport behaviour of men so they mirror the more urban-friendly transport behaviour of women; increasing traffic safety.*
- > **Increasing economic efficiency in mobility development:** *e.g. car sharing models, reduction of empty journeys.*
- > **Sustainable environmental development:** *e.g. reducing CO₂ emissions caused by traffic.*

5.3.2_Demographic change: an integral component of the city's policy?

I_Ageing society, urban transport and urban design in strategic documents

The barrier-free city. Barrier-free planning and building is a specific concern of Vienna's urban and transport planning policies. The Urban Development Plan promotes barrier-free public space that encourages independence and self-determination for all citizens. With a barrier-free urban design, synergistic effects for different user groups can be achieved. For example, barrier-free urban design can support self-determined mobility for older people, and at the same time, children or parents with toddlers also benefit from barrier-free urban spaces. Quite often it is not large, expensive measures that are needed to improve the safety and suitability of urban spaces for daily use, but "small" measures such as guidance systems for blind people, improved pavement surfaces, better street lighting, that can contribute to a higher quality of life in urban environments.

The pedestrian-friendly city. Giving more space to pedestrians and guaranteeing them a higher degree of safety is one of the primary aims of Vienna's urban planning policies. Conditions for pedestrians generally affect all population groups. Nevertheless, people with a limited mobility and those who cover most of their daily trips on foot, such as older people and children, are especially affected. Walking is the mode that has the highest share of trips related to the provision of daily needs or of caring activities. In Vienna 60% of all trips on foot are made by women, while only 40% are made by men. An explicit aim of Vienna's transport policy is to increase the share of trips made on foot. The Transport Master Plan suggests a set of quality standards, such as creating an attractive pedestrian path network, installing barrier-free, secure and easy-to-use options for road-crossing, and a minimum pavement width of 2.0 m, or 2.5 m for recently planned or altered pavements.

The fair shared city. The City of Vienna has introduced a new quality standard for urban planning. Public space has to serve the interests of all citizens: women and men, girls and boys. A mark of good, efficient planning is that it meets the varying requirements of all citizens, whatever their living situation, age, sex or occupation. The "fair shared city" is an urban planning strategy that focuses on gender mainstreaming. The aim is to ensure equal opportunities to access the city's resources, by acknowledging people's similar and differing needs, according to gender, in the city's planning processes. Although the strategy focuses on gender mainstreaming to create equal opportunities for women and men, there are obvious synergies for other user groups, such as older people and disabled people. The "fair shared city" aims to create an ecologically sustainable, economically and socially fair environment, which offers the same chances to everyone living in the city, by providing the means for disadvantaged groups to access the city.

The city of high-quality public space. The Urban Development Plan suggests the creation of traffic-free zones and wide pavements to enhance the quality of Vienna's public space. Facilities where people can meet and rest, and also commercial facilities such as the tables and chairs provided by pavement cafes and restaurants, can positively enhance public space. The Transport Master Plan also includes a dedicated strategy ("Platz da") to secure improved quality for public (street) space. The so-called "50-places-programme" for improving public spaces supports these goals. Within this programme, more than 350 projects have been implemented (e.g. planting trees, creating new green spaces, additional pedestrian zones).

The compact city. A mixed infrastructure, that allows short travel distances to meet the needs of every-day life, is mentioned in the Urban Development Plan as a key condition for living, and also for suitable housing for older people in the neighbourhood.

The secure city. Vienna pursues "Vision Zero": reducing the number of people killed in Vienna's traffic to zero as a long-term goal. By 2020, the aim is to reduce the number of casualties by 50%. A wide-ranging programme includes a shift to sustainable modes of transport, the reduction of traffic in general, the reduction of speed limits, and the implementation of road measures.

The city to play in ("bespielbare Stadt"). Children and young people especially need free, high-quality, public spaces and networks of paths for mobility and recreation. The Urban Development Plan asks for children-friendly and youth-friendly urban planning that meets the needs of children and young people for high quality diverse spaces. This approach is also supported by the Transport Master Plan. This suggests the creation of attractive paths for children (e.g. using special pavement-surfaces or symbols on the pavement) as well as increased safety standards, especially near schools, kindergartens and playgrounds.

II_Ethnic diversity, urban mobility and urban design in strategic documents

Diversity management: a cross-sectoral task. Vienna is committed to a policy of equality and diversity, to include different cultures, religions and lifestyles. Diversity is seen as a cross-sectoral responsibility within the Urban Development Plan. Immigrants are no longer regarded as a specific target group for certain policies but as citizens, who, like everybody else, demand various services from the city. Diversity is therefore part of the city's general provision of high quality services. Vienna's urban planning and mobility policies do not focus explicitly on the requirements of migrants, although there have been individual projects where migrants have been consulted in the planning process: for example in the regeneration of the "Yppenplatz" square, in the Ottakring district, which has a high percentage of migrants, especially Turkish migrants.

5.3.3 Concrete measures and pilot actions

“sALTo”: high-quality self-determined ageing in the neighbourhood

The pilot project “sALTo” sets new quality standards for ageing in the neighbourhood by integrating urban planning and health prevention. Two neighbourhoods, one in a densely built-up urban area and one in an urban enlargement area, were chosen for the pilot. The pilot project (November 2006 to May 2008) identified several aspects which enabled older women and men to stay in their neighbourhood for as long as possible. It also identified the kind of services that are needed to guarantee a high quality of life for older people.

The planned project activities included:

- Inspections of the neighbourhood by occupational therapists to establish the quality of local public spaces in meeting the requirements of older people.
- Inter-generational activities such as gardening or a games festival for young and old.
- Post-card campaigns (“100 reasons to leave the house”) to raise awareness of the issue.
- The development of a “gender-net”: a method of evaluating the efficiency of a project with regard to defined target groups.
- Installation of “generation-benches”, which older people as well as others can use (these benches were located according to the requirements expressed by older people in the neighbourhood).

“Gender Mainstreaming Model Districts” & “Gender Mainstreaming Pilot Districts”: high quality public space for pedestrians

To implement the strategy for gender mainstreaming in public spaces, the city chose the district level: the administrative task of processing decisions for concrete projects and measures is mainly undertaken at this level. Within the project «Gender Mainstreaming Model Districts», district maps were developed to provide information on «pedestrian network quality» and «pedestrian network deficiencies». «Network deficiencies» included quality shortcomings such as narrow pavements, disruption by pavement-parked cars, pedestrian accident hotspots and inadequate walking surfaces. The purpose of this systematic approach was partly to prioritise the measures taken, in view of the limited resources available, and also to ensure that these measures were not simply isolated improvements but were contributing to the creation of a high-quality pedestrian network.

Master plan “Flugfeld Aspern”: a gender check

The large 200 hectare development area «Flugfeld Aspern» (a former airfield on the eastern side of the city, east of the River Danube) is being transformed into a completely new neighbourhood. In designing the master plan, a «gender check» was undertaken to assess its barrier-free, multifunctional characteristics and to establish whether the project met the requirements of diverse groups. Key gender-relevant aspects included accessibility on foot, adequate social infrastructure, and sufficient scope for using semi-public and public open space. In order to assess the new neighbourhood’s likely contribution to the «city of short distances» vision, 9 typical sets of journeys were analysed, based on four different virtual homes and relating to different patterns of daily life (e.g. child, older person, person of working age with and without work, nightshift-worker etc.). Ensuring gender mainstreaming as an integral part of the planning process also serves to ensure a high quality infrastructure and high quality public spaces (e.g. building a geriatric hospital or providing sufficient space for adequate-sized children’s playgrounds).

