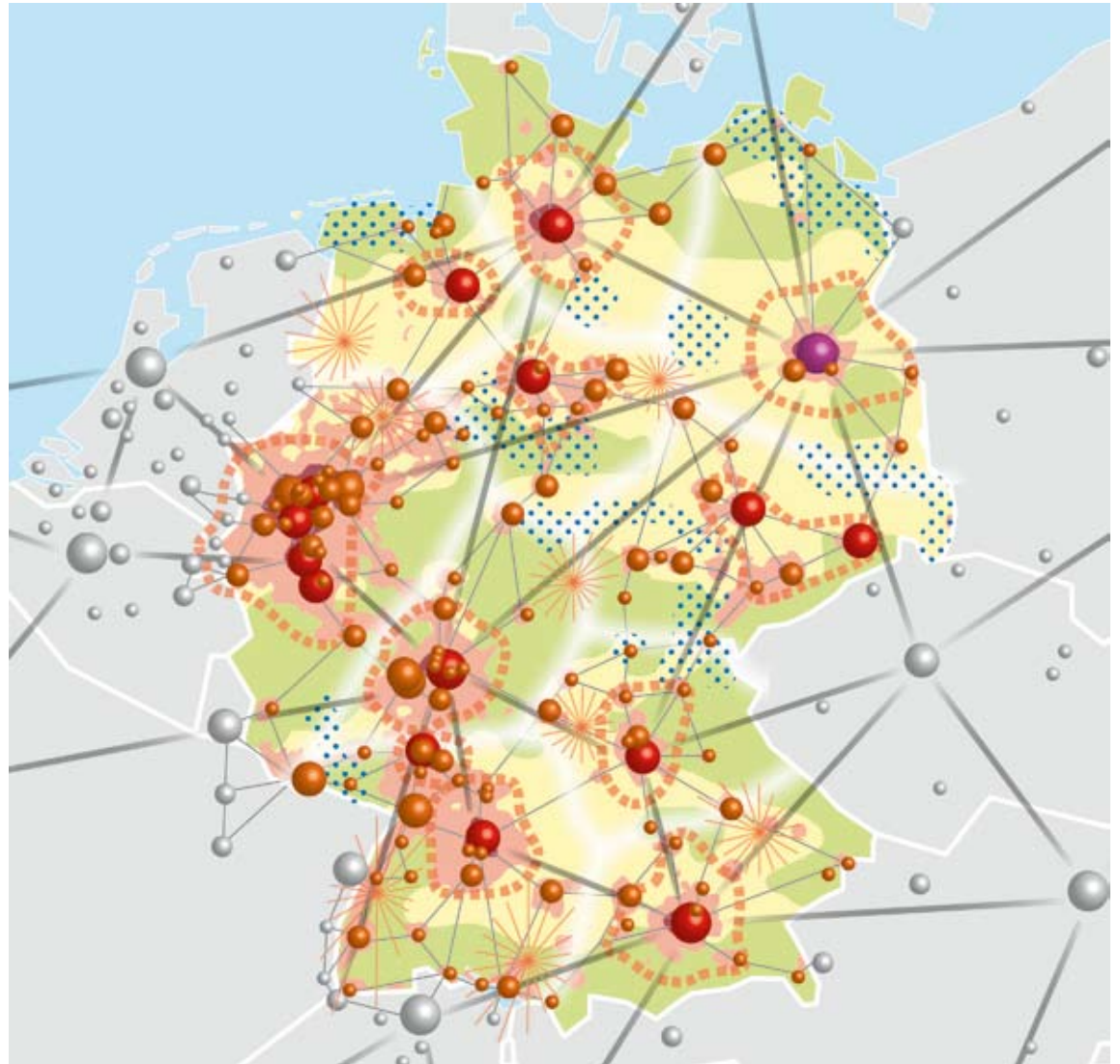


# Concepts and Strategies for Spatial Development in Germany

Adopted by the  
Standing Conference of Ministers responsible for Spatial Planning on 30 June 2006





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## Foreword

Following a broad public dialogue, the Federal Government and federal state ministers responsible for spatial planning have adopted the “Concepts and Strategies for Spatial Development in Germany”, and in doing so have given themselves a joint development strategy for the cities and regions of Germany. The three concepts, namely

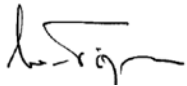
- growth and innovation,
- ensuring services of public interest,
- conservation of resources, shaping of cultural landscapes,

consider the territory of the Federal Republic of Germany as a whole, without neglecting the numerous and diverse specific conditions and requirements of the regions. Globalization and European integration, demographic change and the need for sustainable settlement development affect all cities and regions in widely varying ways and in terms of economic, structural and social policies.

These concepts, which complement the statutory objectives and principles of spatial planning and replace the 1992 Guidelines for Spatial Planning, illustrate that, despite all the development differences, it will not be possible to meet the growing challenges without closer cooperation between the regions and without urban-rural partnerships.

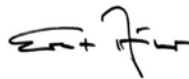
This is the approach we have to follow if we are to

- enhance Germany’s growth potential and be successful in the competition between the cities and regions of Europe,
- provide support to cities and regions in tackling demographic change and
- better control settlement development, preserve open spaces and develop cultural landscapes.



Wolfgang Tiefensee

Federal Minister of Transport, Building and Urban Affairs



Ernst Pfister

Minister of Economics of the State of Baden-Württemberg  
Chairman of the Standing Conference of Ministers  
responsible for Spatial Planning



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In order to update the Guidelines and Framework for Action in the field of regional planning drawn up in 1992 and 1995 respectively, the Standing Conference of Ministers responsible for Spatial Planning adopted Concepts and Strategies for Spatial Development in Germany as a guiding principle for joint action undertaken by the Federal Government and the federal states in this field on 30 June 2006.

The Concepts and Strategies for Spatial Development are based on the results and proposals derived from a two-year technical and political discussion process as well as from the analyses and trends set out in the 2005 Spatial Planning Report drawn up by the Federal Office for Building and Regional Planning.

The Concepts and Strategies for Spatial Development in Germany take the changing parameters in this field into account. In addition to the objectives and principles of spatial planning set out in the Federal Regional Planning Act, the concepts highlight common objectives and strategies to be pursued by the Federal Government and the federal states in the field of spatial development in the future.

As a bridge between the spatially significant policy objectives, the binding determinations laid down in the spatial plans and concrete projects carried out on the ground, the three concepts

- growth and innovation,
- ensuring services of public interest,
- conservation of resources; shaping of cultural landscapes,

will be priority tasks of spatial planning in the next few years. They have to meet the objective of achieving a convergence of living standards, they include the spatially relevant elements of the principle of sustainability and they are equally important. They relate to all types of area – from rural-peripheral areas to metropolitan areas. The European dimension, a must in every development strategy nowadays, is also an integral part of the three concepts.

The Concepts and Strategies identify common approaches to problems and pinpoint regional development strategies pursued by the Federal Government and the federal states which are capable of achieving consensus. They are subject to the principle of subsidiarity and do not call the distribution of competencies between the Federal Government and the federal states into question. They therefore neither lay down planning specifications in the sense of objectives and principles of spatial planning nor do they predetermine concrete specifications on land use laid down in state development plans and regional plans.

The concepts are aimed chiefly at decision-makers at federal and federal state level including regional planning authorities, local authorities and local authority associations. In addition, they offer the private sector guidance to help businesses make decisions on investment in the future.

# Making use of revised parameters for spatial development

Since the Guidelines for Spatial Planning were adopted in 1992 the general conditions or parameters for spatial planning policy as well as for policy in general have changed and developed further. This is evidenced by extensive social policy reforms in Germany responding to fundamental changes such as globalization and changes in shaping devices at the disposal of national governments as well as European integration and demographic change.

## New social challenges

**Globalization** reinforces competition on the markets for goods, services and information as well as on the markets for the production factors capital, labour and knowledge. At the same time, competition among locations and regions for investment and jobs has intensified. This is resulting in a significant economization of political administrative action, accompanied by a tendency for normative and fiscal instruments of policy control to weaken. On the other hand, new

opportunities for forward-looking local and regional locational policies based on exploiting existing strengths and potential for innovation are opening up.

The role of the state as the provider of services of public interest and other services is gaining in importance, especially where the services are provided by the private sector. New funding strategies for services of public interest must be examined

and developed in order to ensure the financeability of services as well as increase efficiency and achieve steering effects.

The reinforcement of **European integration** through monetary union and the process of enlargement to central, southern and eastern Europe requires the German regions to increase their profile both in the national context and Europe-wide by highlighting their efficiency, their competencies and their potential. This

involves challenges and opportunities if existing advantages in terms of geography and infrastructure presented by locations at the heart of Europe are to be recognized and exploited. However, this makes it necessary to develop spatial development policy in Germany further and will result in new tasks especially in the field of international co-operation which has been improving steadily in the course of the last few years both within the EU and within the scope of the Council of Europe.

**Demographic change in Germany and Europe** is characterized by a decline in the population, by a rapid increase in the share of older people in the population and by a rise in the proportion of the population with an immigrant background. These changes will vary a great deal from region to region since the initial situations differ greatly from each other and migrations will continue in the future to result in a redistribution of portions of the population. It is already apparent that there will be a juxtaposition of growing and shrinking regions and cities. There will increasingly be a

significant decline in the population in some regions of Germany, especially in the more sparsely populated regions of eastern Germany as well as in the old industrialized areas of western Germany which may result in an increase in housing vacancy rates and an increasing number of derelict sites in towns and villages. Public infrastructure and the provision of services of public interest may be put at risk in some cases on a long-term basis. The effects of demographic change will also affect the economy, e.g. through a fall in demand, shortages of skilled workers and ageing workforces. At the same time, there are, however, opportunities, e.g. for developing new products and opening up new markets.

## Changes in spatial development and land use

The change in the general social and economic conditions is resulting in significant challenges with regard to crafting a sustainable pattern of land use and improving infrastructure. To safeguard the preconditions for equality of opportunities and a convergence of living standards in the various regions of the country, greater emphasis must be placed on spatial diversity and polycentricity as a particular quality in Germany and these factors must result in spatially adapted approaches to action.

Demographic change and economic development are giving rise to a regional differentiation not only in respect of population growth and decline but also with regard to economic growth, contraction and stagnation. Superimposed on these spatial patterns are changes in the role of cities and regions as well as new divisions of labour and webs of interaction between conurbations and rural areas. Quite a few predominantly rural areas as well as some relatively peripheral areas have recognized their endogenous opportunities and harnessed them while the prospects for more poorly developed regions and some old industrialized agglomerations have yet to be identified.

The objective of achieving a **convergence of living standards** in all regions of the country has given rise in the past to debate and still regularly gives rise to debate on the scope, scale of reference and the feasibility of meeting this obligation, especially against the background of persistent spatial disparities. This does not mean providing identical living standards in every place in the country. It means in spatial development terms guaranteeing access to services of public interest and to employment opportunities as well as guaranteeing certain standards of infrastructure provision and environmental quality. What still needs to be clarified in a regional context and against the background of differences in development dynamics is the extent to which conditions may deviate from average levels for the territory as a whole without breaching the objective of a convergence of living standards.

Germany has a polycentric urban system, which has evolved in the course of a long historical process, with a large number of urban agglomerations of national and, in some cases, international significance. The Standing Conference of Ministers responsible for Spatial Planning designated

seven European metropolitan regions in Germany as early as the 1990s; four more were added in 2005. This takes account of a “**metropolitization**” of the European urban system resulting in the most important agglomerations significantly expanding their functional role and their economic spheres of influence. A new metropolitan structure is emerging in Germany, superimposing itself on the system of higher-order centres and spheres of influence with higher-order status and supplementing it. In addition, as globalization moves forward and European integration continues apace, the competition among locations to attract business is growing not only between towns and cities but also increasingly between regions. Resources at regional level and at cross-border level must therefore be focused better and combined with each other.

