

## City Region of Short Distance for ALL? Planning the ‘Everyday’ for a Diversity and Mixity of Users in Functional Areas

Heidrun Wankiewicz

(Mag. Heidrun Wankiewicz, planwind.at – planning-management-research, Bergheimerstr. 42, 5020 Salzburg, wankiewicz@planwind.at)

### 1 ABSTRACT/KURZFASSUNG1

The region/city of short distances is mostly linked to small scale and neighbourhoods and planning focus is local at the level of a quarter. But: women and men, girls and boys in the 21st century are no longer reduced to a quarter/village but are living in functional areas which includes several quarters, village and neighboured city, the whole country and with support of social media, Europe and the world.

Demographic change remixes the cities and city regions: Ageing society, migration flows from rural to urban, multiple residences, changes in working life careers and changes in partner and family models as well as a shift in societal roles of women and men, young and old as well as the related spatial impacts and demands for updating infrastructure are necessary. Looking at these dynamics from a gender planning prospective means, recognizing a growing diversity of time space patterns, looking very closely at users’ needs and integrating the „everyday“ of daily routines and the spatial requirements of the care economy like social infrastructure and services into spatial concepts. As a planner, I am interested in the interplay between changes in time space patterns (going regional to functional areas) and the necessary adaption of instruments for a gendered planning approach local to regional scale.

Rethinking planning for changing population is in focus of two research and planning projects of the author: „DEMOCHANGE – adaptation strategies to spatial planning and regional development“ (Alpine Space countries, [www.demochange.org](http://www.demochange.org)) and an ESF-funded project on “Gender equality in Bavarian rural areas”.

Examples and experiences of the authors work from these two projects and further examples from Spain and Finland shall bring some evidence for adapted planning approaches and pathways for the much needed innovations in planning theory and practice for a participative approach for a user oriented infrastructure planning.

Following key questions will be treated:

- (1) Which infrastructural needs are emerging and which planning instrument can enhance to plan for functional areas?
- (2) How can basic infrastructure co-developed and maintained in times of budget cuts without ?
- (3) The everyday at regional scale? How can we plan for functional areas?
- (4) What does “integrative planning” and “transdisciplinary” mean in practice?

### 2 NEIGHBOURHOOD IN FUNCTIONAL AREAS – A GENDER PLANNING APPROACH

It is assumed that spatial planning is intended to provide equal living conditions for all, to combat spatial and social disparities and to ensure equal access to services and labour markets, and that it incorporates the public interest into the development of land by suppressing selfish actions (Fainstein 2009).

It is generally assumed that gender planning supports the everyday life of women and men and opens up perspectives for sustainable development at a communal and regional level (Fainstein and Servon 2005, Horelli and Wallin 2009). Suitable spatial conditions may, for example, alleviate the everyday life of men and women through short distances and good public transport connections and accessibility, through appropriate open spaces, local proximity and a range of infrastructures (Zibell 2006, Damyanovic 2007).

Women have still to combine housework, family work and paid work. They look after children or persons in need of care, manage the household, are gainfully employed and undertake all the trips related to these duties. If planning efforts are to succeed in providing a better quality of life for men and women, it is imperative to include the principles of gender (and diversity) in planning tasks.

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<sup>1</sup> The paper is based on a presentation held on Oct 4 2011 at Universitat Politecnica de Catalunya in Barcelona at the ETSAB (=Escola Tècnica Superior d'Arquitectura de Barcelona) during a conference on Urban studies, gender and feminism.

But from a feminist perspective, these societal roles of women and men cannot be accepted and confirmed as gendered roles but they have to be de-constructed and changed (Massey 2004, Fainstein & Servon 2005).



Figure 1: Gender planning – key concepts and elements (photo Wankiewicz 2004)

Furthermore, spatial conditions, time space patterns and the scale of daily routines and activities of women and men, boys and girls are changing (Tummers 2007a and b)

In the paper I argue that space time patterns for care economy and for work, recreation and community work and citizens participation are changing from local and neighbourhood areas to regional scales the so called “functional areas”.

To give an example about functional areas from the Demochange project: The map shows daily working commuters in 68 communities in Pinzgau, Lungau and Pongau. The spatial commuter patterns show, that the 68 communities – representing the local and the neighbourhood – are oriented towards 6 – 8 working centres, their functional areas. The same upscaling from neighbourhood level to functional areas is happening for care infrastructure, for public and private services and for shopping centres. We can also see a geographical change of personal networks (family, friends and business networks) from neighbourhood and local scale to regional, national and global scale (Demochange Salzburg 2011).