B_City portraits

6_City portrait

Copenhagen



6.1_Demographic development at a glance

At present, Copenhagen has some 500,000 residents, just over 40,000 more than in 1990. Projections show that the population will continue to grow, reaching some 530,000 in 2018. The growth will be concentrated in the new development areas of Ørestad, around the harbour, Østamager and Valby, and around Nørrebro station. In the remaining areas of the city, however, the population is expected to decrease slightly. The number of children (0-17 years) grew during the 1990s and is expected to increase further in the coming years, especially the number of children of school age and upper secondary school age. In comparison with the rest of the country, Copenhagen has proportionately fewer children and adolescents, fewer older people, and significantly more 20 - 34 year olds. This age group comprises 34.9 percent of the population of Copenhagen, in contrast to only 19.0 percent of the entire population of Denmark. In contrast to other cities and regions, Copenhagen is not expecting a significant increase in the proportion of those aged 65+. On the contrary, after a steep decline in the 65+ age group between 1990 and 2004, the proportion of this age group is expected to stabilise, more or less, over the coming years. These specific demographic trends are partly a result of high real estate prices within the city borders which leads older people and families to move to surrounding areas. Nevertheless, this trend seems to have passed its peak, as the numbers for both groups, older people and families, are predicted to rise.

By far the majority of Copenhagen households are single-headed, which corresponds to the city having a large number of small and medium-sized homes (maximum 3 persons).

Growing ethnic diversity. On 1 January 2005, there were 56,386 foreign nationals living in Copenhagen. During the course of the last 10 years, the percentage of foreign nationals in Copenhagen has risen by 3 % from 8.1 % in 1994 to 11.2 % in 2005. The percentage of people with foreign citizenship is significantly greater in Copenhagen itself than for the Copenhagen region and for the country as a whole. The same applies to people with a migration background. These amount to approximately 95,000 in Copenhagen (2005), which represents about 19% of the total population: by international standards this is a relatively low proportion.

6.2_Mobility in Copenhagen: current developments

6.2.1_Modal split

Overall modal split. More than 50% of Copenhagen citizens cycle on a daily basis. In a single day, almost 177,000 bicycles and mopeds cross the city centre boundary, compared with around 25% who use public transport and 25% who drive every day. 33% of commuter trips to workplaces in Copenhagen are made by bicycle, the same proportion as by car. Over the past 10 years, bicycle traffic has risen by 40%. Only one third of Copenhagen citizens use a car on a daily basis and half of these only use their cars in their spare time: so cars are only a daily necessity for a small section of Copenhagen's population. However, studies show that within the next 5 to 10 years a growth in car traffic by 5% to 10% is more or less inevitable unless road pricing is introduced²⁴.

Increase in commuter traffic. Changes in the economy of Copenhagen have resulted in more and more residents working outside the city. Since 1995, the number of commuters out of the city has grown by 23%, and by over 80% since 1981. Commuters into the city have remained fairly constant over the same period. Nevertheless, an average of 533,000 vehicles crossed the city limits daily in 2004 during the day-time, more than 100,000 additional vehicles compared with 1995. The increases are partly caused by the traffic across Øresund.

Car ownership. Car ownership levels remained constant in Copenhagen until 1995. Between 1997 and 2004 car ownership grew by 40% and motorized traffic has increased by 16% since 1995. In 2005, average car ownership stood at 213 private vehicles per 1000 inhabitants which is still quite low by international comparisons. However, due to road congestion, the average bus speed in densely populated areas has dropped by 15% since 1991.

6.3_Urban planning, transport policy and demographic challenges

Analysed documents

- City Development Strategy (2005)
- Urban Space Action Plan (2005)
- Traffic & Environment Plan (2004)

6.3.1 Objectives and targets of the urban transport and planning policy

Locational competition. In its strategic documents, the city very much focuses on its new role as the centre of the Øresund region and on strengthening its position as the regional centre for northern Europe. Copenhagen is a growing city, population-wise as well as economically. Urban transport policy is therefore designed to manage the associated transport volumes in a sustainable manner.

Eco-Metropole. The environmental initiative “Eco-Metropole: our vision CPH 2015” embodies the vision of Copenhagen in 2015 being known across the world as the capital city with the best urban environment. Included in this vision is the aim of becoming the world’s best city for bicycles and becoming a green and blue capital city (i.e. developing sustainability in natural resources and improving the urban environment).

6.3.2 Demographic change: an integral component of the city’s politics?

Acknowledging the diversification of society. The changing composition of the city’s population is seen in close relation to the new role and position of Copenhagen in the global economy. The population of Copenhagen has become more varied in the last few years, and this trend is projected to continue for the coming years. Diversity in this context refers not just to ethnic diversity but to a multitude of existing and new life-styles in the city. In 2004, prior to developing the City Development Strategy, the council carried out a life-style analysis. This showed that Copenhagen citizens can be approximately divided into the following five groups, each with its own archetypical perceptions of “good city life”:

- > A large group (some 30% of the population) containing many young people, who attached great importance to their careers and wanted a very urban city with many facilities: a well-functioning city with good services, high quality, a clear identity and exciting workplaces.
- > A small group of self-employed people (some 5% of the population) gave high priority to parking, to having a clean city, a high quality urban environment and reasonable rents.
- > An increasing group of project workers and creative entrepreneurs (5% to 10% of the population) felt that the city should be more urban, with unconventional urban spaces that foster creativity.
- > Another large group (40% to 50%) pulls in the other direction and attaches greater importance to home, family and local leisure facilities.
- > A small group of vulnerable people (10% to 15% of the population) also prioritises the local environment and in particular its improvement.

I Ageing society, urban transport and urban design in strategic documents

- **Improved focus on pedestrians.** The city recognises the importance of pedestrian traffic for a sustainable urban transport system. The Traffic & Environment Plan includes the goal of drawing up an overall pedestrian policy. To improve knowledge of pedestrian traffic patterns, such as walking distances and destinations in Copenhagen, it is recognised that pedestrian traffic should have a more prominent position in the city's census counts and in its mobility and accessibility assessments. (In the past, pedestrian counts have not been carried out on a regular basis like the cyclist and motor traffic censuses).
- **Accessibility policy.** The Traffic & Environment Plan states that accessibility for all should be the guiding principle of all open space projects in Copenhagen. The City of Copenhagen has drawn up an accessibility policy containing a large number of specific measures in this field.
 - **Pedestrian planning in the local context.** Planning for pedestrian connections should be based on the special requirements of the local community, such as schools and routes to school, routes to other institutions for the young and for older people, parks and squares, libraries, sports facilities and such like, as well as public transport terminals (stations and main bus stops). Routes may also be based on features of particular recreational or local interest in the districts, for example, "local culture routes" etc.
- **Traffic security.** It is the stated objective of the City of Copenhagen to reduce the number of people killed or seriously injured in Copenhagen's traffic by at least 40% by the end of 2012 (compared with the 1998 figures). Since accident registration is based on police registration, and since the police do not register all traffic accidents, the city of Copenhagen wishes to collaborate with hospitals in order to acquire more accurate information on accidents that are not reported to the police. Since older people and children are involved in a disproportionately higher number of accidents, these measures should increase road safety, especially for these vulnerable groups.

- **Four principles of urban space development.** Copenhagen takes pride in being a pedestrian-friendly city with high quality urban space. This high quality, which of course also benefits older people and disabled people, will be maintained and strengthened through the Urban Space Action Plan. Guided by four principles or targets, it aims to strengthen the connections both within and between city neighbourhoods. The following areas and principles have been defined:

-> **Commercial streets: the heart of the local areas**

The local commercial streets should provide a focus for city life in local neighbourhoods. Therefore, for example, the following improvements should be considered: (1) removal of obstructive street furniture; (2) wider pavements, primarily on the sunny side of the street; (3) more resting places at strategic points; (4) improved lighting; (5) tree planting.

-> **Connections: making the city accessible for everyone**

Improved neighbourhood infrastructure in relation to shopping and cultural centres, recreational areas, institutions and sports facilities is recommended. The following improvements may be considered: (1) wider pavements, (2) improved crossings at road junctions; (3) improved access for disabled people; (4) improved lighting; (5) improved signage.

-> **Squares: creating places for meeting and activities**

Citizens should be provided with new possibilities for pausing, resting, observing, playing and active recreation. For example, the following measures can be implemented: (1) new surfacing on street corners and bus traffic areas; (2) creating new places to rest at street junctions; (3) creating green areas using flowers and trees.