The evolving general conditions also have an impact on the **development of traffic and mobility** which are closely linked to and interact with spatial and locational structures. Transport infrastructure and accessibility are important preconditions for regional development. The growth in goods transport and tourism are a reflection of economic growth and the international division of labour.

At the same time, the strong growth especially of road and air transport has a substantial impact on man and his environment, in particular in the conurbations. The close interaction between transport and spatial development is also reflected in the commuting distances which have been rising for years. This development can no longer be attributed chiefly to migration from cities to urban fringe areas. Rather, it is a reflection of continuing job losses in some peripheral regions far removed from cities. People in remote areas who are willing to work in cities have to put up with ever increasing commuting distances in order to take up employment opportunities.

Considered in this light, the entire transport system in Germany needs to be made more efficient by pursuing an integrated and sustainable transport policy. Spatial development and transport policy must take the changes in interconnectivity and impacts into account in order to ensure mobility and accessibility by mutual agreement. Apart from the technical improvement of the transport systems, this includes in particular maintaining, modernizing and developing the systems further and adapting the infrastructure to different spatial requirements. Developing instruments

of policy control further and speeding up planning procedures and the implementation of measures aimed at reducing excessive environmental pressures and disruption to traffic also make a contribution to achieving these goals.

The objective of spatial planning drawn up by the Federal Government and the federal states is designed to bring about **sustainable spatial development** harmonizing the social and economic requirements to be met by an area with its ecological functions and resulting in a sustainable system which is balanced on an interregional scale. In addition to safeguarding resources worth protecting, this also involves devising different ways of using the landscape. The ongoing changes in land use affect, first and foremost, urban industrial areas and areas under intensive agriculture. Cultivated landscapes, which have evolved in different ways in the course of a long historical process, must be safeguarded, shaped and, where necessary, newly created as a valuable asset for mankind.

Sustainable spatial development means above all securing diverse spatial functions with the aid of a forward-looking management of spatial resources against the background



of conflicting claims of different land uses which are on the increase.

Spatial planning must pay greater attention to its task of co-ordinating the various spatially significant plans within the scope of cross-sectoral and supra-local co-ordination in order to strike a balance between the different but growing claims on land use, the development prospects and shaping devices available and the need to protect areas. Spatial planning authorities at federal and federal state level have reached agreement on a set of principles and objectives for this in a supra-local and cross-sectoral compensation process with the aid of which these objectives can be put into more concrete terms from a material and spatial point of view against the background of the demand for equivalent living conditions to be provided in all parts of the country. Particular importance is attached to the region in this context as the level at which all spatial planning activities are implemented.

## European dimension of spatial development policy

In view of the country's geographical location at the heart of Europe, Germany attaches great importance to the process of European integration, to the opportunities presented by EU enlargement and to relations with its neighbours and therefore actively participates in shaping spatial development policy at European level and drawing up a Territorial Agenda for the territory of the EU.

The basis for this work is provided by the European Spatial Development Perspective which was drawn up in 1999 as a spatial concept for the European Union. This concept is based primarily on a balanced relationship in the development of the economy, society and the environment and thus addresses not only the key issues of the Lisbon Strategy but also provides guidance for spatial development in the EU. It formulates policy recommendations for action to help achieve this goal. The recommendations are implemented in a number of ways, for example by carrying out concrete projects within the scope of the INTERREG Community Initiative, by providing EU Structural Funds and by commissioning work to upgrade the Trans-European Transport Network. Germany participates

within the scope of INTERREG III B in co-operation in border areas as well as in five transnational co-operation areas (North Sea, Baltic Sea, North West European Area, Alpine Region and CADSES) with a view to promoting the European competence of cities and regions. Spatial concepts have been drawn up and refined in all five co-operation areas. Priorities in this context are promoting the polycentric development of urban networks, improving transport facilities by upgrading significant trans-European transport corridors, conserving and enhancing the natural and cultural heritage, risk provisioning, boosting the role of innovative forms of co-operation among regions and encouraging the continuous involvement of regional and national decision-makers. Other issues relate to the management of coastal waters and the sea and the institutionalized spatial planning systems. In addition, EU structural policy contributes to increasing the attractiveness of the Member States and their regions, including the upgrading and improvement of the transport infrastructure, the promotion of innovation and the creation of more and better jobs. Other important aspects of structural

assistance are the contributions made by towns and cities to boosting growth and employment and promoting the economic diversification of rural areas. Overcoming existing obstacles in the fields of work, education and training by improving and maintaining infrastructure plays an important role in the effort to create a more dynamic location for business and investment. Among other things, transfrontier co-operation with neighbouring countries is being intensified within the framework of European territorial co-operation. The upgrading of trans-European networks (TEN) within the scope of the TEN financial assistance programme also serves to improve supra-regional infrastructure.

As a contribution to territorial cohesion policy, the Ministers responsible for Spatial Development in the Member States of the EU reached agreement in Rotterdam in 2004 that they would adopt a new policy document promoting a Territorial Agenda in May 2007 during the German Presidency of the Council. In the course of preparing the policy document, the most important spatial development policy challenges in Europe will be analysed and the extent to which the territorial diversity of Europe can be used to promote sustainable growth

in line with the Lisbon Strategy will be identified with the aid of examples. In addition to the Member States of the EU and the European Commission, other European institutions, non-governmental organizations, the Conference of Peripheral Maritime Regions of Europe (CPMR), the Assembly of European Regions and the Network of European Metropolitan Regions and Areas (METREX) and Eurocities will be invited to participate in the discussion process.

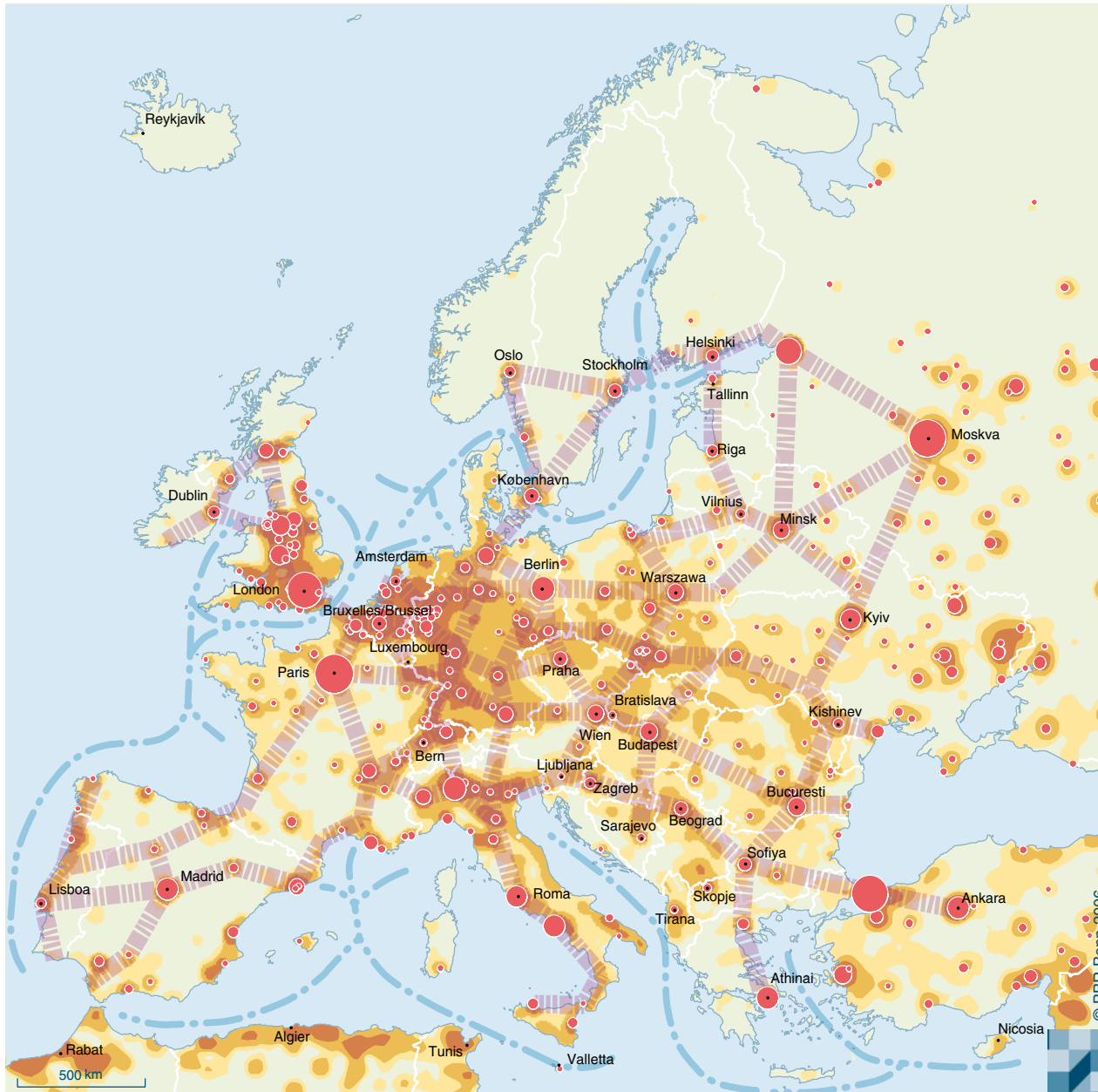
The policy recommendations which will be set out in the policy document promoting a Territorial Agenda will concentrate on six priorities of spatial development:

- encouraging measures to link metropolitan regions and urban centres with each other;
- promoting urban-rural partnerships, in particular by integrating regions whose development is lagging behind;
- developing transnational clusters of regions of innovation and promoting a knowledge economy;
- developing trans-European networks (transport and energy);
- avoiding natural development risks in coastal areas and river basins; and

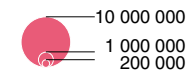
- improving the profile and image of areas of ecological and/or cultural value.

The Territorial Agenda will not replace the ESDP. What it is intended to do is to provide forward-looking policy recommendations for action in safeguarding and making better use of spatial potential and formulate the contribution of European spatial development policy to the EU's Lisbon Strategy as a perspective for the future territorial cohesion process.

# Germany in the European area



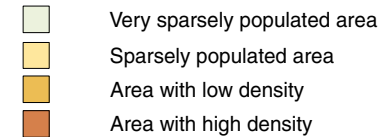
## Size of cities by number of inhabitants



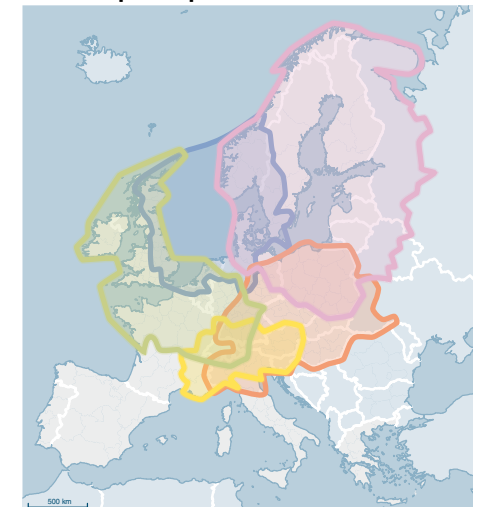
## Trans-European transport corridors

## Trans-European motorways of the sea

## Population density



## Transnational co-operation areas with German participation 2007 - 2013



- North Sea Region
- Baltic Sea Region
- North-West Europe
- Central Europe
- Alpine Space

# Concepts and Strategies for Spatial Development in Germany

## Concept 1: Growth and Innovation

The spatial development policy pursued by the Federal Government and the federal states will increasingly support economic growth, innovation and the trend towards a knowledge economy. All the regions are to be empowered to make their contribution to achieving this goal. This involves formulating inter-regional development strategies based on the existing potential for growth and innovation and, at the same time, taking the principle of sustainability into account. As in the past, allowance must be made for the heterogeneity of regions by adopting suitably nuanced policy approaches aimed at promoting lagging regions, rural areas and metropolitan regions.