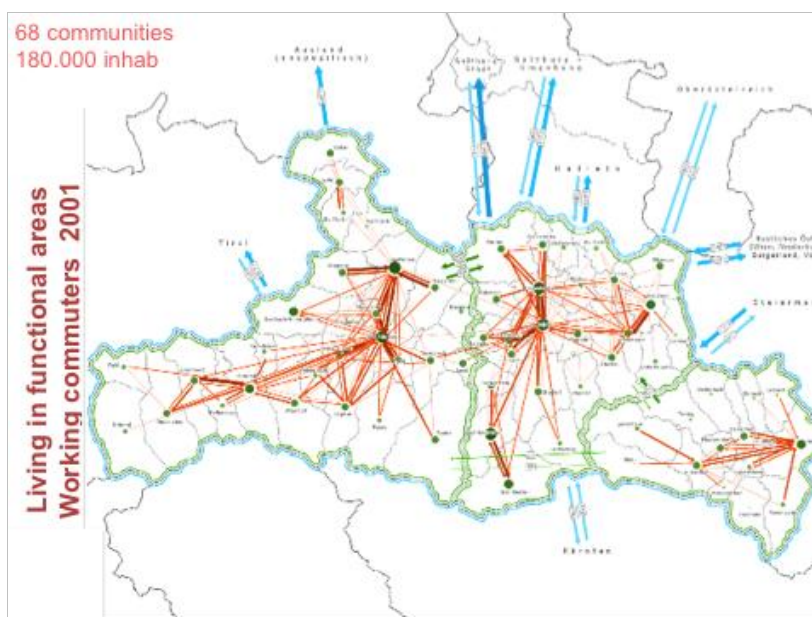


Figure 2: Daily working commuters between communities of the southern districts of Salzburg: Pinzgau, Pongau, Lungau (line sizes shows the number of commuters. (Demochange Salzburg – map iSPACE 2011).

Hence, it is enormously important to upscale a gender planning approach from neighbourhood and local scale to strategic and regional scale: according to Larssons, the integration of gender planning approaches is neglected for spatial strategies and comprehensive planning concepts (Larssons 2006, 25ff). It is much more difficult to ask for the visions and experiences of people, women and men, girls and boys at this complex planning scale. But an essential condition for delivering good local gender planning concepts is the integration of the “everyday” and of the experiences and know how of women and men into strategic planning concepts.

Larssons and others describe the difficulties and obstacles within our planning cultures to involve people into plan making and to transfer the collaborative planning approach from local and neighbourhoods scale to city regions and beyond (Healey 1994, Jacobs 1961). The big challenge is to overcome administrative boundaries from the very strong municipal level – which have much power in planning legislation and implementation in most of the European countries – to weak regional level or functional areas without any administrative or legal power.

The following chapters show several practical examples and propose some core elements and the potential of an upscaled participatory gender planning approach for functional areas.

### 3 PRACTICAL EXAMPLES OF “PLANNING FOR FUNCTIONAL AREAS”

#### 3.1 Bavaria – gender equality in rural areas<sup>2</sup>

The project has been initiated by the Bavarian State Ministry for Labour, Family and Women as “gender atlas”. Atlas means just mapping and analysing data to know more about inequalities of women and men in Bavaria. The author was involved as gender expert for the Grontmij GmbH Munich in both stages, in project design and in implementation.

One effort of the project team was to involve people into the development and the analysis of the Bavarian districts and communities. So a series of workshop with stakeholders from district level in five so called “reference districts” has been organized. About 160 civil servants, policy makers, heads of local and regional associations and vocational training and educational institutions have been involved into a “reality check”: this means to check the results of the quantitative statistical analysis with the perception and qualities as seen from their professional view. In further workshop they brought in their experiences and interests on the definition of a set of goals and fields of action.

The second aim of the team Grontmij – Magel – planwind for the project was to sensitize on the gendered distribution of paid and unpaid (care) work. Then to set benchmarks and to initiate discussions in order to have some impact on policy makers and equality policies.

So the spatial analysis of the Bavarian communities (more than 2800 communities) and districts not only shows the situation of women and men, but also highlights the differences between women and men: Based on the methodology developed in 2007 by the German Federal Institute of Research on Building, Urban Affairs and Spatial Development (BBSR 2007) for a German atlas of gendered differences – the so called “difference map” shows how big are the differences between the sexes. Figure 3 shows the difference of percentage of women and men aged 15 – 65 working in industry and production in district of Oberallgäu, Bavaria: between 13 and 33% more men are working in this sector than women (dark blue)

One important element of the project was to bring into discussion the unequal distribution of care and family work and to show regional differences between metropolitan areas and rural areas.