-> **Pedestrian streets: harbour promenades and streets**

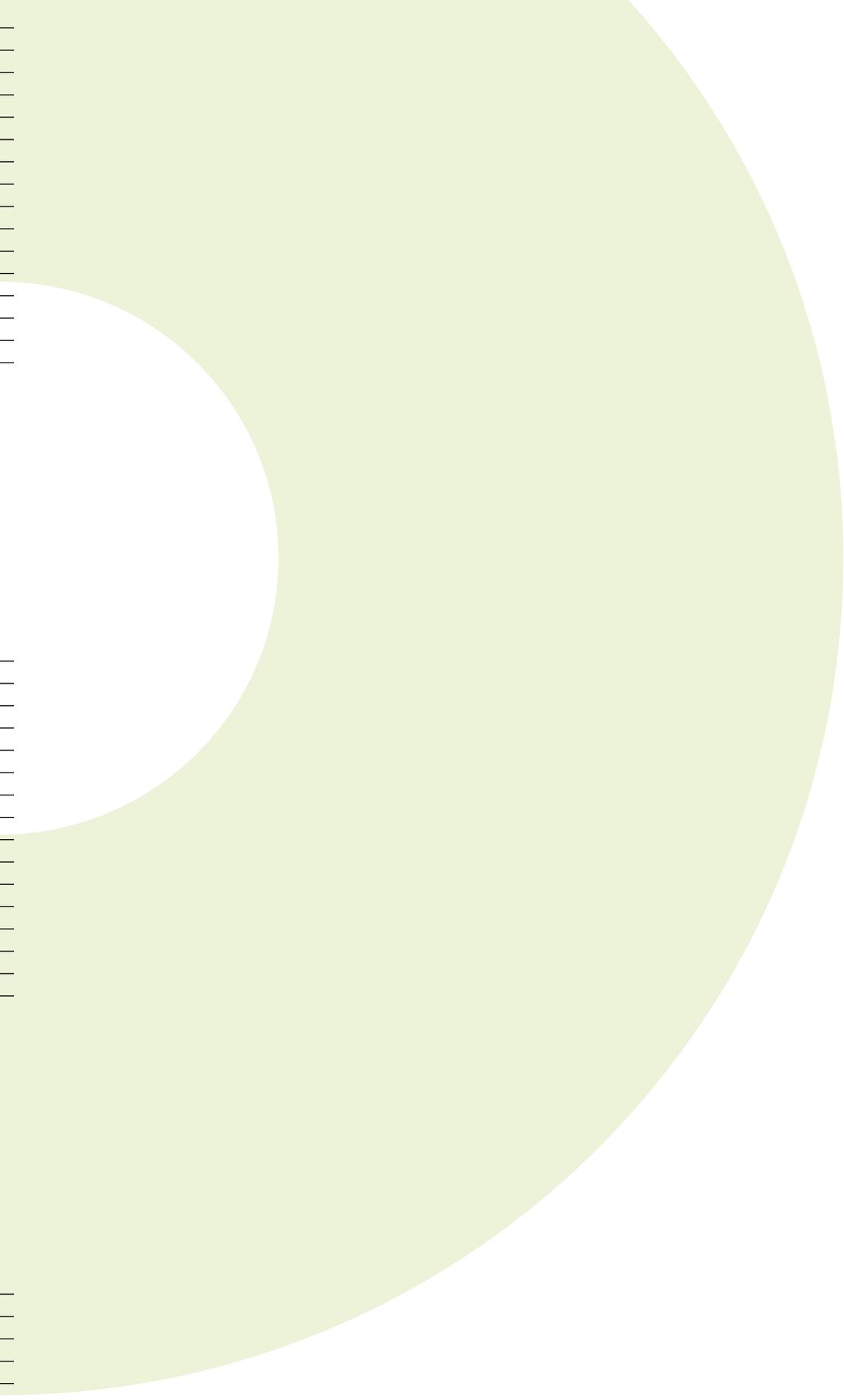
The aim is to create attractive and safe connections throughout the city and improve conditions for pedestrians. The following measures can be implemented: (1) dual use pedestrian/traffic areas; (2) new surfacing solutions; (3) better defined boundaries using signs and bollards.

II_Ethnic diversity, urban mobility and urban design in strategic documents

- **New generation of urban space.** Copenhagen has been working to improve the city's urban spaces for many years. The world's first pedestrian street was constructed in Copenhagen in 1963. Since then many other streets in Copenhagen have been pedestrianised and today a large part of the city centre is car-free. The Urban Space Action Plan follows the example of French cities such as Lyon and St. Etienne and aims to develop a new generation of urban space. The city intends not only to create a barrier-free and attractive urban space, but also one which reflects recent changes in the population structure and work patterns. Many immigrants and younger citizens with children use the city in new ways. The city aims to create places that reflect contemporary demands and which can foster diversity and a modern identity.

6.3.3_Concrete measures & pilot actions

- **Pedestrian policy plan.** Based on mobility assessments of pedestrian traffic, a pedestrian policy plan is to be drawn up which concentrates on specific focus areas.
- **Urban Accessibility Programme.** The goal of the Urban Accessibility programme is to increase the level of accessibility throughout Copenhagen. One important field of activity is awareness-raising within the city administration, thus making sure that the requirements of older people and disabled people, as well as children and parents, are taken into account. Amongst others, the programme consists of the following activities:
 - > Accessible routes in the centre of the city. These routes will become a network covering the whole city, for example connecting the important sights with the public transport system.
 - > Designing accessible roads and city environments where accessibility is balanced with aesthetic and financial aspects.
 - > Setting up rules for the cooperation process between the city's building authorities and road authorities, to ensure that accessibility criteria are considered in all phases of planning, implementation and maintenance.

