

0 Zusammenfassung und Empfehlungen

English Abstract

The **framework conditions for spatial planning and development in Europe** have changed fundamentally under the influence of major development trends and their impact on spatial structures. As **major factors** might be cited: globalisation and growing economic inter-connections; spatial concentration of population and economic activities; the political and economic integration of former Eastern Europe; the continuing European integration towards an economic and monetary union; and for Germany - last but not least the still lasting consequences of the unification.

The **powers embodied in the European Treaties** (e.g. economic and social cohesion, transeuropean networks, environment) and the resolutions of Edinburgh in terms of financial and budgetary issues permit the Community to become more active in the field of regional planning and spatial development policy. The Community already disposes of several **important spatial and financial competences** in the fields of agricultural, regional, social, research, environmental and transport policies, as well as of high and still growing financial resources allocated to measures related with structural policies (ECU 25 billion p.a.). On this basis, the European Commission will continue to pursue an active regional and spatial development policy.

However, by now the Community does not have a general and comprehensive power in the field of European spatial development. Given the challenges implied in the global and European development trends, the national Ministers responsible for spatial planning and development in cooperation with the European Commission initiated the preparation of an **European Spatial Development Perspective (ESDP)**. Its aim is to ensure the coherence and complementarity of spatial development strategies of the member states and to coordinate the spatial aspects of major Community policies with spatial and regional effects. The Ministers agreed to further develop the ESDP and to present in 1997 a final proposal. The **German Advisory Council for Spatial Planning** strongly supported the preparation of an ESDP and to anchor a cooperative European spatial development responsibility in the European Treaties under the guidance of the **principle of subsidiarity**.

In this perspective the present study discusses how and to which extent a stronger orientation of European spatial development policies towards major goals and guiding principles of spatial planning at the European level and the EU member states levels might be achieved. The leading idea is to conceive a **stratified multi-level and multi-dimensional framework** within which each level of government has its specific responsibilities. **De-regulation and modernization of Community policies** affecting spatial and regional development in Europe and of EC national cooperation are major elements of such a strategy.

In order to avoid double work load and inefficiency, especially related with European structural policies and procedures (which requires additional programme planning documents (CSF's/OP's) in relation to the specific spatial planning documents at different administrative levels in Germany (Laender- and regional/local) and other EU member states), the central question is, if and to which extent **existing spatial planning documents in Germany (Laender- and regional plans) may serve as a basis for an improved co-ordination of Community spatial development policies** and evaluating the requirements for adjustment of spatial planning in Germany at national, Laender and regional level.

The study is therefore organized in four **main sections**:

- (A) **Stratified multi-level framework** for a European spatial development policy;
- (B) **Present day requirements for and major functions of spatial planning documents** and of regional development programmes;
- (C) **In-depth analysis of practice and experiences with spatial planning, regional and structural policy** in four **case-study areas** and in four Bundeslaender (Brandenburg-BB, Nordrhein-Westfalen-NRW, Rheinland-Pfalz-RLP and Sachsen-SA);
- (D) **Conclusions: possibilities for improvement and recommendations.**

The study involves an analysis of actual regulations, laws, directives and procedures at the Community level and of the Federal, the Laender and the regional level in Germany. In this context, regional planners and policy makers in four selected regions have been consulted to learn from their experiences. Based on this analysis and the consultations, a large number of differentiated recommendations by levels of government have been formulated. The major recommendations can be summarized as follows:

- In line with the ESDP and the resolution of the German Advisory Council for Spatial Planning („Beirat für Raumordnung“) of May 1996, it is recommended to anchor a **specific co-operative authority for the European dimension of spatial planning at the Community level** in the EC-Treaty. This authority is conceived as an integral part of a **stratified multi-level/multi-dimension framework** guided by the principle of subsidiarity, within which each level of government has its own responsibility as far as its specific problem and policy dimensions are concerned, but at the same time complies with the framework conditions set by the higher level(s).
- Within this framework, communication and planning procedures should follow the **bottom-up/top-down principle („Gegenstrom-Prinzip“)** in that the Regional Development Concepts elaborated at the regional and the Laender levels in the Federal and the Community framework become the bases for the EC Regional Development Programmes (e.g. Community Support Frameworks - CSF's, Operational Programmes - OP's). Since the European dimension will already have been taken care of in designing the framework, ad-hoc casual interference „from above“ („Durchgriff“) in designing and implementation is to be excluded. This should, however, not restrict the control by the Commission and by the European Court of Auditors as to regularity and efficiency of the funds involved. In this context, **co-operation** between the Courts of Auditors of the EC, the Bund and the Laender need also to be better co-ordinated and intensified.
- In Germany, the justification required by the EC-programmes as to regional spatial planning aspects should be elaborated in close cooperation with the competent Laender and regional authorities and not developed in different ways by the ministries responsible for these programmes. This would not only **secure their consistency**, but also **increase their efficiency by avoiding double work**. The possible synergy effects that can be obtained from a better co-operation and co-ordination between spatial planning and sectoral policy planning („Fachplanung“) in the fields of e.g. regional, economical, agricultural, environmental and transportation policies seem not to have been sufficiently exploited.
- This also requires to **partially de-centralize, de-regulate and to modernize regional planning procedures and plans** as to their level of operationalization, their binding character and their flexibility in order to strengthen the decision-making and the financial responsibility of the regional authorities. An earlier information and participation of the planning authorities is necessary. Here again, the ex-ante framework setting character of regional plans implies that as long as the ministries and authorities responsible for sectoral policies stay within the plans, they act on their own responsibility as far as implementation is concerned. To the extent that ex-ante planning co-ordination is realized, bureaucratic case by case ex-post co-ordination is unnecessary.
- The **actual heterogeneity of defining specific regions** for each type of spatial national and EC policies should be reduced as much as possible. For Germany, it is proposed that in principle, the **planning regions of the Laender** („Landesplanungsregionen“) should be chosen also for European regional policy-making and replace the Regierungsbezirke, the actual NUTS-II level. However, since they are often too large, it is recommended to use the **concept of labour market regions** to subdivide the planning regions into smaller units. The main goal is to rely more on „functional“ regions, but to secure as much as possible congruence of areas for policy analysis and areas for policy implementation, e.g. „territories“ of government levels and units. This will help to substantially reduce the cost of data collection, aggregation and evaluation, as well as of designing and co-ordinating regional development measures now scattered among too many and too different programmes for too different types of region.

Problemstellung, Aufbau und Gang der Untersuchung

Die Bearbeitung der vorgegebenen Fragestellung erfordert, von der europäischen Dimension der Raumordnung auszugehen und von daher eine Konzeption für die Untersuchung zu entwickeln. Dabei wird die europäische Integration insgesamt als ein "Wechselspiel zwischen (Such-)Prozeß und Institutionalisierung" (Biehl 1995) verstan-