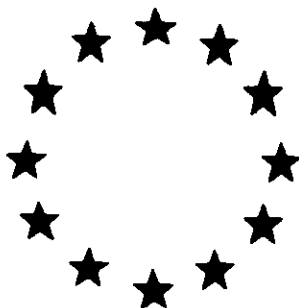


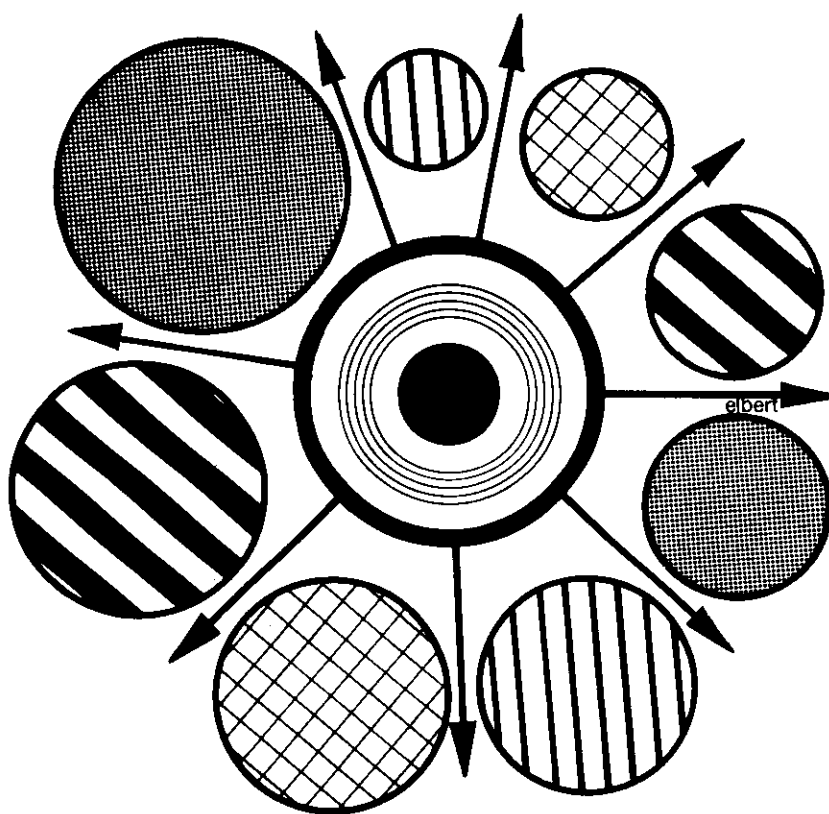
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32



ROUND TABLE : EUROPEAN REGIONAL
PLANNING CONCEPT

Report of the 1st Round Table

Strasbourg, 17-18 December 1979

STRASBOURG
1980

EUROPEAN REGIONAL PLANNING

STUDY SERIES

Study No. 32

ROUND TABLE : EUROPEAN REGIONAL PLANNING CONCEPT

REPORT OF THE 1ST ROUND TABLE

Strasbourg
17-18 December 1979

Strasbourg
1980

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FOREWORD

A Round Table was held in Strasbourg on 17-18 December 1979 to consider the problems of preparing a "draft European concept for regional planning".

The meeting had been planned as part of the 1979 Work Programme of the Council of Europe on regional planning (Sector 17).

It was organised by the Council of Europe Secretariat and attended by 25 experts from European countries and several international organisations (see list of participants, Section VI). A lively and wide-ranging debate took place and many proposals were put forward regarding the Council of Europe's future work in this field. Participants examined the various aspects of preparing an overall strategy for future planning in Europe on the basis of a pilot study prepared in 1977 by Prof. Kunzmann of Dortmund University (published as Study No. 3 in the "European Regional Planning" series).

The preparation of a concept may be regarded as complementing the draft European Regional Planning Charter which is now being prepared.

This report constitutes a summary of the discussions held at the Round Table and includes in the form of appendices the texts of written contributions presented by some of the participants.

The opinions expressed in this publication are those of the authors ; they do not necessarily reflect the views of the Council of Europe.

Further information about this activity and related matters may be obtained from the following address:

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INTRODUCTION

A. FIRST STEPS TOWARDS A EUROPEAN REGIONAL PLANNING CONCEPT

1. Foreword

The idea of working out a regional planning concept for Europe is closely linked to the original proposals for setting up a European Conference of Ministers responsible for Regional Planning within the framework of the Council of Europe.

As far back as 1958, the Conference of Local and Regional Authorities of Europe drew attention to the urgent need to devise a common regional planning policy at European level. Subsequently, guidelines for working out a European regional planning concept were put forward by the Parliamentary Assembly and by the Conference of Local and Regional Authorities of Europe. These proposals in turn were followed up by the European Conference of Ministers responsible for Regional Planning, which took this new approach into account, in particular in the Vienna resolutions.