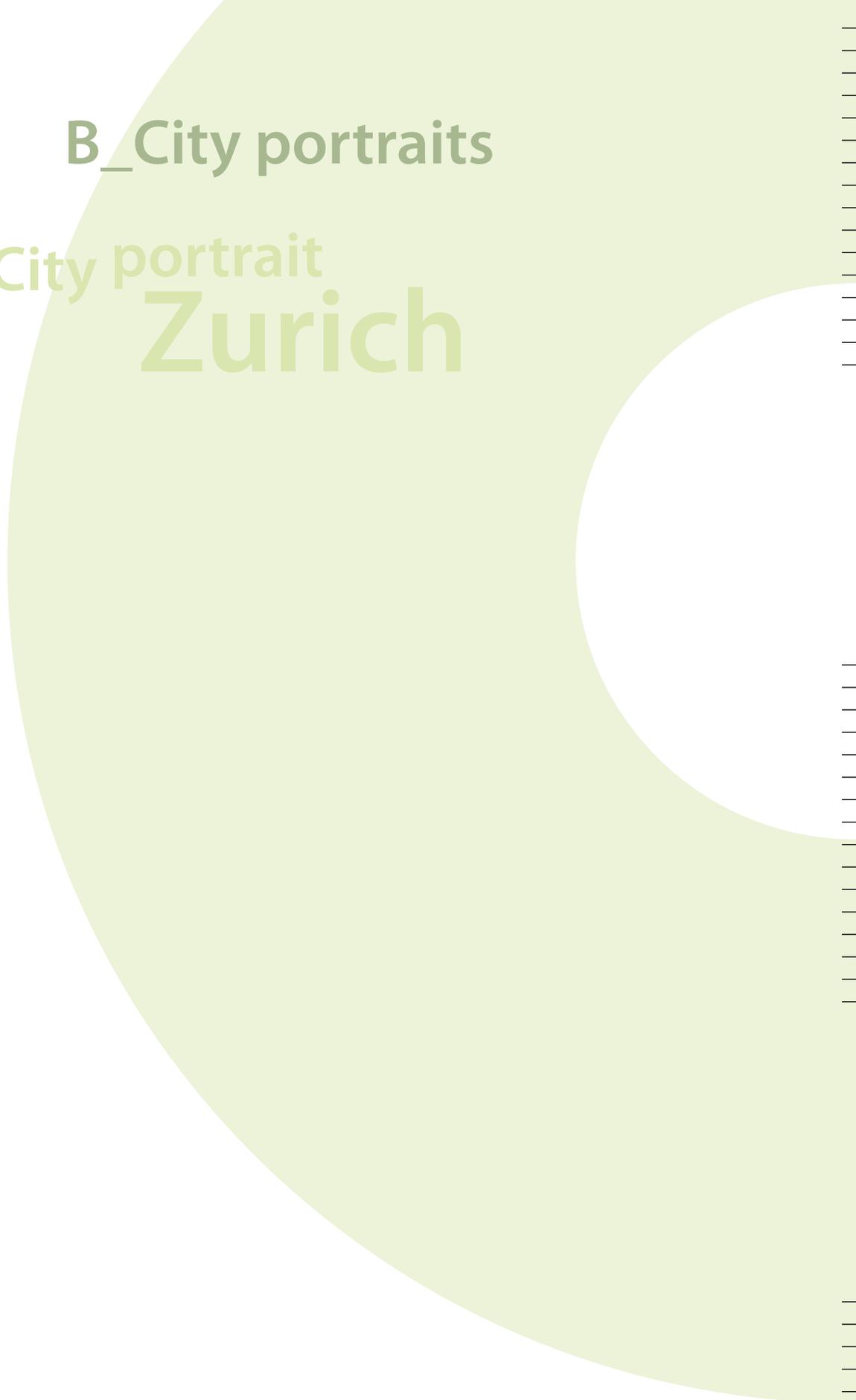


Copenhagen

B_City portraits

7_City portrait

Zurich



7.1_Demographic development at a glance

Moderate population growth. By 2025 Zurich expects 25,000 new inhabitants and 60,000 new workplaces (which indicates increasing levels of commuter traffic). This growth is set to take place in certain development areas outside the city centre.

Specific demographic development. Contrary to many other cities, Zurich is not ageing. Whereas the share of retired people increased dramatically in the 1970s, since then it has been continuously declining: Zurich is getting younger. This is exceptional when compared with other Swiss cities. This specific demographic trend is underlined by the general decline in the 50+ age group as a proportion of the total population. This decline more or less mirrors the absolute population losses that Zurich saw during this period. Interestingly, the most significant decrease has been in the 65-79 age group. The 80+ age group increased up until the 1990s, but since then this group has remained constant. The reason for this atypical trend is the net effect of inward and outward migration.

7.2_Modal split

Favourable modal split. Zurich has one of the most favourable modal splits of all European cities. Sustainable modes of transport account for 64% of all trips in Zurich. The chart below shows that between 2000 and 2005 sustainable modes increased their share, both for domestic traffic and for originating and terminating traffic.

Tab.: Quantity of trips (%)

	Domestic traffic		Originating traffic		Terminating traffic		Total	
	2000	2005	2000	2005	2000	2005	2000	2005
<i>Walk</i>	43	45	2	1	1	1	26	26
<i>Bicycle</i>	7	6	1	1	1	1	5	4
<i>Motorbike</i>	1	1	1	2	1	2	1	1
<i>Car</i>	22	20	58	55	60	53	36	35
<i>Tramway/Bus</i>	25	25	5	6	6	6	16	17
<i>Rail</i>	2	3	33	35	31	37	16	17
<i>Share of total traffic</i>	59	57	20	21	21	22	100	100

Source: Stadt Zürich Tiefbauamt, Kennziffernspiegel

In terms of commuter traffic, it is also worth noting that at least when travelling within the city boundaries, commuters tend to choose sustainable modes rather than the private car (at least this was the case in 2000). Nevertheless, Zurich has experienced an increase in absolute terms over the last few years.

Household size and car availability. 65% of all single households do not own a private car. Overall, 44% of all households do not own a car. On the other hand, about 10% of all households own two or even more cars.

Non-motorised traffic as a main mode of transport. On average, Zurich citizens travel 43.9 kilometres a day, which is high compared with other Swiss cities. Interestingly, more than 51% of this traffic relates to leisure activities (followed by work 18% and shopping 7.7%). When the time spent on different transport modes (rather than the distance covered) is taken as a reference, a picture emerges which shows that non-motorised traffic (i.e. walking & cycling) has a share of more than 50%²⁵.

Age and modal split. There are significant variations in the modal split of different age groups in Zurich. Based on distances covered, private car mobility peaks in the age group 40-49, while public transport is most dominant in the age groups 20-29 years and 70-79 years.

7.3_Urban planning, transport policy and demographic challenges

Analysed documents

- City of Zurich: Mobility strategy, 2001-2008 (Mobilitätsstrategie der Stadt Zürich)
- Zurich Strategies 2025 (Strategien Zürich)
- City spaces 2010 : Strategies for the design of public spaces, 2006 (Stadräume 2010 – Strategien zur Gestaltung des öffentlichen Raumes in Zürich)
- More security for the public and semi-public space – checklists for planning, project development, construction and maintenance, 2003 (Mehr Sicherheit im öffentlichen und halböffentlichen Raum – Checklisten für das Planen, Projektieren, Bauen und Unterhalten)

7.3.1_Objectives and targets of the urban transport and planning policy

Qualitative rather than quantitative goals. The strategic document relating to urban transport policy in Zurich, the Mobilitätsstrategie, does not define any specific quantitative goals concerning the modal split. Rather, it is conceived as a guideline defining the basic concepts for urban transport policy in the city through the following eight principles. These principles represent the fundamental attitudes and aims of the city's mobility policy:

- > Supply-side mobility planning (i.e. mobility planning has to follow the criteria of sustainability and financial soundness; the possible demand for transport infrastructure should not be the decisive factor).
- > Co-ordination of spatial planning and mobility planning.
- > Mobility management as part of infrastructure planning.
- > Consideration of public transport capacity.
- > Optimisation of city-wide traffic management.
- > Co-existence of sustainable transport modes (instead of separation).
- > The compact city ("Stadt der kurzen Wege").
- > Integration of different transport modes and regional cooperation.

“Strategy CitySpaces 2010”. The City of Zurich is well known for its quality of life. In recent years, Zurich has repeatedly achieved high rankings compared with other international cities. Zurich’s public spaces play an important role in providing this quality of life. From 2004 to 2006 the city worked with Gehl Architects from Copenhagen (Denmark), to develop the CitySpaces 2010 strategy. This sets out three strategic aims: firstly, a clearer hierarchy of public spaces according to their respective importance for the city; secondly, coherent design; and thirdly, greater quality of activities and higher amenity values in public spaces.

“Design Standards”. Together with a group of architects, the city developed a design strategy, with guidelines to ensure the coherent design and visibility of public spaces while also ensuring their amenity values. On the basis of this strategy, a design tool-kit has been developed, which is now being used in the design of Zurich’s public spaces (see also www.stadt-zuerich.ch/internet/stadtraeume/home.html)

7.3.2_Demographic change: an integral component of the city’s policies?

I_Ageing society, urban transport and urban design in strategic documents

Planning for the requirements of daily life: pedestrian traffic as key. Planning measures for public and semi-public spaces must take the specific requirements of pedestrian traffic into account. In particular, the needs of disabled people and older people must be considered, as well as the needs of children.

This means that planning measures have to support the following goals:

- Connected, densely-woven path network.
- Direct paths; avoidance of diversions and blind alleys/dead-ends.
- Enjoyable and interesting streetscape.
- Appropriate route design and gradients (avoiding steep gradients).
- Visibility during daylight and at night.
- Safe crossings, underpasses and crossovers.
- Permeable and barrier-free walking surfaces.

Security checklist. A dedicated checklist aims to ensure high levels of safety in public and semi-public spaces. This checklist is to be used during the whole planning and implementation process. As well as barrier-free access, public and semi-public spaces have to ensure public safety through appropriate and clearly marked structures. These measures will benefit older people, women and children in particular. The administration will use this checklist as a guideline for all public construction projects. For private investors the checklist acts as a recommendation. The checklist applies to all types of construction (e.g. public buildings, railway stations, foot paths, bicycle lanes, parking spaces, public transport stops etc), and is based on defined criteria, as follows:

- Neighbourhood connectivity for all traffic participants.
- Options to use alternative routes (especially at night).
- Mixed-use development to ensure constant numbers of passers-by.
- Clarity of structures.
- Attractive design and enjoyable lighting.
- Easy orientation through spatial configuration, with clear labelling.
- High standards of cleanliness.
- Locking capability and control.