To give an example: figure 4 shows that more than 90% of parents on parental leave for caring for their young children are women (left map) and less than 30 % even less than 10 % of these parents have been men.

<sup>2</sup> ESF-funded project. Warum Frauen nicht arbeiten können und Männer das Geld verdienen. Mehr Chancen-gerechtigkeit im ländlichen Raum Bayerns durch Vereinbarkeit von Familienarbeit, Erwerbs-arbeit und Freiwilligenarbeit. English translation of the title „Why women cannot work and men earn the money. More equality justice in rural Bavaria through balanced care work, paid work and voluntary work” (author’s translation) Munich <http://www.stmas.bayern.de/gleichstellung/atlas>. online Access 22.09.2011

This big difference also has been shown in a difference map to highlight the big inequalities and the gendered distribution of tasks between care work and paid work.

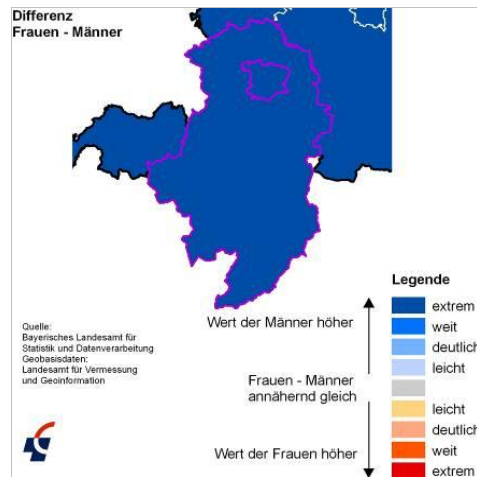


Figure 3: Difference in percentage between women and men working in industry, production and building enterprises in district of Oberallgäu (blue means: value of men higher, red means values of women higher) (Grontmij-Magel-planwind 2011)

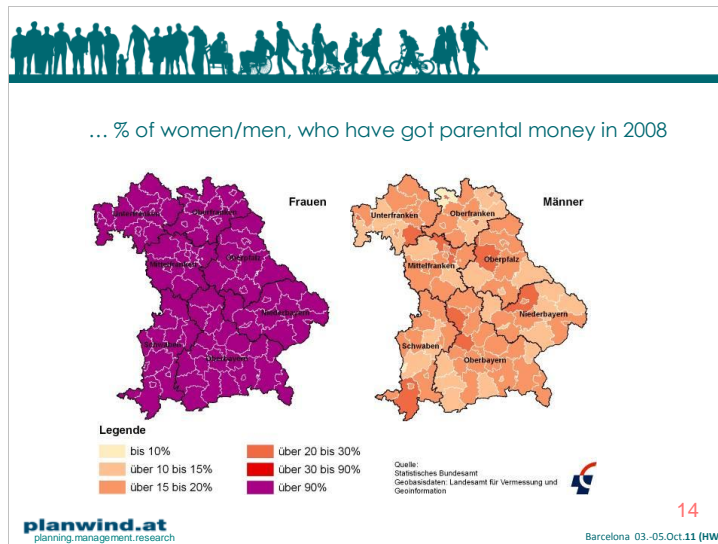


Figure 4: Gendered distribution of child care work between women (map on the left side) and men (right side). The map shows the percentage of women/men of all women aged 15 – 65 being in parental leave. (Grontmij, Magel, planwind 2011)

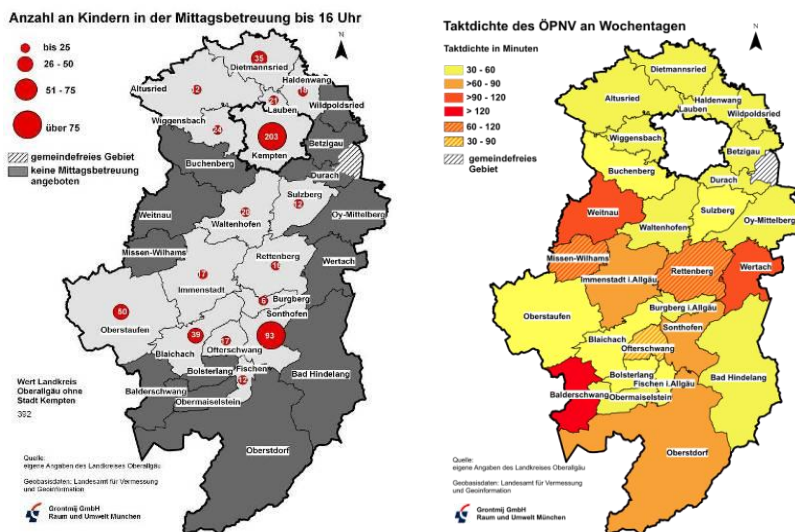


Figure 5: Left: Day care infrastructure with lunch and opening hours till 4 p.m. for children aged 0 – 15 in district Oberallgäu. Size of the circle according to the number of children. 12 communities are without any day care offer (dark grey areas) Right: Bus schedule at weekdays – dark red colors show frequency less then all 120 minutes (Grontmij, Magel, planwind 2011)