Germany has, by international standards, a regionally well distributed, extensive and modern infrastructure for transport and urban development as well as in the fields of education, training and research. What will be increasingly important in the future from the point of view of spatial planning will be to support the specialization and improvement of the international

profile of the various regions, sectors and knowledge clusters, in particular by optimizing the environment in each specific case.

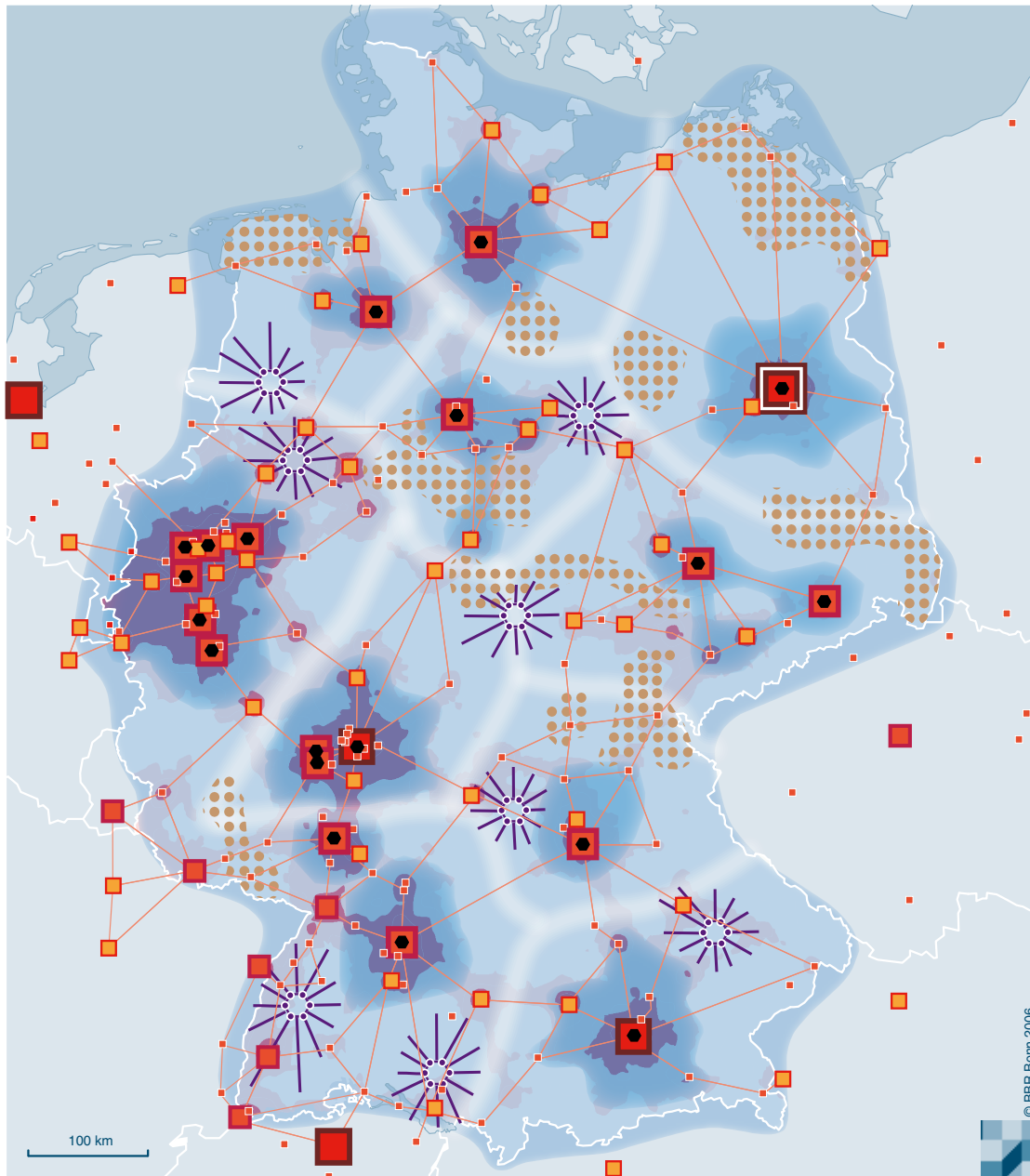
Identifying prospects for lagging regions and areas undergoing structural change is an equally big challenge for regional planning at federal state level and regional level. In addition to development processes in growth areas, restructuring processes therefore also need to be monitored and supported by suitable approaches for action in order to stabilize and strengthen the potential of these regions.

The concept is intended to make a contribution to promoting strengths, concentrating resources and potential, establishing networks and reinforcing the common solidarity-based responsibility of regions by further developing urban-rural partnerships. Efforts should be made to harness and promote all the available potential with a view to striking a new balance between growth targets and compensation goals in line with current challenges.








In addition, the concept is intended to provide an impetus for improving self-organization (regional governance), for establishing regional growth associations and improving the profile and image of the regions in order to take greater account of the regional and supra-regional interconnections involved when decisions on regionally significant investments are being made, e.g. in the fields of infrastructure, education, training and research.

At the same time, the concept emphasises that there are also regions and locations outside the immediate spheres of influence of metropolitan areas with substantial contributions to growth and growth potential and these regions and locations reveal an independent and sustainable development profile thus complementing the metropolitan regions. This therefore extends the concept of the European Metropolitan Regions in Germany, drawn up in 1995–1997, which places greater emphasis on the economic efficiency of diverse regions, be they predominantly urban or predominantly rural.

# Concept: Growth and Innovation



## Metropolitan Region

-   Cores of the Capital Region and of existing European Metropolitan Regions
-   Other cities with Metropolitan Functions
-  Metropolitan Region
-  Areas of influence including rural areas
-  Transition region between Metropolitan Regions



## Growth regions outside Metropolitan Regions



## Stabilisation areas



## Spatial structure

-  Central area of high density
-  Dense intermediate area

The map is illustrating the concept. However, the signatures do not stand for determined planning.

### European metropolitan regions in Germany and their interconnectivity

Germany has eleven metropolitan regions of European significance: the Berlin-Brandenburg capital region and the metropolitan regions of Hamburg, Munich, Frankfurt/Rhine-Main, Stuttgart, Halle/Leipzig-Saxon Triangle, Hanover-Brunswick-Göttingen, Nuremberg, Rhine-Neckar and Bremen-Oldenburg. These metropolitan regions are constituted in accordance with their own delimitations, their specific organizational structures and their relevant co-operation areas. What is involved here is a conscious diversity in the competition for successful models of self-organization at city-regional level. The concept of the metropolitan regions provides a particular opportunity for the economic area of central Germany, among other regions, to position itself in European competition. To help achieve this goal, it is intended to include the series of towns in Thuringia and the higher-order centres in the state of Saxony-Anhalt in the development of the Halle/Leipzig-Saxon Triangle metropolitan region. Viewed from a generalized, functional perspective, metropolitan regions are characterized by one or more urban cores as well as by smaller and larger metropolitan spheres of influence associated with them.\* The

latter are semi-rural and rural areas in some cases.

As functional spheres of influence, metropolitan regions are engines of economic, social and cultural development with international significance and accessibility. Steering and control functions, innovation and competition functions, gateway and symbolic functions of European and global significance are concentrated in metropolitan regions. The following factors are important in this context:

- the concentration of political and economic centres of power and the control of international flows of capital and information;
- a high density of scientific and research establishments and the presence of high-quality cultural facilities and creative environments;
- good international accessibility provided by high-quality transport infrastructure and many and varied options for the exchange of goods, knowledge and information;
- a high degree of significance in historical, political, cultural and urban development terms and a corresponding international reputation.

The importance of co-operation among metropolitan regions throughout Europe, especially co-operation with central and eastern Europe, will increase in the future. In addition, cross-border metropolitan spheres of influence are becoming increasingly important for Germany, as evidenced by the development of the Franco-German-Swiss co-operation area along the Upper Rhine or the co-operation across the Aachen-Liège-Maastricht-Heerlen region. When the concept is being put into more concrete terms, an analysis will have to be made of how such areas can be incorporated into the concept of European metropolitan regions.

Metropolitan regions provide a favourable environment for the information society and knowledge economy and are therefore particularly attractive for people wishing to move to these areas for economic and cultural reasons. The urban cores and networks of metropolitan regions are very important but the functional spheres of influence and co-operative activities go well beyond this. The interdependence between urban cores, urban fringe areas and peripheral areas has grown significantly over the years and now extends into neighbouring city regions as well as into sparsely populated rural areas. This has resulted

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\* This presentation was chosen in the concept map for reasons of analytical comparability

in large economic regions forming in Germany which meet at the boundaries of the larger metropolitan spheres of influence. Transitional zones are found there where city regions such as Rostock, Magdeburg, Koblenz or Ulm have links with two or more metropolitan regions.

It would seem appropriate in metropolitan spheres of influence to co-operate with peripheral, predominantly rural areas in carrying out specific tasks. However, it is left to the cities, counties and regions and their institutions to make decisions on direct participation or on other suitable forms of co-operation.

Strengthening decentralized responsibility and boosting the significance of the regional context in political decision-making requires new forms of regional co-ordination which spatial planning at federal state level and regional planning and the instruments at the disposal of the authorities involved will have to actively address. Thus, for example, businesses are dependent in many cases on being incorporated into regional networks and into an innovative environment. Households and businesses are increasingly basing their locational choices on locational areas and less on local authority areas whose

boundaries are historically often arbitrary. In addition, growing mobility is resulting in activity areas expanding and changes in lifestyle which in many cases no longer coincide with local authority areas; these activities now often take place in a regional context.

The various economic, organizational and functional profiles of the metropolitan regions in Germany constitute locational advantages and should, as such, be developed further. A particular significance of the transport systems arises from the gateway function of the metropolitan regions which, however, is connected at the same time with major transport tasks and great pressures.

Against this background, integrated transport strategies must be drawn up for the immediate spheres of influence of the metropolitan regions in order to ensure sustainable regional mobility, limit and control traffic growth, and harness locational potential for settlement development.

#### **Dynamic growth areas outside the metropolitan regions**

There are also dynamic growth clusters, cities and locational areas outside the immediate metropolitan

spheres of influence and these exhibit independent, sustainable profiles and are already making substantial contributions to overall economic growth and to competitiveness.

There are two objectives for a spatial development strategy:

- The potential of the growth areas outside the immediate metropolitan spheres of influence must be supported in a targeted manner. These areas can clearly be of international significance as centres of innovation and technology locations. They benefit for example from the fact that many products and services are less dependent on distance nowadays thanks to modern communications technologies and logistics.
- High priority is accorded to co-operation between metropolitan regions and linking regions to towns and cities and knowledge clusters in the urban hinterland and on the periphery because this helps to improve the image and promote the development of the region as a whole. Medium-sized towns and outstanding locations in rural areas also represent important regional reference points providing access to a basic level of facilities in the fields of knowledge, culture, art and communications.