Sectoral strategy for disabled persons, older people and children. It is estimated that, for a variety of reasons, at least a fifth of Zurich's population is permanently restricted in their mobility. Due to demographic change this number is likely to further increase in the next few years. Therefore, one of the 18 sub-strategies of the Mobilitätsstrategie is solely dedicated to the large group of disabled people, older people, and children. Under the heading "design for all", guidelines have been developed to make sure that the specific requirements of these groups are taken into account in the city's urban mobility policy. Hence, this sub-strategy informs and monitors measures which are proposed and implemented in other sub-strategies. To improve the situation for these groups of citizens, three action fields have been defined which build the framework for more specified goals:

1_Barrier-free public space

- > Provide dropped curbs
- > Restrict and prevent illegal parking
- > Eliminate visual barriers
- > Improve conditions for wheelchair users
- > Barrier-free access paths

2_Safety and subjective security

- > Safety and security on the way to school
- > Clear traffic structures
- > Meeting points or zones
- > Tactile signalling systems
- > Longer green phases at pedestrian lights
- > Barrier-free buildings and other constructions
- > Avoid fear-inducing public spaces

3_Awareness-building

- > Raise awareness at city administration level
- > Invite participation
- > Provide mobility training courses

II_Ethnic diversity, urban transport and urban design in strategic documents

No strategic focus. So far, ethnic diversity has not been explicitly on the agenda for urban design and urban mobility. Rather, it is implicitly considered when discussing questions relating to the quality of urban space and urban design, as well as when improving the conditions for pedestrians. This reflects the divergent mobility behaviour of migrants (which is also shown by studies in Germany and the Netherlands), and also the growing diversity in lifestyles, and a new appreciation of the city by certain groups, which translates into new uses of public space.

Stagnation in cycling. Zurich has experienced a stagnation in the number of trips made by bicycle over the last few years. The administration departments responsible for cycling have discussed the possible connection with increasing numbers of migrants originating in countries where bicycles do not enjoy a high social status. Mobility training and awareness programmes especially for migrants and also for older people are now planned.

7.3.3_Concrete measures and pilot actions

QUARZ. The programme QUARZ "Revitalisation of public spaces in sub-centres" ("Aufwertung der Stadträume in den Quartierszentren") developed 34 guiding principles on how to establish attractive, pedestrian-friendly spaces with high urban qualities. These guidelines will act as a framework for the future design of sub-centres.

"Züri z'Fuess": "Zurich on foot". This measure aims to raise awareness of the importance of pedestrian traffic. It offers city-walks which not only provide an insight into certain areas of the city, but also demonstrate the potential and attractiveness of walking in Zurich (particularly for older people and disabled people).

"Begegnungszonen": Meeting zones. Meeting zones provide a pedestrian-friendly reconfiguration of side streets without significant through traffic or retail stores. Within these zones the following rules apply:

- > 20 km/h speed limit
- > No zebra crossings: pedestrians are allowed to cross the street wherever they want
- > Changes in street design only for security reasons (to reduce costs and make the implementation of meeting-zones more likely)

Mobility Management Affoltern: Affoltern is a fast developing city district. Within the "Mobility Management Affoltern" framework, an InfoSet information resource was provided, containing maps and public transport network plans. In addition, inhabitants received a free voucher for a personalised bicycle route plan.

"Mobilität in Unternehmen" is a programme to raise awareness among large companies of the benefits of sustainable workplace mobility. It provides an incentive module and three other modules. By implementing the experts' suggested measures, companies can optimise the costs of their commuter traffic at the same time as increasing their ecological efficiency.

C_Conclusions

Demographic change & urban mobility and public space: trends and conclusions

With the analysis of five European cities and their policies on urban mobility and public space, a first attempt has been made to show possible trends concerning the impact of demographic changes on patterns of urban mobility. Although this is a small sample, the study nevertheless permits a first insight into the specific challenges which cities will face in the future and into the political responses they are likely to formulate.

1_Demographic change: multiple aspects and diverse development paths

The public debate, and in many cases also the scientific debate, on demographic change has until now focused on ageing. However, this analysis of five cities (Berlin, Copenhagen, London, Vienna, Zurich) shows a wide variety of predicted trends in terms of the future composition of their populations, both in terms of age, and in terms of other variables such as ethnic, cultural and lifestyle diversity.

Growing population. Concerning population growth, the analysed cities confirm the results of the European Urban Audit which shows solid population growth in northern European cities, while trends in Western and Central Europe are more diverse. Out of the five cities, four of them (Copenhagen, London, Vienna, Zurich) expect significant population growth within the next few years. Only Berlin, situated in a geographic area predominately faced with population loss, is expected to stabilise during the next few years.

Population projections:

- > Copenhagen: +6% by 2018
- > Berlin: -1% by 2030
- > London: +11% by 2026 (conservative projection)
- > Vienna: +21% by 2035
- > Zurich: +4,9% by 2025

Changing age structures. Demographic change should not be associated with ageing alone: this is clearly demonstrated by the five cities. In fact, if ageing is measured by a growth in the share of the 65+ age group in the population, only Berlin and Vienna will experience an ageing, or "greying", society. In contrast, Zurich will get younger in the next few years; London will experience the most significant population increases not within the 65+ age group, but in the 50-60 age group; and Copenhagen will see a stabilisation in the proportion of older people.

Diversifying population. Whereas differing trends can be observed for ageing, a growing ethnic diversity is a common phenomenon to all the investigated cities. This goes hand in hand with a growing multitude of urban lifestyles, which create new ways of using a city and new expectations in relation to what a city should offer in order to be attractive.

These complex trends and patterns have to be kept in mind when dealing with the phenomenon of demographic change on a city level. It is necessary to have a broad understanding of the demographic changes affecting society (ethnic diversity, different lifestyles etc.) in order to ensure pro-active and successful urban planning and urban mobility policies.

2_Modal split: congestion versus sustainability

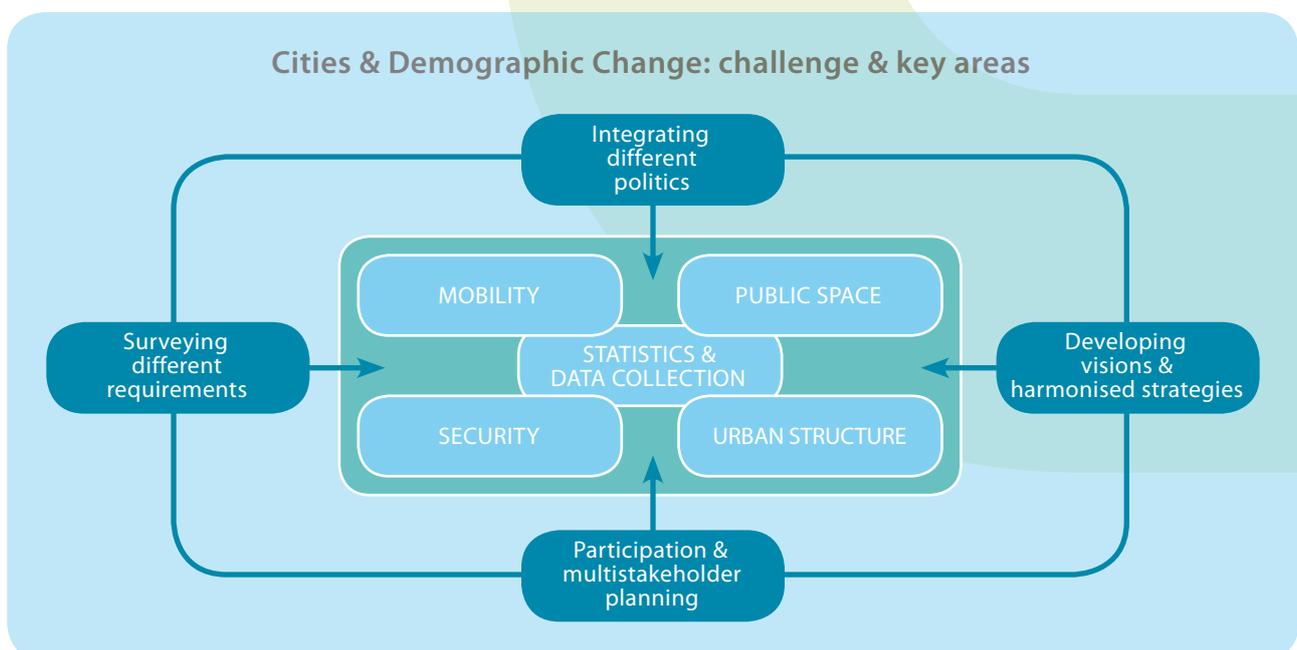
Socio-demographic change on a city level can have significant consequences for urban mobility. There are indications that some of the trends associated with demographic change may adversely affect traffic volumes and modal split. When looking at the five cities, the following trends can be observed:

Traffic volume is increasing. In the last few years, all five cities have experienced an increase in total traffic and an increase in car traffic. This trend is likely to continue, although cities such as Vienna have established the political goal of reversing this trend in the coming years. In general, a further rise in the total amount of motorised traffic is considered very likely. Most of this increase is expected to be generated by growing commuter traffic: this has been the main factor contributing to increased motorised traffic in the past.