Finally, in four Bavarian districts the statistical analysis has been deepened and linked to spatial conditions and to public and private infrastructures: infrastructures like shops and services for daily needs, the location number, type and the opening hours of child care facilities, the location of schools, the frequency of public transport services at weekdays and at the weekends, the number of households with broadband internet access, etc..

The analysis and the mapping of these infrastructures was done for district level (between 20 – 29 communities) and not only for community level to be close to the concept of functional areas. By this, a discussion about accessibility and quality of services, autonomous mobility of children and adults (without car) and the lack of infrastructures and services could start for district level and for local level. The project focus was limited to research and basic discussions.,

Figure 5 shows two examples of infrastructures closely linked: day care infrastructure with lunch for children aged 4 – 15 and frequency of bus services on weekdays in communities.

### 3.2 To summarize

The project gives a first overview on gender differentiated statistics in Bavarian districts and communities with focus on imbalances and inequalities in care work, labour market, income, participation in political decision making, education and mobility. But: the quality of statistical data is not satisfying: very few data are available for community level to give detailed information about the local level and show differences and qualities within districts. Within the project, it was not possible to analysis the spatial situation and the location, number and quality of public infrastructure for Bavaria, but only for

Participation and involvement of people only was possible for the spatial analysis and a general set of goals and measures.

It is just a starting point for regional and local gender planning projects to co-create the essential infrastructures for everyday life and to initiate projects for more equality between women and men.

## 4 DEMOCHANGE SALZBURG.<sup>3</sup> A PARTICIPATORY APPROACH FOR CO-CREATION OF INFRASTRUCTURE AT LOCAL LEVEL FOR FUNCTIONAL AREAS

DEMOCHANGE – demographic change in the Alps is an INTERREG IV B – Alpine Space project funded by EU 2010-13. 13 partners from Germany, Austria, Slovenia, Switzerland and Italy cooperate to raise awareness, decide on strategies and pilot actions to face the challenge of ageing, multicultural and gendered societies. In focus of the project are the spatial effects of demographic change and the development of strategies and measures in spatial planning and in regional development. The author is project manager and gender planning expert for the federal state government of Salzburg, department of spatial planning.

Each of the 13 partners started a participatory process in a so called model region to co-develop a common diagnosis of the challenges and options (regional analysis), to choose a focus issue and than to co-develop appropriate strategies and measures with regional and local policy makers.

Salzburg model region is the southern rural part of Land Salzburg. Three very different districts in size, in accessibility, in landscape, built environment and cultural life. 184.000 inhabitants (2008) – this is about 40% of Land Salzburg population – 68 communities. This means 66 male mayors and 2 female mayors, in total 68 local administrations and community councils governing communities from 250 up to 15.000 inhabitants with 8 regional centres with more or less urban housing, shopping and service structures.

Not only the size but also landscape and settlement structure, accessibility, economic and social structure of the communities are different. From suburban situation – 30 minutes driving or public transport distance from city of Salzburg – to remote and periphery situation with travelling distance up to 2 ½ hours to city of Salzburg.

Economically, the region is highly touristic with strong winter tourism industry: in some smaller communities the number of tourists per inhabitants is very high, e.g. in the ski resorts of Region Amadé, in Obertauern, in Kaprun-Zell/See and in Saalbach-Hinterglemm. There is also summer tourism linked to national park ‘Hohe Tauern’, hiking, climbing, mountain biking and trekking activities.

<sup>3</sup> Details on project structure, partners and results see [www.demochange.org](http://www.demochange.org) (international webpage) and [www.demochange.at](http://www.demochange.at) (Salzburg webpage)

There is a considerable number of industry and commerce enterprises, in building sector, in metal construction (Liebherr cranes), plastic industry (Senoplast), aluminium industry (SAG-Lend) and skiing industry (Atomic & Blizzard – already in international ownership).