In addition to the growth areas of national importance shown on the concept map, there are also growth areas in a regional context whose potential needs to be developed further. They are often identical with higher-order and middle-order centres which assume development and supply functions for their spheres of influence in accordance with the spatial plans drawn up by the federal states.

#### **Areas with a need for stabilization**

A number of predominantly rural or old industrialized areas reveal a degree of economic development that is well below average. This can often be explained by their peripheral location or their location close to borders and their poor accessibility along with inadequate opportunities for finding employment outside agriculture and forestry as well as by obsolete industrial structures. They therefore have fewer possibilities of participating in growth and development processes. In addition, there is a risk of slipping into a downward spiral with high levels of unemployment, a lack of prospects and migration to other regions reinforcing each other.

The Growth and Innovation concept is aimed generally at increasing the use of regional competencies and en-

dogenous potential. This approach to development is particularly important for sparsely populated, often predominantly rural and peripheral areas exhibiting below average economic development, depopulation and a lack of employment opportunities. It is important to develop initial stages of agglomeration that already exist in these areas further, for example around small and medium-sized towns as development cores and anchor points. In addition, intact natural areas and attractive landscapes provide badly needed areas fulfilling recreational, leisure and ecological functions. The potential for renewable resources, tourism and the energy sector must be developed further in a targeted manner in these areas.

It is the task of spatial development policy to promote endogenous regional development, exploit independent development prospects and prevent areas in need of stabilization from declining further. This can be achieved by applying adapted strategies and approaches. The metropolitan regions and growth areas have a particular responsibility for helping to develop forms of co-operation between the core areas and the stabilization areas further. The aim should be to establish networks, supra-regional growth alliances and partnerships based on the

principle of solidarity in areas which are becoming increasingly interlinked and interdependent. Establishing large-scale communities of responsibility and developing them further and stabilizing existing relations based on partnership and co-operation are equally important in ensuring metropolitan regions function properly and in supporting areas in need of stabilization.

Cross-authority spatial development strategies, for example for tourism, for the research community, for infrastructure development, for local transport or for energy supply demonstrate convincingly in many parts of Germany how successful regions can be when they work together.



### Development policy aiming at growth and innovation

In the years to come, the spatial planning carried out by the Federal Government and the federal states will place special emphasis on evolving the concept of “European metropolitan regions in Germany” and differentiating it in spatial terms. This includes for example:

- complementing the concept by including aspects of cross-border metropolitan spheres of influence of European significance, of growth regions outside metropolitan regions and the development of large-scale communities of responsibility;
- readdressing the approach of “endogenous regional development” in co-ordination with the regional structural policy and agricultural policy for rural areas;
- contributions to develop integrated stabilization strategies for areas in need of stabilization;
- initiating conferences in the regions concerned and supporting the implementation measures at the local level;

The spatial planning carried out by the Federal Government and the federal states calls for greater account to be taken of the concept of metropolitan regions in the national and EU sectoral policies with the aim of improving Germany’s competitiveness as a business location.

### Targeted upgrade of the transport infrastructure of large-scale significance

The metropolitan regions, being important intermodal interfaces and hubs of the European transport flows as well as hubs for the exchange of knowledge and transfer of research, it is essential to them that the quality of their transport links is maintained and further improved in a targeted manner. This entails at the same time a spillover-effect on the urban fringes and peripheral areas of these regions.

A priority task is to identify deficiencies of the gateways (such as the provision of aviation links and logistics hubs, analysis of the deficiencies of long distance rail transport) as well as to improve the quality of the transport links with the new Member States. Appropriate conclusions must be included in the implementation of the measures of the Federal Transport Infrastructure Plan 2003, aiming particularly at upgrading cross-border transport infrastructure.

### Promoting the European perspective of the metropolitan regions

Along with extending the concept of metropolitan regions in Germany, the strategies for action must also be complemented by an international perspective. Starting points can be, amongst others:

- promoting and communicating the internationalization of public authorities, associations and companies;
- providing metropolitan regions with a higher profile on the European and international scene;
- comparative benchmarking at international level to be developed and disseminated by the metropolitan regions.

### Joint responsibility in large spheres of influence

The principle of partnership and shared responsibility in the metropolitan regions with their communities of responsibility which have to be evolved must be strengthened as it constitutes a bottom up process for stable regional forms of organisation and increasing steering competence of the regions themselves.

Important support mechanisms are the pilot projects for the organization of co-operation processes between metropolitan regions and other areas as well as for the self-organization in the dynamic growth regions outside metropolitan regions, if necessary in the form of a monitored competition, and in the long term the establishment of a joint initiative of such regions.

### Areas and networks of the knowledge economy

The knowledge economy as a whole is the most important resource for innovation and the basis for any increase of Germany’s competitiveness. But no systematic approach has been pursued so far to derive strategies to deal with centres of knowledge production and regional knowledge management.

In this endeavour, the promotion of innovation should not only be supported by provisional planning activities but should urgently be consolidated and networked at the same time. The emergence of important nodes and network hierarchies in the essentially virtual networks of scientific data transfer and broadband technology as well as the identifiable regional concentration of innovation activities will provide clues to strategic starting points which will mainly be found in the metropolitan regions.

Within the context of operationalization, the concept of the knowledge economy should therefore be more strongly linked with the concept of the metropolitan regions and growth areas. In order to achieve this,

- the “European Metropolitan Regions in Germany” initiative group should place this issue on its agenda and
- as a supporting measure, the Federal Government should organize a competition under the motto of “Knowledge Economy – Metropolitan Regions and Growth Areas” as well as promote supportive research on this subject.

## Concept 2: Ensuring services of public interest

It is a major task of spatial development policy under the changing demographic and economic conditions to work towards ensuring that socially acceptable and fair standards of services of public interest continue to be maintained. This applies especially to regions with rapidly ageing populations as well as to sparsely populated areas with declining populations. The concept supports the reorientation of strategies, standards and instruments of spatial development with a view to ensuring that equivalent living standards in terms of the provision of services and infrastructure facilities of public interest continue to be provided in the future. These include in particular public accessibility for all groups in the population to facilities and basic services of public interest.

The central place system needs to be streamlined in response to the decline in the population. The centre place system is a locational system that provides services of public interest and is regionally differentiated and adapted to the needs of each specific federal state and as such it continues to form the backbone of an efficient spatial concentration of facilities and services. Action will be required in the short to medium term which will

vary from region to region. Local and regional administrative structures are also under review.

In addition, one of the most important tasks in this field, which society as a whole must face, is to take account in the sectoral and spatial development policy decision-making process of the changing needs of an ageing society and in particular to establish general conditions that are geared to the needs of families and children. It is more important than ever to create a social and spatial environment that supports families and takes pressure off them and in particular encourages people to establish families and decide to have children.

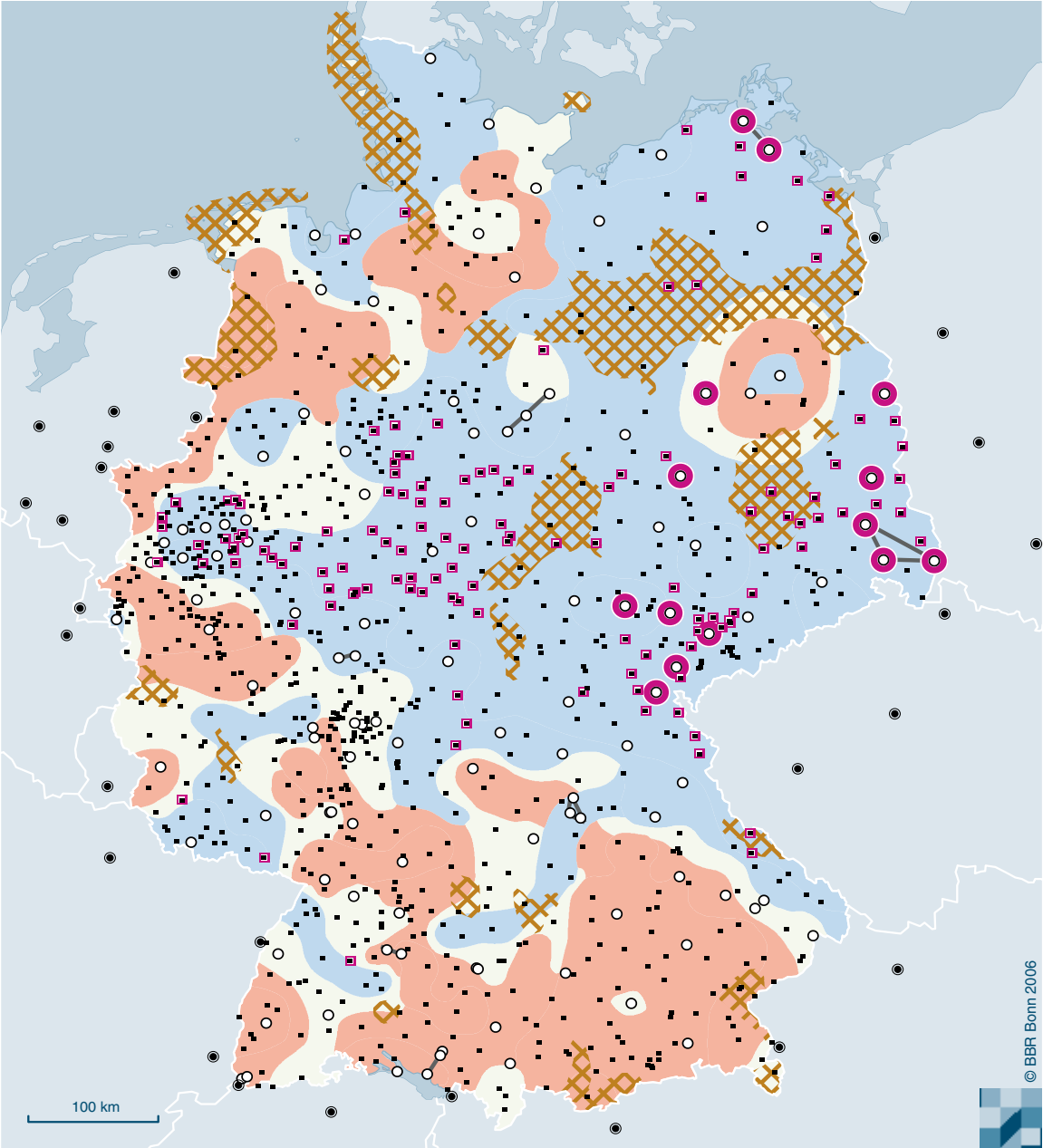
### Ensuring supply quality

An adequate basic provision of general services especially in the fields of health, education and public transport must be ensured in the future in all parts of the country and particularly in regions affected by the impact of the decline in the population and the ageing of society. This makes it necessary to review and, where appropriate, modify public services and standards of provision as well as the existing allocation of functions to

the various levels of the central place system. The aim remains – even against the background of the current financial constraints – to ensure that all groups in the population have equitable and non-discriminatory access to public services, to educational opportunities, to cultural and sporting activities as well as to social and technical infrastructure facilities.

Account can be taken of changing conditions when regional development strategies and plans are being updated by establishing standards for accessibility and sustainability that are geared to the needs of individual regions and adapted to specific situations. This can be supplemented by increasingly testing and using alternative forms of provision and new organizational arrangements and models. This requires greater concerted action between public, private and civil society players and closer co-operation among the agencies providing infrastructural facilities with a view to ensuring quality. At the same time, it is necessary to think about new ways of shaping public life, about a new distribution of roles in the solidarity community and about more civic engagement in the sense of active “citizen regions”.