Improved modal split. Thanks to major investment in infrastructure and also in awareness-raising, the five cities have been successful in changing the modal split in favour of sustainable carriers, despite growing absolute traffic volumes. For example, London has seen the share of public transport increase by about 4% since 2000.

3_Cities & demographic change: challenges & key areas for action

Based on the comparative analysis of the five cities, a set of challenges and key areas for action can be defined for formulating a political response to the forthcoming demographic changes. These challenges and key areas for action should not be regarded as a finite checklist. Rather they form a frame of reference: a guideline for cities in their attempt to successfully meet the challenges posed by socio-demographic change. The four challenges form a background against which strategies in the defined policy topics can be developed.



Challenge 1: Researching different requirements

The most dominant demographic trend on a city level is the diversification of urban lifestyles. Cities today are faced with a multitude of expectations and requirements as to what a city should offer its inhabitants. Of course ageing also remains an important trend that cities have to consider in the context of lifestyle diversification. However, urban planning for older people is in itself a complex matter, as 'older people' comprise a very diverse group.

It is essential for urban planning to know about the expectations of different groups of city dwellers and their perception of what constitutes the good city life. Based on this knowledge, cities can consider and review their policies for the planning and functioning of public space and urban mobility. Although different life phases certainly play a role in determining collective urban needs, the analysis and investigation of different lifestyle requirements should be a key focus in the context of demographic change and urban mobility. Growing ethnic diversity and the related societal consequences should be an integral part of this investigation.

Therefore, the following aspects should play a role in city-wide surveys:

- > Which lifestyle groups are represented in the city and how important are they? (e.g. 'Bourgeois Bohemians', 'Dinkys', family-orientated, 'Creative Class', leisure-orientated etc.)
- > What are their specific expectations in relation to the urban qualities of the city?
- > How do these different groups use public space?
- > Are they satisfied with the quality of public space?
- > What are their mobility patterns ?
- > What special mobility requirements do they have?

Best practice: lifestyle analysis (Copenhagen)

As preparatory work for developing its strategic planning document City Development Strategy, the City of Copenhagen carried out a lifestyle analysis to ensure that the planning and development goals of the city correspond to the wishes and expectations of the city "users" (i.e. the city dwellers). It showed that aspirations and needs concerning life in the city are related not only to the life phase, but just as much to the lifestyle. This applies to young people, grown-ups and senior citizens alike. The lifestyle analysis not only resulted in the clustering of Copenhagen's population into five distinctive groups (see p.42) but also gives an indication of the future developments in Copenhagen lifestyles.

Gender mainstreaming: Pilot District Mariahilf (Vienna)

The project offers methods of how to transfer knowledge about different needs into certain planning instruments, for example showing the impact of a planning or building measure in public space on the user groups regarding age, sex or social background and living circumstances.

More info: <http://www.wien.gv.at/stadtentwicklung/alltagundfrauen/gender.html>

Challenge 2: Integrating different policy fields

Demographic change is a complex phenomenon that influences and challenges cities in various ways. In order to develop suitable strategies and measures to meet these challenges at city level, it is essential to integrate different areas of urban policy. In the field of urban mobility and public space, it is particularly important to be aware of the interactions with other policy fields, especially the fields of public health and of integration and diversity. It is only by pursuing a coordinated approach that optimal results can be achieved.

- > **Interaction with health policies.** *The ageing urban society, as one of the major outcomes of demographic change, generates specific requirements in terms of using urban spaces and participating in urban mobility. Cooperating with relevant administrative bodies and stakeholders from the health care sector, as well as involving the relevant age groups in the process of policy formulation, can help to build knowledge of their specific requirements and guarantee planning outputs which meet identified needs.*
- > **Interaction with integration and diversity policies.** *The public space is regarded as a crucial factor within the process of social integration. To promote social integration, public spaces have to satisfy the different needs of various groups of people, while at the same time allowing for self-determined degrees of closeness and distance between the groups. The analysed data suggests that there is currently limited knowledge of the specific requirements of different migrant groups for the use of public space, and also limited knowledge of their specific mobility behaviour. Therefore, interaction with integration and diversity teams could enrich the urban space and urban mobility planners' understanding of the requirements of these target groups, in order to improve the quality of public spaces.*

Best practice: "sALTo" – high-quality and self-determined ageing in the neighbourhood (Vienna)

The City of Vienna's pilot project "sALTo", where new quality standards for ageing in the neighbourhood have been set, demonstrates how the urban planning and health care fields can be integrated. The pilot project stressed the importance of prevention work in order to enhance the quality of life for older people in their neighbourhood. The measures covered awareness-raising activities and the organisation of care services, as well as concrete urban design measures.

For more details on the project, see pages 38ff, and: <http://www.plansinn.at/plansinn/index.php?id=projekte&res=129>

Challenge 3: Developing shared visions and harmonised strategies

Demographic change is one of the most dominant trends affecting cities and could have severe consequences for a city's population. Therefore, when dealing with the challenges of demographic change it is vitally important to define widely accepted policy goals in a broad consultation process. These policy goals provide a framework for specific strategies and help to ensure that strategic objectives are met at project level. To this end, tools such as strategic visions, mission statements, and foresight research processes are particularly valuable as they:

- Help to develop a profound knowledge and understanding of the forthcoming challenges within city administration departments as well as amongst relevant stakeholders;
- Create a framework for integrating different interests and goals, thus facilitating implementation and preventing policy coordination problems;
- Allow policy goals to be communicated to a wider public, making it easier to gain public support.

Visions and mission statements define overarching goals (e.g. London's vision of becoming the most pedestrian-friendly city in the world; or Copenhagen's vision of becoming a green and blue capital city). These visions have to be translated into concrete sectoral strategies dealing with different policy fields affected by socio-demographic change. Sectoral strategies aim to:

- Clarify which policy aspects will be affected by different strategies, and therefore which administrative departments and stakeholders should be involved in the design and implementation processes;
- Formulate guiding principles for certain policy fields;
- Develop application-orientated tools (e.g. checklists) for use by those undertaking the work.

Together, overarching visions and more concrete strategies build a robust framework for 'on the ground measures', be they in relation to the built environment, public awareness-raising or improved cooperation between different partners.

Best practice: Stadträume 2010: 'Quality of Urban Space' & Security checklist (Zurich)

- Stadträume 2010 acts as a mission statement in relation to the design of the public space and public squares in particular. It considers the public space as a defining part of the city's image and as of decisive importance for the quality of life. Therefore, distinct guidelines for a coherent urban design and a high habitation quality have been developed, where different standards are applied to different spaces according to their respective importance for the city.
- The Checklist "Quality of Urban Space" relates to the overarching strategy Stadträume 2010 by focusing on the public space requirements for satisfying the needs of pedestrians and children. It focuses on three aspects of urban life (protection, well-being & sensuality) which should be considered when developing or re-developing public space.
- Further details concern protection/security with a distinctive Security Checklist that should especially benefit older people, women and children. The checklist, which deals both with objective and subjective aspects of safety and security, is compulsory for every public development (and acts as a recommendation for private investors). It must be considered during the planning and the implementation process alike.