2. Support for the preparation of a European regional planning concept

At the second CEMAT at La Grande Motte in 1973, the Ministers expressed determination in their general resolution that "their conference should continue to play a pioneering role in regional planning at European level, as an instigator of new ideas and as a forum for the promotion of co-operative action of common interest to them" (paragraph 39).

It was on this basis that a pilot study under the title "Outline of a concept of European regional policy" was prepared in 1976 by Prof. Klaus Kunzmann of Dortmund University. Its purpose was to set out for the first time the main principles of a European approach to regional planning.

At the 4th session of CEMAT (Vienna, October 1978), reference was made for the first time in a ministerial text to a future European regional planning concept (see Resolution No. 1, III.A, paragraph 4 (g):

Paragraph 4 (g): "the problems of rural areas arise in Europe in accordance with a characteristic geographical pattern, which should be taken into account in any future European set of regional planning guidelines:

- the regions of the Scandinavian peninsula;
- the regions of central western Europe;
- the coastal peripheral and Mediterranean regions;
- the mountain areas".

The resolution of the 4th CEMAT also recognised that "an inventory of the metropolitan areas and main development axes of the countries taking part in the conference is an important element in preparing a comprehensive concept for regional planning in Europe".

The 4th CEMAT also pointed out that attainment of the objectives set for the planning of rural areas implied measures on three levels: regional and local, national and European and also that "a search for a regional planning policy at European level" was needed "to provide an appropriate framework for the concertation of national and regional policies".

The most recent resolutions, adopted by the Ministers responsible for Regional Planning in Vienna, refer explicitly to a European regional planning concept and so provide undeniable political support for preparatory work on such a concept.

Further encouragement for the undertaking has now come from the Conference of Local and Regional Authorities of Europe (CLRAE), which at its last session (16-18 October 1979) asked CEMAT "to prepare, in consultation with CLRAE, a European regional planning concept based on the conception of balanced regional development, to serve as a framework for shaping political, economic and financial measures that affect the development of the regions in Europe" (CLRAE Resolution 108 (1979)).

3. Brief historical survey

In 1968, the Parliamentary Assembly, referring to the report on "Regional Planning - a European Problem", put forward formal proposals for convening a European Conference of Ministers responsible for Regional Planning, "in order to permit the discussion of the principles and methods reflected in the relevant national policies and enable the broad choices facing the planners to be worked out at the appropriate time" (Recommendation 525 (1968)).

The recommendation proposed that CEMAT, "the scope of which might expand in proportion to the progress made by European co-operation in this field", should take account, when establishing its programme, of the following aims:

- to compare the underlying aims of different countries' regional planning policies with the object of arriving at a definition of the general principles accepted by all states (possibly in the form of an outline convention) on the basis of the principles contained in this recommendation (paragraph 21 (ii));
- to define long-term objectives and the broad options of planning for tomorrow's Europe, with the utmost regard for its geographical integrity (paragraph 21 (v));
- generally to ensure that national regional planning policies are better co-ordinated in the following sectors, for some of which efforts should be made to lay the foundations of a common policy ... (paragraph 21 (vi)).

At the first CEMAT (Bonn - September 1970), the Ministers recognised that their discussions had clearly indicated "the need for a long-term conception of regional planning in Europe" and they observed "the existence of a bond of functional solidarity between the various regions, whether geographically favoured or otherwise, and the need for a common European regional planning policy capable of ensuring a more balanced development of all parts of the continent".

The idea of a European regional planning concept was later to take shape within several Council of Europe bodies, especially in connection with discussion on a European network of trunk communications.

In Bonn in 1970, the Ministers pointed out that "a really fast and well-balanced transport and communications network is one of the essential conditions for the harmonious development of Europe ..."

In 1971, the Assembly adopted Recommendation 631 on the same question, recommending that CEMAT be made responsible "for defining the networks in terms of a European regional planning policy".

The Assembly continued its work in this field and in January 1978 adopted Recommendation 826, which called for discussions on "all major transport infrastructure schemes in the appropriate international organisations at the initial planning stage, in order to make sure that they fit into the general European pattern".

In October 1975, the 1st Convention of the Authorities of European Peripheral Regions, organised by the Conference of Local and Regional Authorities of Europe, adopted the Galway Declaration, which stressed this point even more clearly by calling for a massive European programme of major infrastructure work concerning the communications network for peripheral Europe.

This approach based on balanced regional development in Europe has been developed for a number of years in several Council of Europe bodies and was recently discussed by the Committee of Ministers (at Foreign Minister level) on 22 November 1979 (1).

Positions earlier adopted by CEMAT, CLRAE and the Assembly also contributed to recognition of the importance of the problem.