Strong changes in age structure, migratory movements, labour and family models: The population in the 3 districts has been growing within the last 20 years, it is foreseen that till 2030 the population stays stable. There is only one region which loses population and is shrinking a long term – the district of Lungau (district of Tamsweg). The average age of the population in the model region now is 40 years, 2032 it will rise up to 45 – 47 years.

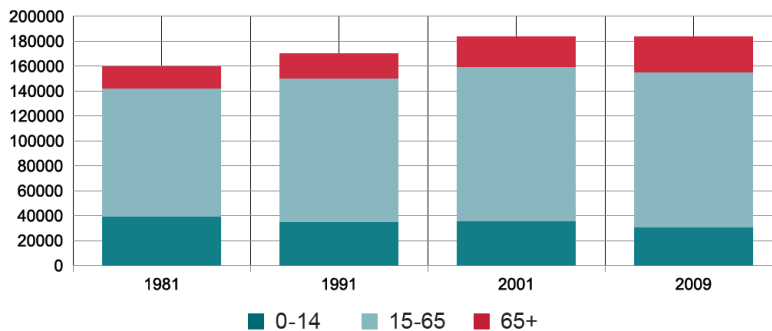


Figure 7: Change in age structure 1981 – 2009 per age cohorts in the Salzburg model region. (Statistik Austria 1981,1991, 2001, 2009, Demochange Salzburg, 2011)

We see strong migration movements from small communities to centres, loss of services and infrastructure in smaller communities and growth of shopping areas and infrastructure in the regional centres. We see strong in-migration of work-force since the seventies into tourism and industry: from ex-Yugoslavia, Germany and Turkey. We also see in migration from Germans, Dutch and British newcomers who first bought secondary homes, than stay as new residents, this brings more diversity of nationalities, lifestyles and family models. We see out-migration of young people, more women than men, following higher education opportunities, urban cultures of cities and job offers. This causes a mismatch between job offers and job demand as well as educational careers of young people (see UPIRS 2011).

Family models have been changing, from couple 2 children models to “patchwork families” with children from different parents, single mothers, LAT partnerships (=“living apart together”) and lesbian-gay partnerships. Female participation in the labour market – strongly demanded by EU and chambers of commerce to fill the gap in workforce – is raising but still restricted if women become mothers: part time work is female, child care is still mother’s affair and day care for children aged 3 and less and full day care is only offered in district centres. Same for day care for elderly and ambulant assistance and terminal “hospice” care.



Figure 8: Public participation for co-developing infrastructure at local and subregional level . focus group interviews with young girls and boys (picture Demochange/ Kurt Kaindl 2011).

#### 4.1 The pilot action “Public participation in Fusch and Lend (Unterpinzgau region)” builds on the two focus questions of the DEMOCHANGE project in the Salzburg region:

- How to define and keep quality of life and basic services in small communities with shrinking budgets in competition with the regional centres?
- Which strategies and measures for mobilizing civil society together with politicians in small communities to face regional dynamics on a boarder crossing level?

Main aim is to mobilize citizens for action in two very small and shrinking mountainous communities, Fusch and Lend. The focus is first to co-define quality of life and standards in social and supply infrastructure, second to co-develop models of implementation and maintenance for these infrastructures in times of budget cuts and recession.

Methodologically, in each of the communities a public debate/citizen forum as well as a survey of different social population groups has been carried out. The results are used as basis for a wider discussion with local and regional decision makers to upscale the question of infrastructure to the functional area.

Extended concept of demographic change: To address the challenges within the model region and in these communities, it has been useful to use a broader understanding of the demographic change concept: Merging the complexity of demographic change with the complexity of social change processes and bring these changes in wider discussion among politicians, regional developers, local stakeholders and the general public. This means not only analysing and discussing demographic trends in population development, like low fertility rates, changes in age structure, shrinking or growing population. But also looking closely at societal changes – caused by the progress in gender equality and in shifting gendered roles. Societal changes described as individualisation, lifestyles, polarisation between social groups. Societal change caused by migratory flows from rural to urban and from urban to rural, European and global migratory flows. Change of labour & working conditions for women and men and new information and communication technologies (Definition based on ZGB 2005).