# Concept: Securing Services of Public Interest



**Population development forecast until 2050**

- declining
- stable
- increasing

**Enhancing the carrying capacity of existing central places and securing supply quality**

- High-order centre at risk
- Middle-order centre at risk
- Enhancement of accessibility in regions with low high-order infrastructure

**Central Places as of 2005**

- High-order centre
- Middle-order centre
- Network of cities with high-order functions
- Cities with high-order function in neighbouring countries

The map is illustrating the concept. However, the signatures do not stand for determined planning.

Innovative approaches aimed at reducing costs and avoiding closures can also make a contribution to maintaining offers and services. Suitable approaches to co-operation across local authority boundaries, for example within the scope of urban networks, should be developed further and the possibilities of cross-border co-operation improved. The quality of public transport links must be maintained and, where necessary, improved in order to guarantee accessibility and mobility while at the same time bearing the question of how acceptable it is in mind. Alternative forms of use must also be examined in this context.

#### **Requirements to be met by the central place concept**

The regional development priorities should normally be defined as a tiered system of central places in order to be able to address the regional adjustment processes involved in the provision of public and private infrastructure facilities not only in growing and stagnating regions but also in contracting regions. This type of basic framework of multi-functional central places makes a contribution to ensuring the quality of service provision in the various types of region, although the concrete details will vary

depending on the starting conditions in each particular case. There will be much greater emphasis in structurally weaker rural areas on questions regarding how to ensure a minimum provision of general services, whereas what tends to be more important in metropolitan areas is to provide the regulatory framework for locational issues involving service facilities and to provide facilities in such a way that aspects of supra-regional and global competition are taken into account in the process.

The system of central places continues to provide the basic framework for facilitating regional adjustment processes in connection with the provision of infrastructure facilities. It is necessary, however, to apply the system flexibly and to adapt it to the needs of each specific region or federal state. Spatial concentration and decentralization and the separation of functions as well as temporary and mobile forms of service provision may present parallel options in this context. The demolition of dwellings and the dismantling of infrastructure in shrinking towns and cities is a painful but necessary option. These options call for a binding and cross-sectoral approach. In addition, more far-reaching proposals must also be examined, such as:

- providing public funding to promote private investment in the provision of general services in central places and in the priority towns laid down in the regional plans drawn up by the federal states; and
- adding new forms of guarantee to spatial planning clauses in specialist regulations.

### Promote public understanding of the necessary adjustment processes

Due to necessary adjustment measures, the population will experience cutbacks – more in some regions, less in others - in services of public interest. The people affected must therefore be informed

- which core areas in the services of public interest will be covered in the future;
- where the spatial focus will lie for which kind of services as well as why this particular focus was chosen, and
- why the services offered will vary in the different regions.

### Ensure accessibility and mobility for all citizens

The principles of pooling and spatially densifying services continue to be key starting points in the task of ensuring the necessary core functions. The accessibility of infrastructure facilities and services of public interest must be ensured by offering appropriate mobility services. In this process, the traditional local and regional transport services will have to be complemented by new and adapted services for collective and individual mobility.

Apart from individual mobility (people to service) and public transport services (redefining shared transport), the importance of new strategies and flexible solutions for the mobility of goods and services (services to people) will increase in the future.

### Taking long-term costs of the technical and social infrastructure into account

The task of ensuring that the technical and social infrastructure provided will correspond to the actual demand at any given time, presents the planning authorities of the different levels with new challenges. Faced with the task of mediating between the conflicting interests of acceptable accessibility, a desirable level of quality and cost-efficient operation, the specific contribution made by spatial planning will lie in two integrated strategies for action:

- The federal state and regional planning agencies should work towards creating a spatial and settlement structure which will ensure efficient and low-cost provision of infrastructure.
- A second strategy for action lies in influencing the spatial distribution of infrastructure facilities as well as the design of the network structures for public utilities and transport. Depending on demand distribution, a location or network structure must be preserved or created which on one hand meets the required supply and accessibility standards and on the other hand is financially viable.

To this end, the planning agencies must be provided with model approaches allowing them to calculate growth- or shrinkage-induced long-term infrastructure costs for the different spatial planning alternatives.

### Spatial planning pilot projects by the Federal Government and the federal states

Possible approaches to planning issues must be sought for at a local and regional level. Helpful clues may be derived from the pilot projects of the action programme “spatial planning pilot projects“ of the Federal Ministry of Transport, Building and Urban Affairs such as the approaches developed for the fields of vocational training, preventive health care or public transport, amongst others, for three regions particularly affected by population decline. The Federal Government’s spatial planning policy will continue to support adaptation strategies in the future. Likewise, the individual federal states will support the regions in developing adaptation and development strategies by means of various initiatives.

The outcomes and best practice examples of such initiatives must be prepared and communicated more efficiently in order to encourage other regions to follow these examples.

### Initiating a cross-sectoral dialogue on the provision of services of public interest

Key elements of this dialogue include:

- a more intensive pooling of resources between different sectors and local authorities;
- a stronger co-operation between spatial and sectoral planners;
- the drawing up of spatially integrated regional strategies for action in co-operation with sectoral planners;
- giving consideration to the demographic trends in political and administrative decision making processes;
- including – on a trial basis – clauses in the specialist regulations which allow for experimentation (for different spatial situations);
- providing funding instruments with more flexibility;
- a consistent practical implementation of spatial planning clauses;
- strengthening and rewarding co-operation between local authorities;
- making use of the instrument of the “spatial planning contract”;
- exchange of international experiences.

### Concept 3: Conservation of resources; shaping of cultural landscapes

The spatial planning carried out by the Federal Government and the federal states integrates the economic, social and ecological goals of sustainability relating to the sustainable management of land use, the conservation of resources and the protection of development potential. In doing this, opportunities will continue to be provided in the future for economic development and meeting mobility requirements just as new land uses requiring large amounts of space, for example for power generation and for non-food crops need to be adequately taken into consideration. Sustainable spatial development will therefore continue in the future to mean above all securing diverse regional functions with the aid of the pro-active management of spatial resources caught between conflicting claims of different land uses that are on the increase and against the background of the need for a prudent use of land and soils as resources.

Concept 3 aims to strengthen the competence of spatial planning and its ability to assert itself in the cross-sectoral and supra-local co-ordination of the various plans concerned in order to strike a balance between the different land-use requirements, the

development prospects and the protected interests in the region. Developing diverse cultivated landscapes further is a particular priority among the strategic and planning aspects of land use.

The concept map illustrates, on the one hand, areas where existing resources are particularly worth protecting and, on the other hand, examples of possibilities of shaping the cultivated landscapes that are predominantly urban in some cases and predominantly rural in others.

#### **Weighing competing demands on land use**

**Securing ecological functions** on a long-term basis, **using areas and their resources efficiently** and **weighing competing demands on land use** continue to be priorities of spatial planning at federal state and regional planning level.

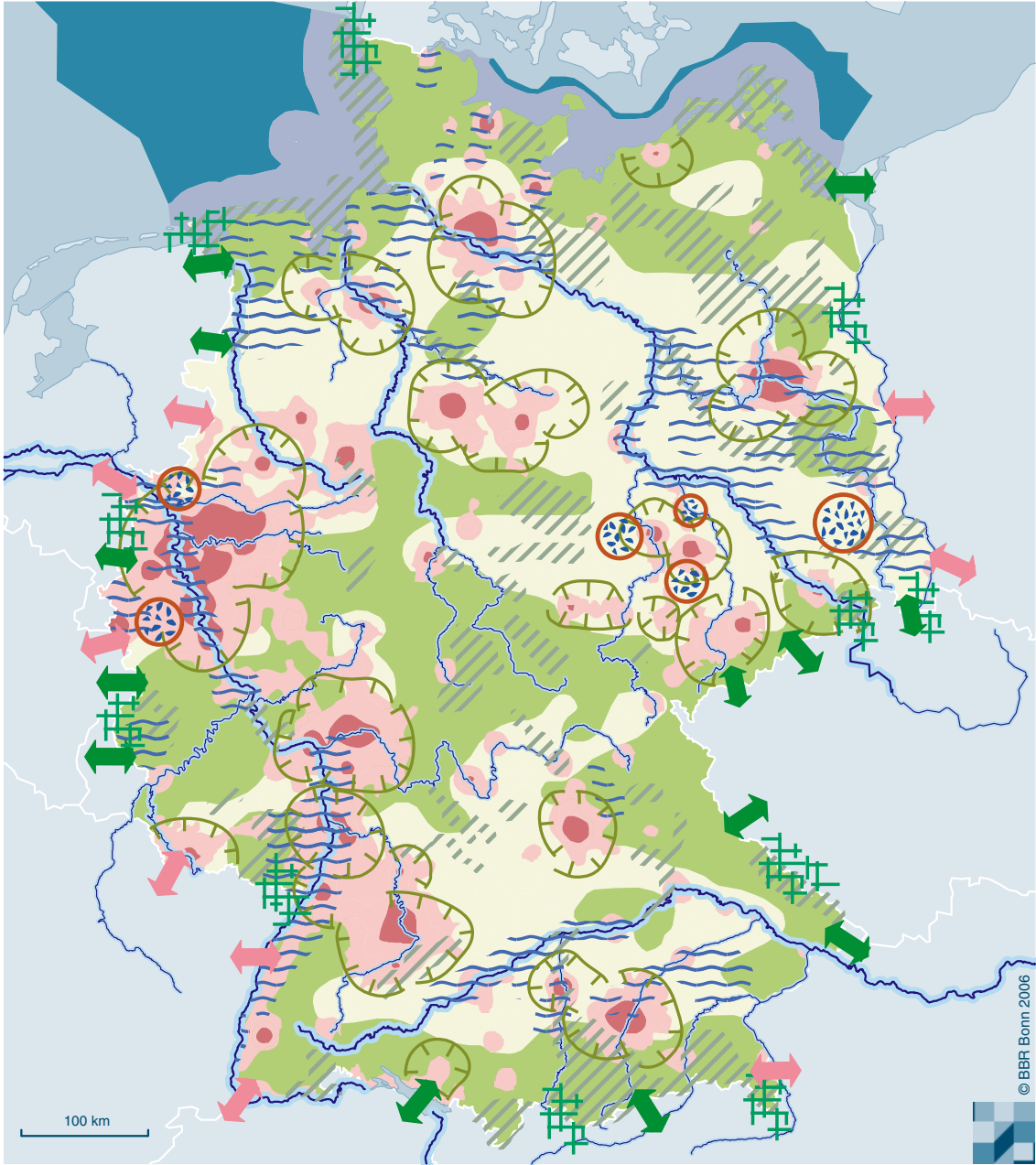
Guiding land use with the aid of regional plans and developing a regional concept aimed at ensuring the further development of the regions and securing life support systems continue to be the central task of regional planning as the interface between spatial planning at federal

state level and development planning at local authority level. This makes it possible for regional planning to help to significantly reduce at an early stage a wide range of conflicts of interest cutting across local authority boundaries. Regional planning is intended to promote the establishment of urban networks, support co-operation among local authorities and participate in regional development strategies aimed at improving the competitiveness of the regions in line with their potential. In addition, regional planning must be encouraged to initiate, moderate and co-ordinate development processes in close co-operation with the regional players concerned and support various forms of co-operation across local authority boundaries including cross-border co-operation.

#### **Protecting open space and natural resources**

The aim of protecting open space is to maintain the ability of the ecosystem to function properly and ensure a sustainable use of natural assets. Securing and developing open space and its functions are a major element of sustainable spatial development.