Challenge 4: Participation and multi-stakeholder planning

The concrete form of urban mobility is the product of a multitude of individual decisions which 'city-users' make on a daily basis. Visions, strategies and projects which are developed and implemented have to recognise this fact. This means that in the formulation of urban mobility strategies, and also at project level, different viewpoints and diverse mobility patterns have to be considered, and relevant stakeholders have to be involved. What holds true for urban mobility in general, applies even more to urban mobility-related issues in the context of demographic change. Due to the diversification of mobility needs, stakeholder groups must be involved at the strategic planning level; and citizens potentially affected by projects must be involved at the project level.

At the strategic level, it is useful to have a stronger focus on multi-stakeholder planning rather than direct citizen participation. However, it might also prove useful to involve the general public in the strategic planning process, for example in the form of focus groups and such like:

- **Expert advisory board.** The involvement of external experts in the development and implementation process can enhance the quality, and also the acceptance, of strategies, visions and related project-level measures.
- **Stakeholder consultation.** Early stakeholder consultation and involvement allows not only for a timely reconciliation of different mobility needs and requirements, it also helps ensure consensus-building amongst different groups, thus creating the right preconditions for efficient implementation.
- **Opinion polls and citizen panels.** Opinion polls can test support among the wider public for mobility and planning objectives and also for specific measures.

Best practice: monitoring group and expert advisory board in Berlin

Starting in 2000, the whole development and implementation process of the "STEP Verkehr" has involved consultation with representatives of relevant stakeholder groups in the form of a 'round table' as well as an expert advisory board. Whereas the 'round table' acted as a forum for integrating different views and interests, the expert advisory board secured high and innovative methodological and technical standards.

Citizens' dialogue in Copenhagen

The preparation of the Traffic & Environment Plan (2002 to 2004) was accompanied by numerous participation mechanisms within the framework of a 'citizens' dialogue'. Amongst others, the involved citizens were invited to rank certain problems and measures according to priority.

Public opinion polls in Copenhagen

Attitudes and ideas were canvassed through three separate public opinion polls, each involving a sample of 1,000 respondents. This should ensure that the solutions incorporated in the Traffic and Environment Plan are realistic and also capable of gaining widespread popular support.

On a project level, more direct involvement of affected citizens is appropriate:

- **Planning the local neighbourhood.** By involving affected citizens and the city authorities in a cooperative planning and implementation process, individual projects can achieve high functionality and user-friendliness as well as high acceptance. In this context it is important that the city defines clear guidelines concerning its overarching goals, thus clarifying the possibilities and limitations of direct participation.

Best Practice: "sALTo" – high-quality and self-determined ageing in the neighbourhood (Vienna)

After identifying several framework conditions which enable older women and men to stay in their neighbourhood, inspections of neighbourhoods together with local inhabitants have been conducted. Urban Design measures have been developed on the basis of these inspections. (For more details on the project see pages 38ff).

Key areas for action

Several key areas and policy fields are vital for cities when dealing with the challenges of demographic change in the context of urban mobility and public space. Examples of good practice from the analysed cities illustrate these key areas and point out the scope of relevant activities in this context.

I_Mobility

Securing mobility for all is a key feature in managing demographic change. Providing adequate infrastructure is a pre-condition for allowing equal accessibility. To enable all inhabitants to fulfil their mobility needs, all analysed cities are in the process of adapting and improving their mobility policy and services. In this context, the following features can be observed in the cities:

- **Accessible infrastructure.** Barrier-free infrastructure of public transport is of the utmost importance for high accessibility. This includes the tram-stations, underground and overground stations and bus stops as well as the vehicles (low-floor vehicles etc.).
 - > *Disabled-accessible in London and Berlin:* With the review of 17,000 bus stops, work began to ensure the accessibility of more than 70% of all London bus stops by 2008. Almost 50% of Berlin's tram stations were made accessible for disabled people by 2007, following the guidelines for a barrier-free Berlin.
- **Connectivity.** Stations and bus stops not only have to be accessible but they also need to be integrated into the local neighbourhoods. Therefore they have to be connected to a densely-woven path network which provides safe and comfortable access to and from the stations.
 - > *Streets of Gold – Programme (London):* As part of the overarching goal to make London one of the world's most walking friendly cities, the programme aims to link key (local) destinations such as stations, schools and shops.
- **Speed reduction.** Speed and its associated objective and subjective dangers are the main reasons for both road casualties and the fears about traffic among older people and adults with caring duties. (In the case of adult carers, this is a key reason for resorting to the private car for their daily trips).
 - > *Calming residential streets (Vienna):* With a widespread speed-reduction (30 km/h) on residential roads, the City of Vienna increases the safety for vulnerable groups and pedestrians as well as reducing noise emissions.

II_Public space

Against the background of diversifying urban societies, demands on public space and its design will see some significant changes. These changes and the resulting requirements are of a technical nature as well as a social one. Continuous barrier-free design emerges as an essential criteria, which lays the foundation for an equal use of public space. At the same time, the design of public spaces must more than ever reflect and meet the varying social needs (e.g. leisure, active recreation, playing, interacting, observing etc.) resulting from a multitude of urban lifestyles.

The analysed cities are working on the following issues and topics (amongst others) in order to be pro-active in coping with the challenges posed by socio-demographic changes in relation to public space:

- **Barrier-free planning.** All analysed cities recognise their responsibility for the barrier-free design of public space. Barrier-free planning refers less and less just to access for disabled people alone, but increasingly takes into account the general needs of the population related to the life cycle: from early childhood to older people.
-> *Handbook on barrier-free urban planning and building (Berlin): This handbook makes available the practical experiences of barrier-free planning and construction from the last few years, and gives guidance for future planning projects on how best to secure accessibility.*
- **Reflecting diverse needs.** To meet the changing requirements on a strategic level as well as on a project level, some cities have developed guidelines to ensure the successful implementation of measures for the improvement of public spaces. What they have in common is that they take the diversity of the urban population, and the related requirements, as a starting point for their public space planning philosophy.
-> *Urban Space Action Plan (Copenhagen): The 'Urban Space Action Plan' defines overarching principles and guidelines for planning a public space which reflects contemporary demands.*
-> *Open Space Strategy (London): The 'Open Space Strategy' works as a guideline for implementation on a local borough level by defining a range of data sources which should be considered at the local level.*
-> *Gender Mainstreaming Pilot District (Vienna): Within the project, gender mainstreaming has been considered in all planning measures for public spaces (also see below: III Security).*

- **Allow for new urban experiences** Socio-demographic change in cities also means:
 - 1_There are growing groups of older people and migrants who are more likely to use their respective neighbourhoods to meet their basic day-to-day needs and their recreational needs.
 - 2_There is a growing number of singles who are more likely to use urban facilities in organising their life, including their social life.
 - 3_There is a distinct group of families (sometimes referred to as 'Latte-Macchiato Families'²⁶), who are more city-orientated and tend to live in city centres.

To make or to keep the city attractive for the resulting variety of requirements and expectations, it is necessary to create different possibilities for experiencing and 'using' the city. Alongside high quality design for public places, the analysed cities therefore tend to develop and implement new ways of making use of street space and the urban landscape. Temporary road closures, speed limits, road safety, 'shared space' concepts and so on, play an important role in this context.

- > *Streets for all (London): Demanding a fairer distribution of public space in London, the programme aims to create street spaces which give greater emphasis to their use as social spaces and for walking and cycling.*
- > *'Make room' ('Platz da': Vienna): This programme aims to improve the quality of public (street) space by establishing permanent and temporary pedestrian zones and by creating generously wide pavements.*
- > *Meeting-Zones ('Begegnungszonen': Zurich): Meeting Zones involves a pedestrian-friendly reconfiguration of side-streets.*

- **Typology and visions for the design.** Different public spaces fulfil different urban functions. Therefore it is vital to consider these differences when planning a public space, so that the expectations and requirements of the population can be met. To reach an adequate assessment regarding the city-wide importance of, for example, a square, the typology of squares and street space can be a valuable tool. Based on this typology, concrete visions for the design of the different categories of city space can be developed.
 - > *Strategy for the design of public space (Zurich): As part of the mobility strategy of Zurich, the strategy aims to develop a distinct hierarchical typology for public spaces which should translate into design visions ('Gestaltungsleitbilder') and design guidelines ('Gestaltungsrichtlinien').*

III_Security

Security in the context of mobility and urban planning has a twofold meaning. On the one hand it means maximum road safety; and on the other hand it refers to personal security and protection against crime. Both aspects have a subjective and an objective aspect, and both have to be considered in the planning and implementation processes. A subjective sense of security is no less important than an objective security, since it has a decisive influence on the actual use of public space. So it is very important to involve citizens in the planning process, to make sure that solutions which might be considered 'secure' in an objective sense are not perceived in a completely different way by local citizens.