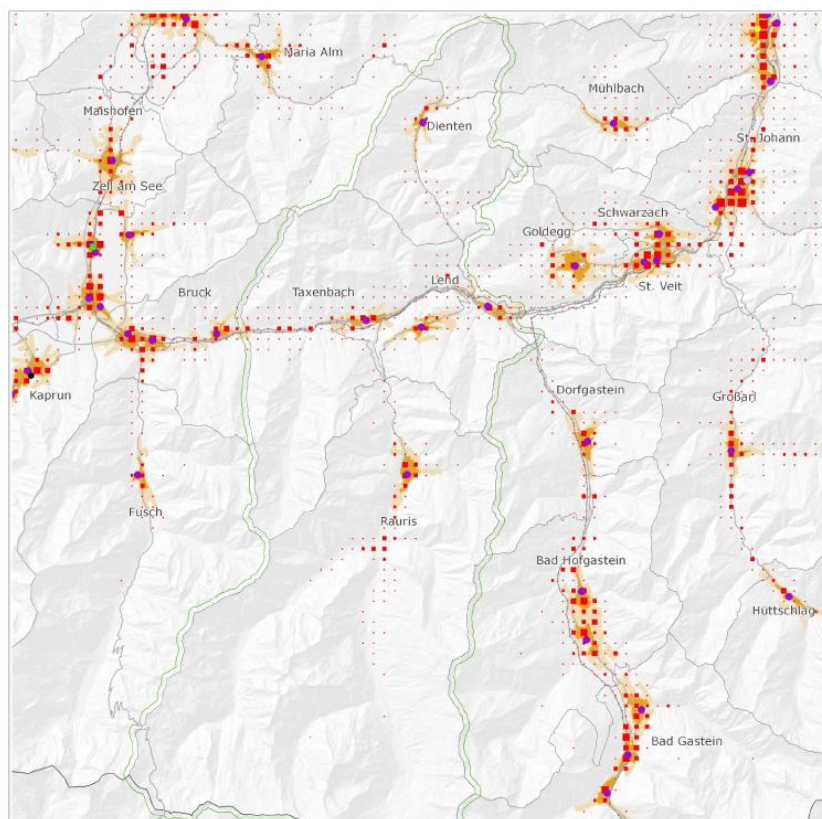


Figure 9: Demochange Model Region Pinzgau. Distribution of residents (size of orange squares show the number of residents), care and educational infrastructure (colored circles) in communities (typed name of the community) in Lower Pinzgau region, Salzburg: (Demochange Salzburg., map iSPACE-2011)

Further the distribution of services and the number of residents within easy access (pedestrian distance) has been mapped to discuss accessibility and mobility issues within the community and in the region (see Figure 9).

Finally, the extended concept of housing from Barbara Zibell has helped a lot to understand the wider spatial implication of infrastructures beyond the building, beyond neighbourhood (see Figure 10). 'Housing' includes the quality of the building as shelter and home. It also includes the function of housing as place of recreation but also as place of (care) work and by this the need for accessible infrastructure. And on top of the triangle, housing includes the social process of integration, growing up into a family, into a neighbourhood, settling/immigrating into a neighbourhood, into a city, region and state.

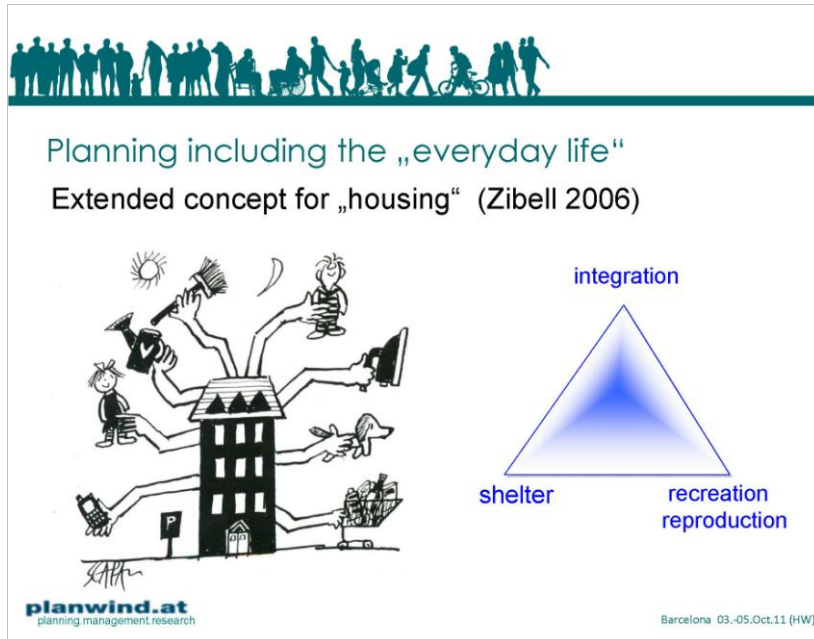


Figure 10: Extended concept of housing applied for the Demochange project for planning the everyday for Pinzgau region (Zibell 2006, Cartoon by Scapa 1999).