# Concept: Conservation of Resources, Shaping of Cultural Landscapes



## Conservation of Resources

- Nature**
- landscape of special conservational value
  - examples for cross-border nature conservation
- Water**
- considerable ground water sources
- River landscape**
- preventive flood management measures

## Shaping of Cultural Landscapes

- Urban landscapes**
- development of centres in core cities
  - shaping of suburban and urban areas
  - examples for cross-border settlement development
  - regional parks and open space areas
- Rural landscapes**
- with high potential for extensive agriculture, forestry and tourism
  - with high potential for farming, renewable primary products and use of biomass energy
  - examples for cross-border landscape and tourism development
  - new seascapes in vegetated strip mining
- Marine landscapes**
- spatial planning in the "exclusive economic zone" (eez)
  - spatial planning for coasts and coastal seas

The map is illustrating the concept. However, the signatures do not stand for determined planning.

In order to protect open space, characterized by agricultural areas, woodland and water as well as by a diversity of natural landscapes, and improve its specific functions, it is necessary to create **a network of open spaces that transcend regional boundaries and have a significant ecological impact**. It is essential to have planning security including security across country borders in order to ensure that the network can function properly. The open space remaining in densely populated areas in particular must also be integrated into the network of open spaces and upgraded. Open space must also be recovered, where necessary, with the aid of spatial planning at federal state level and regional planning in order to establish continuous greenway linkages.

The aim of **reducing land use** is another important element of sustainable spatial development. It is particularly important in a densely populated country like Germany to preserve the ecological functions of the ground and soil as a life support system and habitat for people, flora and fauna as well as as a component of the ecosystem with its water and natural cycles. At the same time, it is necessary to develop current and future land use further in terms of sustainability for a

variety of functions, for example for settlement, recreation and transport, for the production of food and non-food crops, for economic and public uses and for the purposes of nature conservation.

Land use will be increasingly influenced by changes in general social conditions. Developments such as the anticipated decline in the population, the increasing disparities in regional development, the ageing of the population and the sometimes problematic situation of local government budgets or the growing awareness of the consequences of climate change make new approaches and regionally adapted strategies necessary.

The large-scale transport corridors and routes concentrate noise pollution and emissions and limit the severance effects of transport in open spaces and cultivated landscapes. Particular approaches aimed at avoiding, steering and guiding traffic are needed in the large-scale transport corridors and routes given their importance for the mobility of people and goods and the special need to protect open spaces and cultural landscapes.

### **Shaping of cultural landscapes**

The spatial planning carried out by the Federal Government and the federal states must share the task of ensuring that the distinctive characteristics of cultural landscapes, which have evolved over long periods of time, are preserved and this should include their cultural and natural monuments. The protection of cultural landscapes may be defined as the protection of historic landscapes which also include urban and industrial areas and are not merely restricted to rural regions. The remit of spatial planning to use planning instruments to shape cultural landscapes covers more than just the conservation of historically significant areas. The real challenge is to achieve a prudent development of landscapes in line with the general concept of sustainable development. The aim must be to achieve a harmonious **coexistence of different types of landscape** ensuring that their ecological, economic, social and cultural functions are preserved on a long-term basis and that none of these functions is developed entirely to the detriment of any of the others. The four types of area outlined below may serve as an initial guide:

- urban areas such as historic town and city centres, urban land-



- scapes, intermediate or conversion landscapes;
- semi-urban areas such as networked, densified and mixed urban regions with landscape areas that have been designed and enhanced;
- rural areas such as agricultural and energy producing areas or pasture land and wilderness areas;
- cross-cutting, and in some cases, linked-up areas such as coastal zones, river catchment areas and woodland or historic cultural landscapes.

The planning of open space should be developed further into a proactive form of cultural landscaping in order to integrate the idea of cultural landscapes into regional development approaches and strategies and to contribute to reducing structural problems through innovative forms of design.

A social dialogue is needed to ensure the success of spatial planning strategies for designing cultural landscapes which have evolved over long periods of time. This dialogue would include the following topic areas:

- Cultural landscapes as an important addition in qualitative terms to traditional spatial development policy based on strategies of land use;
- Cultural landscaping aimed at creating distinctive areas that can be experienced and serve to promote the regional identification of the local population with their surroundings;
- Integration of cultural landscaping into regional development strategies as a contribution to stabilizing rural and peri-urban areas (cultural landscape as a “soft” locational factor and a desired asset, regional development through cultural landscaping);
- Promotion of regional management and regional marketing strategies.

Efforts should be made in this context to organize co-operation and set up partnerships with other policy areas.

### Spatial planning at federal state and regional level

By considering the entirety of communities and keeping in view the various supra-local requirements of settlement, open space and infrastructure development, spatial planning at federal state and regional level works towards policies which aim at economical land use. Laying down specifications for settlements and open spaces in spatial plans, it makes an important contribution to reduce land use, upgrade it in terms of quality and optimize it in terms of its spatial distribution. Standards to promote co-operation between local authorities and regions will enhance the supra-local co-ordination of settlement and open space development in urban fringes of densified areas.

### Managing settlement areas and reducing land use

The impetus that regional co-operations and land use monitoring provide for policies which promote economical land use can be reinforced through pooling and networking in regional land use management. Reducing land take is seen as a complex management task which is carried out with the aid of a combined and co-ordinated use of instruments in the framework of a collaboration of regional networks. In the context of a regional collaboration, effective use can also be made of regional pools of industrial areas or compensation areas.

At the same time, local land use management should be gradually deployed at local level.

In suburban areas and along the major settlement and transport corridors, the remaining open space is to be protected by developing integrated policies on open spaces and settlements and by limiting further land use for settlement and transport purposes. The objectives of reducing land take and other objectives, such as creating the economic growth necessary to relieve unemployment and providing socially acceptable housing, must be weighed up against each other and ways must be sought to achieve the best possible balance between these different objectives.

Despite the progress made, it is necessary to **evolve existing or develop new instruments and strategies** which, taken together, will contribute to further reduce land take. In doing so, the focus will be on:

- Strengthening regional responsibility and co-operation across the boundaries of local communities for a resource-conserving land management.
- Implementing the inner development of settlements rather than their expansion
- If applicable, economic incentives can be a useful addition to the system of planning instruments.
- Subsidies, taxes, charges and funding programmes must be examined in terms of their possible contributions to reducing land take. In doing so, the social, economic and financial effects must be taken into consideration.

- Due to the changes in economic structure and the decline in population, a growing number of derelict sites such as business, military or industrial sites as well as fallow agricultural land or areas left derelict after the demolition of dwellings. The capitalization of these sites, for example in order to further strengthen functional city centres, must be included in the planning deliberations regarding the designation of areas.

The dialogue between the stakeholders involved in the planning and the realization of settlement and traffic spaces must be continued, intensified and supported by pilot projects at regional and local level.

By **linking “soft” management and “hard” specifications**, the concept stands for modern forms and contents in the task of resolving land use conflicts. However, it also ties in with the tradition of classic spatial planning because federal state and regional planning continue to be key levels at which the outcomes of resolved land use conflicts are laid down in a legally binding form. Some examples in this context would be: spatial planning specifications for precautionary flood control measures, for the development of river landscapes or for large-scale retailing. Lean and efficient spatial plans are particularly apt to achieve the spatial planning objective of a “soft” management and “hard” specifications.

#### **Developing strategies for cross-cutting competencies and visions for cultural landscapes**

User interests and claims on the landscape will become increasingly diversified. This development harbours an as yet unknown potential for conflict and its effects on the landscape can not be anticipated in very definite terms. The spatial planning carried out by the Federal Government and the federal states will intensify the cross-sectoral and public discourse in order to pinpoint preferences and design alternatives for different spaces while giving particular consideration to the interests of important economic sectors such as tourism, energy as well as agriculture and forestry.

At regional level, concepts for shaping diverse cultural landscapes should be developed.

#### **River landscapes and flood control**

The serious floods of the recent past have once again made very clear that preventive and comprehensive flood control

- requires preventive spatial planning measures in order to limit potential damage and secure flooded areas and

- requires national and transnational co-operation in the fields of spatial and land use planning, water management, agriculture and forestry which aims at further improving safety standards and ensuring that land use planning is adapted to these aims.

For this reason, common spatial planning strategies must be promoted in the context of transnational development and, at the same time, their implementation in the various regions must be ensured. This includes a fair reconciliation of the interests of downstream and upstream riparian communities. In the co-ordination and consideration of the diverse user interests in river landscapes it must always be kept in mind that precautionary flood control must be ensured.

#### **Spatial planning in Germany's territorial sea and in its exclusive economic zone; integrated coastal zone management**

In addition to the traditional uses of marine and coastal areas, such as shipping, fishing, oil and gas extraction, recreation and tourism industry or nature conservation, other claims on the use of these areas, such as offshore wind parks, Natura 2000 sites and aquacultures have emerged. In the North Sea and Baltic Sea regions, an increasing conflict is developing from the diverging user interests and conflicting uses by public sector, private sector and individuals.

These conflicting uses can only be co-ordinated, weighed up against each other and be resolved in a sustainable manner with the aid of comprehensive, holistic and forward-looking spatial planning. The contribution of spatial planning – with due consideration paid to the evolution of its strategies and instruments – should be used for the cross-sectoral and supra-local co-ordination of the various plans in order to strike a balance between the different land use claims, the development prospects and the need to protect marine and coastal areas (ICZM). The Federal Government's report “National Strategy for an Integrated Coastal Zone Management” to the EU Commission, dated 13 March 2006, represents an important step and a key element in this endeavour.

The Federal Ministry of Transport, Building and Urban Affairs is preparing a spatial plan for Germany's exclusive economic zone in the form of regulations in accordance with Section 18a of the Federal Regional Planning Act which will establish the objectives and principles of spatial planning for economic and scientific uses, with regard to ensuring the safety and efficiency of maritime shipping and protecting the marine environment.

## Looking forward – shaping spatial development policy

All in all, spatial development policy fulfils a socially necessary function. By actively drawing attention to the current challenges in the field, the three concepts highlight a reorientation in the understanding of the tasks of spatial planning.

- **Strengthening the development remit:** Spatial development as a contribution to growth and innovation and not as an instrument of remediation policy;
- **New weighting of remediation remit:** This involves putting the postulate of equivalence aimed at ensuring the provision of public services into more concrete terms, in particular through the flexible adjustment of accessibility and viability criteria of the central place concept; and
- **Strengthening the planning remit:** Strengthening the competence to co-ordinate claims on land use, harness development potential and look after protected interests as well as promoting the moderating role of planning in terms of the further development of spatial planning from the protection of land to resource

management and to shaping landscape diversity.

The influence of spatial planning on the spatial allocation of spatially significant funds provided by the Federal Government and the federal states to regional development and needs priorities will remain one of its most important tasks. This requires closer co-ordination of sectoral policies with a spatial impact with the objectives of spatial development policy and a greater linking-up and co-ordination of sectoral policies with each other. The Federal Government's spatially significant sectoral plans, in particular regarding the Federal Transport Infrastructure Plan, the Local Authority Transport Infrastructure Financing Act, urban development assistance, European and national structural assistance and the general principles of health policy must take this more into account in the future. This presupposes that spatial planning will assume the statutory mission of co-ordinating spatially significant plans and measures adopted by the Federal Government in the various policy areas to a greater extent, e.g. by conducting a more intensive dialogue within the scope of the Federal Government's

Interministerial Committee on Spatial Planning. This dialogue must be carried over into the sectoral policies of the federal states and the regions.