In 1973 at La Grande Motte, the Ministers responsible for Regional Planning stated that the balanced development of European regions was the main aim of regional planning policy at European level.

At recent sessions, CLRAE has adopted several resolutions concerning regional policy (Resolutions 89, 99 and 108) and imbalances in Europe (Resolution 100).

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(1) At their meeting in Lisbon on 10 April 1980, the Foreign Ministers of the Council of Europe decided, with regard to balanced development in Europe, that the council should "henceforth play a more active role as an instrument of European democratic solidarity in order to reduce the economic and social imbalances between member states".

Furthermore, the Council of Europe Convention on the Problems of Regionalisation, organised in 1978 by CLRAE and the Assembly, adopted the Bordeaux Declaration, which called for the Council of Europe to become "the principal body in which a new "north-south dialogue" could be developed within western Europe" and proposed that a summit meeting of heads of government should be held within the Council of Europe to consider the problems of regional imbalances. The Declaration added that this summit meeting could result in the launching of "a thorough-going programme to achieve balanced development in Europe". This proposal has repeatedly been given the support of the Parliamentary Assembly, particularly in Recommendation 861, adopted in May 1979.

When considering these proposals on 22 November 1979, the Committee of Ministers expressed the wish that the Council of Europe should contribute to the efforts to correct existing social and economic discrepancies between the different regions, not only by formulating common principles, but also through practical action.

This question is still under study in the Committee of Ministers (1).

B. ROUND TABLE ON "A DRAFT EUROPEAN CONCEPT FOR REGIONAL PLANNING"
(17-18 December 1979)

The Round Table, which was held at the Council of Europe in Strasbourg on 17-18 December 1979 and brought together 25 experts from member countries of the Council of Europe as well as representatives of the Conference of Local and Regional Authorities of Europe, the Parliamentary Assembly, the European Conference of Ministers of Transport and the Commission of the European Community, dealt with the main problems involved in working out a European regional planning strategy.

The discussions were based on four talks, by:

1. Prof. Klaus R Kunzmann and Mr Rojahn, on the "Outline of a concept of European regional policy" (Study No. 3 in the "European Regional Planning Series, written in 1977) and the work carried out since publication of the study by the Town and Regional Planning Institute of Dortmund University;
2. Mr Hugues de Jouvenel on the theme "Towards a European regional planning outline", dealing with French experience, particularly in the field of regional planning scenarios, and presenting European-level planning scenarios;
3. Prof. Ringli (Zurich University) on "Alternative development concepts for Switzerland";
4. Mr Jung (Parliamentary Assembly) on "Problems of trunk communications as part of an overall regional planning strategy".

(1) See footnote (1) on the previous page.

Each of these talks was followed by extensive general discussion in which the experts were all able to put their points of view.

The conclusions of the two days of discussions were presented by Mr Georg Wagner, Chairman of the Steering Committee for Regional Planning and the Architectural Heritage (CDAT).

I. "OUTLINE OF A CONCEPT OF EUROPEAN REGIONAL POLICY":
PILOT STUDY

A. PRESENTATION OF THE STUDY

At the opening of the Round Table, Prof. Kunzmann stressed that the pilot study "Outline of a Concept of European Regional Policy", published in 1977 as Study No. 3 in the European Regional Planning Series, was only a preliminary study, which should be considered as a contribution to the debate and as a starting point for further research. Since the completion of this initial study, the Town and Regional Planning Institute of the University of Dortmund had continued its work on the subject and its main findings had been summarised in a working paper, which he distributed to participants (see Appendix I).

Working out a European regional planning strategy was an ambitious task and a difficult test for European integration. Under existing socio-political and economic conditions, it would not be easy to achieve a systematic and exhaustive approach (demanding considerable financial and human resources over a long period of time). Consequently, it was preferable, in spite of the drawbacks inherent in the method, to adopt an "incremental" approach, with a view to devising regional planning concepts which could serve as a basis for scientific and political discussions leading eventually to improved co-ordination of national and regional policies.

Mr G Rojahn, a member of Prof. Kunzmann's team, outlined the theoretical aspects of the approach adopted. Analyses were based on a functional distribution of tasks among the regions, including a description of the existing spatial system, its deficiencies and the measures required for reducing disparities. Such a concept, however, did not imply the justification of existing nor the creation of future monostructural regions. The theory on which the study was based was therefore that a fair distribution of functional tasks all over European territory was necessary to achieve balanced regional development.

In the proposed approach, European regions were divided into:

- undeveloped areas (important ecologically but of little significance in terms of population and production - ie the poorest and most backward regions of Europe);
- developed areas (divided into rural areas, urban areas, and metropolitan areas).