#### 4.2 To summarize

DEMOCHANGE project by integrating social change into the concept of demographic change makes it possible to work on gender planning issues for local and regional planning tasks. By this, the Demochange approach brings back the essential of spatial planning principles and legislation: spatial planning as a task to provide spatial structures for equal living conditions, appropriate number and quality of housing, care, services and educational infrastructure and to (co-)develop new infrastructures for the interests of everyday life (Larssons 2006).

Concerning the pilot actions for co-creation of infrastructure: it is difficult to upscale the discussion and the participatory process from local and community scale to functional areas and regional scale: functional regions are clearly in the heads and everyday lives of citizens; but planning for these regions is still a challenge.

### 5 PUBLIC TRANSPORT SCREENER (PTS) – ACCESSIBILITY FOR ALL CITIZENS TO BUSES IN CITY REGIONS

The research project Public Transport screener<sup>4</sup> is the last example of a planning approach to improve infrastructure offers and accessibility in functional regions is. Research Studio iSPACE realizes the project in cooperation with 3 complementary business partners: TraffiCon, Prisma solutions, planwind.at.

PTS develops target group specific spatial planning tools for the assessment and planning of accessibility of public transport stops and the quality of service within public transport. A special focus is given to people

<sup>4</sup> PTS-Public Transport Screener is funded by Austrian Ministry for Transport, Technology & Innovation in the 3rd Call for ways2go in 2010 and is cofinance by the research team Reseach Studio – iSpace, TraffiCon, PRISMA solutions and planwind.at. (for more information on the project see <http://www2.ffg.at/verkehr/projektpdf.php?id=765&lang=en>)



with mobility impairments like senior citizens with walkers and wheelchairs but also parents with push chairs and children bikes. On the basis of existing scientific findings, specific requirements of mobility as well as aspects of traffic and urban and regional planning are merged. By this a demography-oriented evaluation and planning model for the accessibility and quality of services within public transport is generated within the project PublicTransportScreener.

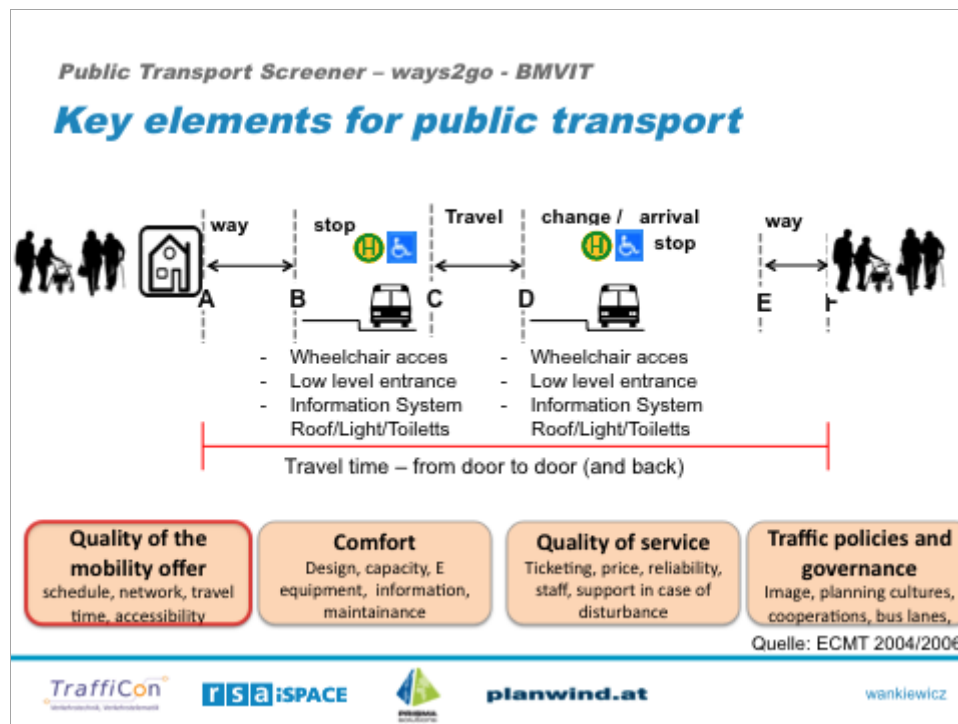


Figure 10: Key elements for assessing the quality and accessibility of public transport offers within the project PTS.

A target group specific assessment of the quality of services (e.g. service interval, travel-time) will be carried out via an interlinkage of traffic demand and offers of public transport. The implementation and evaluation of PTS is done in the Greater Salzburg Region for a Bus offer which crosses the whole region from more rural area Mondsee till urban Salzburg.