In the context of street safety the analysed cities work on the following issues:

- **Awareness-raising.** In addition to construction measures, awareness-raising and information are important levers in achieving behaviour change (e.g. obeying speed limits, anticipatory driving etc.) and in particular in reaching vulnerable groups such as children and older people.

-> *Traffic behaviour campaigns (Copenhagen): According to the Traffic & Environment Plan, campaigns will be developed to target specific situations (e.g. cyclists and motorists at intersections, parking on cycle tracks, cyclists in pedestrian areas, driving speeds, driving in residential areas etc.) in order to reduce the number of casualties.*

- **Monitoring and integrated strategies.** To gain better knowledge on when, where and why accidents happen, some cities aim for better monitoring systems. This knowledge then acts as a starting point for integrated programmes to enhance traffic safety. Public relations activities play a decisive role in helping to promote safer traffic behaviour as well as in communicating safety measures and increasing the overall subjective feeling of safety.

-> *Vision Zero (Vienna): This wide-ranging programme includes the monitoring and reduction of accidents, safety-related surveys for all planning measures, and target-group-specific public relations.*

In the context of security, the analysed cities work on the following issues:

- **Gender mainstreaming.** Safety issues play an important role in planning and implementing gender mainstreaming measures, where the specific mobility patterns and different safety perceptions of women and men are considered.

-> *Gender mainstreaming model district (Vienna): As part of a pilot project within the thematic action programme 'Walking free of fear', measures to increase the subjective feeling of safety have been developed (e.g. better lighting, mirrors at poorly visible parts of the street, clear structures).*

- **Defining common standards.** To make sure that objective and subjective security standards are applied at project level, guidelines and checklists can define binding and recommendatory principles for different types of projects.

-> *Security checklist (Zurich): As described above (see page 43), the security checklist deals with objective and subjective aspects of safety and security. It is compulsory for every public development and has to be considered during both planning and implementation.*

IV_Statistics & data collection

The mobility behaviour of individuals is very complex, and not easily identified from empirical databases. Appropriate research tools are needed which do not neglect any vital aspects of the surveyed population's mobility behaviour. In terms of the challenges of demographic change, there is also a growing necessity to reflect the lifestyle diversity, social roles and specific requirements of different groups. This will necessitate advanced methodologies for data collection and the harmonisation of data on European level. The analysis of the five cities' data has (with the exception of London) shown there is a lack of extensive data on the mobility behaviour of different groups. For example, data on the modal split relating to gender, age or ethnic groups is often either not available or at best, patchy. However, such data could enrich the existing knowledge of mobility behaviour, and could be incorporated into planning strategies (as it has been in London, where the Greater London Authority instructs the local boroughs to integrate the specific requirements of certain population groups in their respective strategies).

In order to meet the needs of diverse mobility patterns, it will therefore be necessary to broaden the existing methods of data collection. The following aspects are worth further consideration in this context:

- **Specified modal splits.** Surveying the mobility behaviour of specific population groups on an individual level as well as on a household level, on a regular basis, will provide more detailed knowledge on the interaction of socio-economic, demographic and spatial factors which influence mobility behaviour (e.g. by gender, age groups, ethnic groups, working status, income, residential area etc.).

-> *Mobility survey (London): London makes use of very advanced data on the mobility behaviour of specific groups. The modal split is not only specified by gender but also by age, ethnic group and working status, which provides a very detailed picture of the mobility behaviour of London's population.*

- **Spatial differentiation.** Collecting comparable mobility data for the core city, as well as at the suburban/agglomeration level, is important for building on existing knowledge of mobility behaviour in the context of spatial differences. It is also important to research differences within the city (e.g. at district level) in order to identify variations in the modal split etc. Most of the cities studied already consider this aspect and analyse spatial differences (e.g. the modal split of commuter traffic; or the modal split in certain urban development areas.)

-> *Mobility study (Vienna): Vienna undertook a mobility study when developing its Transport Plan Vienna in 2002/2003; mobility behaviour was analysed not only by gender but also by types of urban district (e.g. dense inner-city areas versus suburban and mixed areas).*

- **Innovative methods.** New methods of data collection which ensure the integration of specific living situations and the everyday routines of different user groups are already at the survey design stage.

-> *Women's trips – men's trips (Vienna): In the research project 'Women's trips – men's trips: development of measures for gender specific mobility surveys', existing methods of data collection for mobility and transport surveys were analysed from a gender perspective. Based on these findings, innovative methods that specifically take into account the mobility behaviour of commuters, as well as of people with caring duties, have been developed and tested. The mobility behaviour of these groups is marked by multi-purpose trips (e.g. shopping on the way back home from work etc.), which often are not recorded sufficiently by the usual mobility surveys.*

V_Urban structure

Although most cities analysed in this study are not confronted with shrinking populations, sub-urbanisation is an important topic for all prospering cities, as the tendency is for urban agglomerations to grow faster than the central core. Hence cities have to tackle the question of how to stay attractive for those groups of citizens who tend to move to the suburbs because of altered individual requirements, and/or insufficient housing opportunities in the city centre. These are primarily young families who often have problems in finding adequate and affordable housing in central locations. Furthermore, cities have to deal with the question of how to attract people wishing to return to the city due to altered life situations, e.g. older people, who may be single again and who prefer the amenities of an urban environment due to changed requirements. For older people, the social, cultural and medical services of the neighbourhood, as well as barrier-free accessibility, all play an important role in the choice of housing, in addition to the physical condition of the housing.

Against this background, cities are asked to develop new initiatives in order to meet the new requirements relating to housing, and to guarantee a stable social urban structure. Innovative housing projects, such as multi-generation housing, can further contribute to an improvement of urban space, e.g. through the barrier-free redesign of underground and overground stations, squares, public buildings, shops and restaurants. The following aspects are of high relevance in this context:

- **'Themed housing'**: Housing projects which focus on the requirements of a specific group of citizens, known as 'themed housing', are on the rise in many European cities. The process of demographic change will provide further impetus for this type of project, as already seen in several cities. A relatively new phenomenon are the predominately ecological housing models (which for example include car sharing services), the multi-generational housing projects, and the intercultural housing projects. These can be expected to become increasingly relevant in the future.

-> **'Bike City' and 'City X' (Vienna)**: Vienna has been promoting themed housing projects since the mid 1990s, when a women-specific housing project ("Frauen-Werk-Stadt I") was created. 'Bike City' is a housing model that prioritises the bicycle as a means of daily transport and offers additional amenities for the residents (e.g. supervised parking spaces for bikes etc.). 'City X' is designed for older people and offers assisted living as an additional benefit.

- **Multi-generational/intercultural housing.** The development of innovative housing models can help to stabilize urban society. For example, multi-generational housing means that different generations live independently in the same building and benefit from each other; and intercultural housing means that people of different ethnic backgrounds live together in the same building and can get to know each other.

-> *Information centre for multi-generational housing (Berlin):* This recently opened information centre is for individuals and groups, developers as well as investors, providing answers to questions on multi-generational housing. This initiative is part of the city's plan to strengthen the inner city and ensure it is seen as an attractive housing location.

- **Housing for older people.** Cities must react to the growing share of older people amongst the population by designing adequate housing models which enable a self-determined and independent life.

-> *Berlin's initiative housing for ageing ('Wohnen im Alter):* This initiative developed an internet platform to support older people in finding their ideal housing location. Working with the construction industry, common standards for barrier-free housing are currently being developed, and model projects have been completed.

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