In implementing the federalism reform in the field of spatial planning, care must be taken to ensure that the task of spatial planning, namely the task (which is also enshrined in the German Constitution) of maintaining equivalent living standards throughout the country and securing economic unity as well as improving the locational quality of the country against the background of European competition, can continue to be fulfilled in the future. Achieving this task requires forward-looking planning which is co-ordinated with all the regions of the country. This forward-looking and co-ordinated planning must make having comparable standards in the specifications laid down in spatial plans indispensable in the interests of the country as a whole.

Spatial planning at federal state and regional planning level must continue in the future to craft spatial structures in terms of these common concepts and guide settlement and locational development accordingly and this

should be done primarily through spatial plans and programmes. The instruments of spatial planning at federal state and regional planning level, which have stood the test of time, must therefore be developed further.

By promoting the development of urban networks, supporting co-operation among local authorities and participating in the preparation of regional development strategies, regional planning in particular makes an important contribution to implementing the plans and programmes and hence ultimately to implementing the concepts.

In the light of increasingly conflicting claims being made on the territory and the need for conflict resolution management in relation to co-operation among local authorities, regional planning should be given more power to co-ordinate and moderate as a mediator. In doing this, regional planning must be more than the sum of local government's wishes. It must

be able to develop and represent a regional perspective, but, in case of doubt, must be carried out on the basis of sovereign decisions taken within the scope of planning and, if a conflict arises, the perspective must be implemented in the interests of the community as a whole against individual interests.

These concepts and strategies for spatial development in Germany are intended to find their expression at federal, federal state and regional level in the spatially significant strategies of spatial and sectoral planning and should be put into more concrete terms there and fleshed out within the scope of a process of critical reflection.

## Appendix

# 33rd Meeting of the Standing Conference of Ministers responsible for Spatial Planning on 30 June 2006

## Concepts and Strategies for Spatial Development in Germany

### Decision

The Standing Conference of Ministers responsible for Spatial Planning reaffirms the need to further develop the Guidelines and Framework for Action in the field of spatial planning drawn up in 1992 and 1995. Particularly in view of the changed general demographic and economic conditions, the objectives and strategies of the spatial development policy pursued by the Federal Government and the federal states will need to be examined and adapted to the new conditions.

In doing so, the Standing Conference of Ministers responsible for Spatial Planning would like to focus on three priority issues:

- Emphasizing the role of the development remit as a contribution to strengthening growth and innovation potential in the regions;
- New weighting of the remediation remit in order to put the postulate of equivalence into more concrete

terms, particularly in regions with a significant decline in population and a rapidly ageing population as well as

- Strengthening of the planning remit in order to secure the diverse regional functions by means of a proactive management of spatial resources and land uses against the background of conflicting claims of different land uses which are on the increase as well as in order to shape landscape diversity.

The Standing Conference of Ministers responsible for Spatial Planning therefore agrees on “Concepts and Strategies for Spatial Development in Germany” as a common strategy for the spatial planning and development policy pursued by the Federal Government and the federal states. Considering the spatially significant elements of the sustainability principle and the European dimension, it regards the three following strategic concepts

- “Growth and innovation”,
- “Ensuring services of public interest”,
- “Conservation of resources, shaping of cultural landscapes”

to be a common orientation which satisfies the requirement of sustainability while at the same time being in line with the European concept of territorial cohesion.

The Standing Conference of Ministers responsible for Spatial Planning further considers these concepts to be a German contribution to the discussion on a common European spatial development policy. It considers that it is of key importance that the economic and social elements of the European cohesion policy be supplemented by a territorial dimension by way of linking these three priority issues with each other in a well-balanced manner.

The Standing Conference of Ministers responsible for Spatial Planning expect these concepts and strategies to provide an impetus which will

- enable all areas to reinforce their strengths, to concentrate and

network resources and potential, and to further develop the joint responsibility of the regions;

- strengthen the key role of the European metropolitan regions in Germany as well as support the transformation of forms of co-operation into large-scale communities of responsibility;
- support the adjustment of the strategies, standards and instruments of spatial planning with a view to continuing to ensure a convergence of living standards in all regions of Germany, particularly in terms of the provision and accessibility of services and infrastructure; and
- enhance a stronger co-ordination of sectoral policies with a spatial impact with the requirements of spatial planning.

Fulfilling these tasks requires forward-looking planning which is co-ordinated with all the regions of the country. This forward-looking and co-ordinated planning must make having comparable standards in the specifications laid down in spatial plans indispensable in the interests of the country as a whole. Spatial planning at federal state and regional level must continue in the future to craft the spatial structure in terms of

these common concepts and guide settlement and locational development accordingly and this should be done primarily through spatial plans and programmes. The instruments of spatial planning at federal state and regional level, which have stood the test of time, must therefore be developed further.

The Standing Conference of Ministers responsible for Spatial Planning further expects the concepts and strategies to be reflected in the spatially significant sectoral strategies at federal and federal state level. It is therefore in favour of a broad-based dialogue and asks its chairman to communicate this decision and the accompanying document on concepts and strategies to the conferences of specialized ministers of the federal states with the aim of a final referral to the Conference of Minister-Presidents.

The Standing Conference of Ministers intends to put these concepts into more concrete terms in a work and action programme which takes the following priorities into consideration:

- Evolution and refinement of the concept of “European metropolitan regions in Germany”, also including cross-border metropolitan spheres of influence of European

significance. Due consideration must be given to the significance of the information society and knowledge economy for spatial development policies.

- Implementation of the principle of equivalence in the sense of providing equal opportunities and ensuring standards in the provision of services of public interest while taking account of the need to adapt and evolve the system of central places and administrative structures;
- Securing natural resources in a sustainable manner and shaping cultural landscapes and the functions of open space;
- Strengthening the competencies and efficiency of spatial planning.

# Glossary

## **Agenda, territorial**

Key political document that is to be adopted by the EU ministers responsible for spatial planning in spring 2007. The document, based on an analysis of spatial development in the regions of the EU, revolves around recommendations for an integrated European spatial development policy in order to mobilise the potential of regions and cities for sustainable economic growth and an increase in employment. In addition, Europe's competitiveness in the world is to be strengthened through a better and innovative use of regional diversity. Supplementing the European Spatial Development perspective (ESDP), the Agenda aims primarily at improving competitiveness through innovation and growth.

## **Agglomeration area**

Regions with a high concentration of population and jobs, which are characterised by several larger centres that are spatially very closely interconnected with each other.

## **Central place concept**

Central place settlement structure of a state defined under spatial, state and regional plans, based on a classification of central places that are

to exercise or obtain certain functions with respect to the supplying of goods and services (e.g., higher-order, middle-order and basic-order centres). This standardised settlement structure makes up the basis for decisions, e.g., on the use of public investments or the designation of building or commercial sites.

Central places: Community and/or local area that carry out supra-local supply tasks, above and beyond the supply of its own population, for the population of its interconnected area according to its respective function in the central place system.

Types of central places:

### *Higher-order centre*

Central place that serves the so-called higher-order region to cover the specialised higher demand of private households for goods and services beyond its own location. Higher-order centres are defined in federal state plans.

### *Middle-order centre*

Central place that serves what is known as the middle-order area to cover the increased demand of private households beyond the scope of the community itself. Middle-order centres are defined in federal state plans.

### *Lower-order centre/secondary service centre*

Central place of the lowest level that covers the basic needs of the local-area population; as a rule, defined in regional plans.

## **Cohesion, territorial**

According to the draft EU constitution, the policy of strengthening economic and social cohesion, so far established in the EU Treaty, is supposed to be added by the EU's responsibility for its spatial development.

## **Communities of shared responsibility, large-area**

In addition to the various forms of existing regional and communal co-operative alliances, in the long term it is the organising of co-operation between strong and weak areas, which are increasingly interconnected over larger areas and dependent on each other that needs to be addressed. Besides strengthening existing potential, this will also require that shared and common interests as well as promising joint projects are identified. In addition, there must be more dialogue about spatial development trends and strategies in order to strengthen the competitiveness of the overall regions



as well as to promote future-oriented and sustainable spatial development. Particularly the eleven Metropolitan Regions will have to become aware of their growing responsibility for the future development prospects affecting their large-area functionally interconnected regions. Some of the large-area communities of shared responsibility reach far beyond state borders and existing planning regions. They are not meant to replace these, but instead to supplement and support existing administrative structures and tasks.

#### **Concepts and principles in spatial development**

According to the Federal Regional Planning Act, it is the responsibility of the appropriate Federal ministry to develop concepts and principles in co-operation with the Federal states. The Standing Conference of Federal and State Ministers Responsible for Spatial Planning (MKRO), on 30 June 2006, adopted the “concepts and action strategies for the spatial development of Germany”, which represent a strategic consensus regarding future spatial development. They take the place of the Guidelines for Regional Planning implemented in 1992.

The three concepts – “Growth and innovation”, “Securing services of

public interest” and “Conservation of resources, shaping of cultural landscapes” – make up the main tasks for spatial planning both in its overall social environment over the next few years as well as in the context of the objectives and fundamental principles of spatial planning. All three concepts are of equal priority and address all types of space, from rural-peripheral to metropolitan regions.

#### **Cultural landscape**

In the broadest sense of the term, any landscape shaped and/or modified by people is a cultural landscape. Alexander von Humboldt defined “landscape” as the totality of all aspects of a region as perceived by the people.

#### **Demonstration Projects of Spatial Planning (MORO)**

This is an action programme of the Federal Ministry for Transport, Building and Urban Affairs begun in the mid-1990s to practically test innovative approaches to spatial planning as well as instruments in co-operation with researchers and those active in spatial planning. The programme focuses on support for and monitoring of the actors on location in the regions by way of projects, stud-

ies, competitions and events. The programme is run under the guidance of the Federal Office for Building and Regional Planning (BBR).

#### **Disparities, regional**

Regional disparities are generally defined as differences in resources and development between regions. Disparities manifest themselves in different living and working conditions as well as in unequal opportunities for economic development.

#### **Equivalent living conditions**

Under the mandate of the Basic Law and all objectives of the Federal Regional Planning Act derived from it, equivalent living conditions are to be achieved in all regions of the federal territory. Equivalence does not mean identical living conditions everywhere, but instead ensuring equal opportunities and certain minimum standards with respect to access to and availability of services of public interest, options to earn a living, infrastructure facilities and also environmental qualities.

#### **European Regional Policy**

This refers, in a broader sense, to all regulatory, financial and investment

measures of the European Union (EU) that are geared to achieving spatially/regionally differentiated development objectives. In a more narrow sense, this involves the creation and use of a set of special instruments for the purpose of improving the conditions for economic development in regions in need of development and subsidies.

#### **European Spatial Development Perspective (ESDP)**

Result of the informal co-operation of EU member states and the EU Commission in the area of spatial planning. Adopted by the ministers of the EU member states responsible for spatial planning in Potsdam in 1999, it contains targets and options for sustainable spatial development at the European level. It provides the essential instruments for trans-national and cross-border co-operation in the area of spatial planning in Europe.

#### **Federal Regional Planning Act**

Federal framework legislation that contains the fundamental principles of overall spatial development as well as regulations on tasks, concepts, term definitions and the binding nature of the spatial planning requirements of the federal government and the feder-

al states. A new version of the Federal Regional Planning Act entered into force on 1 January 1998 and was last amended in 2004. Another amendment will be required soon as a result of the reform of the federal states.

#### **Federal State development plans and programmes**

Interdisciplinary and integrating plans or programmes of the federal states for the purpose of planning and developing the area of the state, different partial regions or focuses for spatially relevant tasks. They specify the individual principles of spatial planning and define objectives for the overall development of the state.