### 5.1 To summarize

For me as a planner, I am very concerned about the priorities of infrastructure planning and applying technical tools like GIS and Webapplications. Being the (“social”) planner within the research team, I argue not using out of sight users needs and priorities: The interesting thing for me as a planner is the big gap between the potentials of the data—application on the one hand and the reality and the human side. As shows the project Public Transport Screener and other infrastructure projects for barrier-free and accessible mobility offers for a diversity of people: it is much more important to have a basic frequency and service quality than to have an ‘app’ for the schedule and the ticketing. There is no use to have an app about the quality and accessibility of bus stations (barrier-free) if there a no busses adapted to wheelchair users and walking frame users (which is the case for the chosen bus line). Finally, the service quality of bus drivers and the politeness and patience of passengers who not only accept longer stops to wait till aged people with walking frames, parents with push chairs and people with heavy luggage enter the bus but even give a helping hand to them. So it is evident, that planning infrastructure for the everyday for a mixed and divers city and city region has to integrate people into a participatory approach for assuring needs oriented planning.

### 5.2 Further examples for planning the everyday for a mixed city region

The number of (gender) planning approaches for functional regions which go beyond local level and is aiming at a diversity of users and – by this – supported mixity – are limited. To the author’s knowledge the following examples have to be mentioned:

- Spatial Strategy for the Greater Salzburg region – binding for local level, no participatory approach (Land Salzburg – GenderAlp! project, Wankiewicz 2009)
- Zuid Holland – Room for everyone's day, a complementary spatial strategy and a Do it yourself tool developed by a participatory approach the "group decision room" (Tummers & Wankiewicz 2008, Provincie Zuid-Holland)
- Perspective Munich 2030 – Greater Munich spatial strategy with a broad participatory approach for the long term development of city of Munich and its neighbour communities.
- Helsinki community development for co-creation of infrastructure with focus on health and happiness (Horelli 2009)
- The Vienna Strategy plan including strategic elements of gender mainstreaming and gender planning

## 6 CONCLUSIONS & OUTLOOK

If we want to plan for the "just city" or the "just region" (Fainstein 2009) –we need a gender planning approach at all scales: local planning needs good structures and spatial strategies at regional level in the functional areas. The regional plans and spatial strategies set the framework for the local and neighbourhood planning. If accessibility within the city and the city region is not assured, local activities cannot be successful.

If we want to reach the vision of a just city/region with mixed uses and mixed population, spatial planning has to adopt a holistic approach: crossing boundaries between communities, city and surrounding regions, what we call "functional regions" instead of administrative boundaries.

A holistic approach also means crossing boundaries between sectors like social infrastructure planning, family policies, transport planning, built environment and equality policies. But also: involving people to ask for their needs, their quality standards and their definition of accessibility, mixity and userfriendly environments and service offers.

If we want to develop a just and divers (mixed) city/region, we have to experiment with participatory and collaborative planning approaches, experiment with the knowledge, the visions and successful policies of citizens of both sexes as residents, as members of grassroots groups, as commuters how to plan AND govern a functional region, a city region (cf. Andrews/Tummers 2006).

We need methods and instruments for involving people and their experiences as everyday users into comprehensive planning like we have for local and neighbourhood level. We need a "Jane's walks" or the methods of Col-lectiu punt6 (cf. Muxi Martinez & Ciocoletto 2009) or other successful neighbourhood planning approaches for large scale functional regions. Planning is about people – webtools and gis-tools are only supporting instruments. To quote Fainstein in this matter from her paper on the equal just city 2009:

In furtherance of democracy:

Plans should be developed in consultation with the target population if the area is already developed. The existing population, however, should not be the sole arbiter of the future of an area. Citywide considerations must also apply. (Fainstein 2009)

Transdisciplinarity, as defined and put into practice by Cassinari et. al (2011) could be the key concept to assure user satisfaction and to support diversity and mixity in the city.

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## Selected links

- [1] Project DEMOCHANGE: Demographic Change in the Alps. Adaption strategies to spatial planning and regional development  
<http://www.demochange.org/>  
<http://www.demochange.at/>
- [2] Project Gender Equality in Bavarian rural areas: Grontmij-Magel-planwind 2011  
<http://www.stmas.bayern.de/gleichstellung/atlas>.
- [3] Project Public Transport Screener – <http://www2.ffg.at/verkehr/projektpdf.php?id=765&lang=en>
- [4] European Network for Gender, Diversity and urban sustainability  
<http://www.rali.boku.ac.at/gdus.html>