#### **Federal state planning**

Comprehensive, overriding and supra-local planning in accordance with the principles of federal state planning. It is responsible for the preparation of programmes and plans at the federal state level as well as the co-ordination of regionally significant plans and measures.

#### **Infrastructure**

Infrastructure is defined as the material facilities and range of services in a region that form the basis for exercis-

ing basic functions of existence (residence, work, recreation, transport, communications, etc.). Infrastructure specifically includes, for example, supply and disposal services, traffic and communications infrastructure as well as facilities related to health, education, culture and recreation (social infrastructure). Essentially these are all examples of facilities for the provision of public services. As a result of the privatisation of public responsibilities even privately managed utilities are increasingly included in here.

#### **Interconnected area**

An area in which places, in comparison with adjoining areas, are linked to each other by especially diverse relations in terms of work, shopping, education and recreation. Such an area usually has a hierarchical (central place) structure, as reflected, for example, in the focus on a central city with overriding trade, service and infrastructure facilities.

#### **Interconnected regions, spatially and functionally**

Permanent functional relations between regions or locations or functional areas within a region. Besides the spatial interconnections of private households, for example, for carrying out work-related or recreational

activities, and the supply and delivery relations of companies, there are, e.g., historical, cultural, infrastructural or technical spatial interconnections. When such interconnections become especially concentrated within a certain region, interconnected areas or regions are created, which are also characterised by intensive relations regarding transport, commuter traffic and communications.

#### **INTERREG, EU Community Initiative**

Programme of EU structural fund initiative (2000–2006) for the purpose of supporting innovation, co-operation and development of Community projects between states and regions. The three strands of this programme comprise cross-border areas, strategic co-operation in matters of transnational spatial planning, and the co-operation and exchange of ideas between regions. As part of the EU structural fund initiative 2007–2013, these issues will be continued as one new objective called “European territorial co-operation”.

#### **Knowledge-based society**

This term denotes a society in which individual and collective knowledge and the way it is organised increasingly becomes the basis for social and economic co-existence. Knowledge,

in the broadest sense of the word, and its application thus becomes a key resource for the development of society, and education a condition for participation in society.

#### **Metropolitan Regions**

These are primarily high-density urban agglomerations with at least 1 million inhabitants. They are spatial and functional locations whose prominent functions extend beyond international borders and are the main driving forces behind societal, economic, social and cultural development. The Standing Conference of Federal and State Ministers Responsible for Spatial Planning (MKRO) identified the following Metropolitan Regions in Germany in 1997 and 2005: Hamburg, Rhine-Ruhr, Rhine-Main, Stuttgart, Munich, the Capital Region of Berlin/Brandenburg, Halle/Leipzig-Sachsendreieck, as well as Rhine-Neckar, Bremen/Oldenburg in the northwest, Hanover-Braunschweig-Göttingen and Nuremberg. A Metropolitan Region is characterised by cooperation and efficient linking of the potential of its centres and the narrower functionally interconnected Metropolitan Region. By including such potential in the wider functionally interconnected Metropolitan Region in terms of large-area responsibility,

the national and international significance of the Metropolitan Region, and that of the overall region, can be increased. The narrower functionally interconnected Metropolitan Region comprises the areas that can be reached from the centre within an hour by motorised individual transport. The wider functionally interconnected Metropolitan Region is based on the larger-area traffic and commuter intensity of interconnection of the communities to the metropolitan centres. Both definitions are analytically based and not identical with the spatial demarcations that the eleven Metropolitan Regions apply to themselves.

#### **Mobility, spatial**

In the broadest sense, this includes all movement between locations of human activity that manifests itself in regional interconnectedness. In light of spatial planning aspects, the most important forms of mobility include, for example, migration of population connected to a change of residence or the interconnectedness created by commuter traffic between residence and place of work.

#### **Open space**

Open space includes all natural and close-to-nature areas within and out-

side settled areas. Green fields, parks and small gardens in communities are also counted as part of open space, as are agricultural land, forests, moors and bodies of water. Cultural landscapes created as a result of human use are also part of open space. These different kinds of open space all share a common characteristic: they are not built-up.

### **Polycentrality**

Describes the distribution of certain functions or characteristics among several locations or centres in a region. One example is the polycentric Metropolitan Region Rhine-Ruhr with several centres such as Cologne, Düsseldorf or Dortmund.

### **Regional governance**

In the widest sense, this refers to network-like co-operation between the actors in the public and business sectors as well as from civil society for the purpose of solving problems affecting common regional interests. Such co-operation extends over longer periods of time and is not tied to specific projects.

### **Regional planning**

As comprehensive, overriding and supra-local state planning for the

area of a particular region, regional planning specifies the principles of spatial planning and the objectives of spatial planning contained in state development programmes and state development plans by way of regional plans, principally in the areas of settlement, infrastructure, the economy and ecology.

### **Resources (financial resources), spatially relevant**

The resources spent under the spatially relevant sector planning on the various planning levels in the EU, the federal government, the federal states, or the communities and the projects funded by such resources affect spatial structure and its development. The regional distribution of these resources is therefore of great importance in spatial planning. Priority areas targeted by these resources with special spatial effectiveness are economic development, traffic infrastructure, schools and post-secondary facilities, agriculture, environmental protection and many others.

### **Rural areas**

In contrast to urban areas or agglomeration areas, rural areas are areas dominated by village and small town settlements with relatively low

population density. As a result of social-economic structural changes in industrialised countries and the ongoing process of suburbanisation, it has become difficult to differentiate this category of space in clear terms – increasingly urban and rural settlement structures are merging. In terms of the typology of development, a distinction is made between rural areas with dynamic development in the surrounding areas of agglomeration areas, rural areas undergoing dynamic development outside agglomeration areas, and rural areas with inchoate development as well as structurally weak, peripheral rural areas.

### **Sector planning, spatially relevant**

In terms of spatial planning, this refers to all plans, measures and other efforts of specialist departments at all levels of planning (EU, federal government, states, municipalities) on the basis of which space is utilised or the spatial development or function of a region is influenced (e.g., the areas of traffic, technical supply and disposal services, economic development, housing, urban development, agricultural and environmental policies). The various laws addressing sector planning generally also contain provisions on compliance with spatial

planning targets in the drafting and finalising of sector plans (spatial planning clauses).

### **Services of public interest**

Providing services of public interest is one of the essential responsibilities of the public sector. These include services relating to economic, societal, social and cultural policies that are provided by means of public resources (e.g., transport infrastructure for public use, public transport, supplying of energy and water, disposal of sewage and waste, as well as provision of education and health care). These services and programmes are prerequisites for the population to carry out basic functions of existence such as working, living and mobility; and for the business sector, the production and sale of goods and services. The main factors in this respect are carrying capacity and accessibility.

**Carrying capacity:** Refers to the rate at which infrastructure facilities related to services for the public are utilised, which requires a sufficiently high population density and/or population size in the central place itself and the region functionally interconnected with it. According to the Federal Office for Building and Regional Planning (BBR), middle-order centres

are considered at risk or strongly at risk in terms of carrying capacity if they are faced with a population decline of more than 15 % and/or more than 30 % by 2050 and thus fall below the threshold of 35,000 inhabitants in the functionally interconnected region. Higher-order centres are at risk if they experience a population decline of more than 20 % or more than 30 % by 2050 and thus fall below the threshold of 300,000 inhabitants in the functionally interconnected region.

**Accessibility:** Describes the favourability of the spatial location of a region/place in relation to opportunities in other regions/places. The location is considered favourable if, for example, higher-order centres can be reached in 90/60 minutes and middle-order centres in 45/30 minutes via motorised individual transport (MIT)/public transport (PT).

### **Spatial planning/Spatial development**

The term spatial planning refers to

- the existing spatial structure of a larger area,
- an exemplary and normative concept of the structure and development of an area, and
- the use of instruments for its development.

The existing spatial structure is also often referred to as spatial and settlement structure. This involves the distribution of cities, towns and locations of facilities in the area, the way they are connected to each other as well as their integration with the surrounding types of use and open spaces. The development of spatial concepts and the use of instruments to implement them are generally called regional or spatial planning. Spatial planning as a state or regional responsibility comprises that part of regional planning that sets out supra-local and interdisciplinary development concepts which are then implemented in programmes, plans, action plans and measures. The objective is to organise spatial co-existence that meets society's needs at the state and regional levels.

**Objectives:** Mandatory requirements set out in the programmes and plans of state and regional planning, defined in terms of space or subject matter in texts or drawings. They must be considered by those in charge of public planning under certain circumstances, also by private individuals in all spatially significant planning and measures. Urban land-use plans have to be adapted to the objectives of regional and state planning.

*Principles:* General statements regarding the planning and development of space, which are included in the Federal Regional Planning Act, federal state planning laws and in regional plans. These must be weighed against each other by public authorities (and under certain circumstances, by private individuals) in all regionally significant planning and other measures.

### **Spatial structure**

The appearance of a larger area is shaped by the spatial distribution of the population, jobs and infrastructure in the locations and their spatial interconnection. Today's spatial structures are the product of the long-term processes and forces that affect spatial development. In a more narrow sense, this could also be seen as the structure of land-use. It consists of distributions, density levels, the spread and rates of certain spatial structural elements such as residential and commercial settlements, land used for traffic purposes, concentric or otherwise focussed infrastructure facilities, open space, agricultural and forestry land, etc. In a wider sense, the term of spatial structure can be expanded to include capacity (e.g., of the economy), potential and carrying capacity.

### **Spatial structure types**

For the purposes of spatial analyses and the formulation of statements, objectives and concepts, it is necessary to define different types of spatial structure. Early typology, such as city and country, agglomeration areas and rural areas, etc. does not go far enough today, because spatial development occurs across these types of space. Population growth and decline, for example, do not only occur in one of these types of spaces, but both trends occur in both types of spaces. The Spatial Planning Report 2005 therefore contains a new classification of space based on a new methodology that looks at both population density and centrality (see "Spatial Planning Report 2005", pp. 15f). Within this scope of classifications, space can be divided into central, intermediate and peripheral areas with different density levels. The central areas with central cities at their core make up the high-density areas with high numbers of inhabitants and employees. Peripheral areas are mainly characterised by low-density rural areas. Intermediate areas with their mixed urban-rural structures combine both of these structural types in transition zones and on axes with particularly favourable locations vis-à-vis centres.

### **Standing Conference of Federal and State Ministers Responsible for Spatial Planning (MKRO)**

This body of federal government/state co-operation consists of the federal and state ministers responsible for spatial planning and federal state planning, who deal with fundamental questions and issues related to spatial planning and federal state planning. They then issue joint recommendations on important topics and controversial issues.

### **Suburbanisation**

Process that shifts population, services, and commerce from the cities to the surrounding areas.

### **Surrounding area (suburbs, environs)**

Refers to an ambiguously defined area outside of a city or a central place that has a relatively close socio-economic connection with the centre. In the case of central places, the term "surroundings" is sometimes put on the same level as "catchment area" or "functionally interconnected region". It is customary, in connection with larger cities, to call the space involved in the process of suburbanisation the surrounding area.

### **Sustainable spatial development**

Sustainable spatial development is an overall concept that is given special emphasis in the Federal Regional Planning Act. According to this, the social and economic demands on a particular space are to be harmonised with its ecological functions in order to achieve a sustainable, extensive yet balanced development of the space.

### **Urban networks**

Co-operative forms of communities in a region or in neighbouring regions that are characterised by the fact that the communities act as partners, i.e., they voluntarily and equitably bundle and supplement their capabilities and potential in order to fulfil their tasks jointly, and thus in a more efficient manner.