The analysis of existing conditions and proposals for a concept of European regional policy were based on two elements:

- the urban system (hierarchy of settlements);

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- the spatial system (the distribution and development of regional activities and functions leading to a classification of regions, in spite of a certain overlapping of functions, according to one or more functions which are dominant and of European importance, eg agricultural regions, industrial regions, service regions, tourist regions, transport regions and energy regions).

Prof. Kunzmann proposed adopting the following procedural steps in working out a European regional planning concept.

1. identification of developed and undeveloped areas;
2. identification of regions suffering from urbanisation deficits or the disadvantages of large conurbations;
3. definition of priority functions of European importance (agriculture, industry, services, tourism, transport, energy);
4. identification of priority functions for these regions according to the definitions;
5. identification of regions of European importance;
6. identification of development deficits which cannot be overcome by national development programmes alone;
7. identification of corridors of European importance;
8. analysis of the functional capability and development potential of each European sub-region;
9. designation of priority functions for suitable sub-regions with a view to a balanced European distribution of priority functions;
10. identification of potential future corridors of European importance to support the envisaged distribution of functions in Europe;
11. formulation of strategies for developing sub-regions of European importance.

These procedural steps, except for steps 9 and 11, were followed in the study. However, the set of criteria used for the definition and selection of priority functions was to be considered as preliminary only. In the long-term, it would be essential to have reliable and comparable data and to develop indicators to render such an approach more precise. Thus the maps shown in the 1977 pilot study should only serve as examples for the time being, whilst offering a few points of reference in the sequence of procedural steps.

The map appended to the new working paper was not the same as that shown in the 1977 study. It contained more precise information on the priority functions of regions and a revised network of corridors of European importance (see Appendix I).

Further investigations at national as well as European level would be indispensable for the development of a concept of European regional policy which was politically acceptable and would meet the requirements of the populations concerned.

B. MAIN POINTS OF THE DISCUSSION

1. Concerning the method

a. The distribution of functions among the regions

Prof. Kunzmann's method of defining regions according to priority functions within set geographic limits elicited a number of comments.

It was pointed out in particular that it was impossible for obvious political reasons to divide up Europe by arbitrarily assigning specific tasks to different regions. A more flexible approach was preferred.

Nor could a prescriptive approach be justified on the grounds that it was easier to map. In order to represent and visualise the complexity of the actual situation, other forms of representation would have to be found and therefore a more flexible approach would have to be adopted, taking account in particular of the "time" factor.

b. An "incremental" approach

It was suggested that the European concept was in fact concerned with the planning of European space and that it would therefore be more appropriate to talk in terms of spatial planning, which represented a much more comprehensive approach than regional policy in the strict sense.

There were two possible approaches:

- a medium- or long-term systematic approach;
- an "incremental" approach based on provisional hypotheses.

On this latter point, Prof. Kunzmann commented that a systematic approach would take five to ten years. For this reason, whilst admitting its shortcomings, he favoured the step-by-step approach which he had proposed in his introduction.

c. A "dynamic" approach

A number of speakers felt that the approach adopted by Prof. Kunzmann was somewhat static and would prefer a more dynamic approach. The regions were at present engaged in a process which was leading to a certain degree of European spatial specialisation as part of the move towards European integration. What was therefore required was a dynamic analysis of the existing situation, ie an analysis of the processes leading to the accumulation or disappearance of functions in certain regions.

The major changes which had occurred in urban and rural regions would also have to be taken into account and it was inadvisable to draw a rigid distinction between major sectors of activity, such as industry and services, since they were closely interrelated. Furthermore, there were new forms of technology, which could now assist the traditional methods of regional redistribution. It was recognised that it was no easy task to represent a dynamic approach on a map.

d. Completing the study

Prof. Kunzmann's initial stage of investigation should be followed up in a second stage with a more detailed analysis of the processes of regional development which had led to the present situation.

It would also be advisable to look more closely at the spatial consequences of regional policies.

e. Competition between regions

Prof. Biehl stressed the importance of competition between regions. In urban areas, for example, public sector investment generally had the effect of subsidising the wealthier regions at the expense of the more deprived regions. If regional disparities were to be reduced, resources would have to be transferred from the more developed to the less developed regions by means of financial equalisation measures.

The question of competition was taken up by several speakers, and it was pointed out in particular that it was precisely a policy based on competition between the regions which had led to the present regional disparities.

f. Division of tasks between national and European level

The pilot study implied the need for a clear definition of the tasks and functions which regions could fulfil at a European level and at a national level. This of course raised a multitude of problems in the event of conflicting interests.

Several speakers expressed the opinion that the Council of Europe could play an important role in assessing the present situation and in devising alternative scenarios. The new concept could later be applied to the sectoral policies of other European organisations.

g. The scenario method

Scenarios had been suggested on several occasions as one method that could be used in preparing a European regional planning strategy.

On this point, Mr de Jouvenel said that a clear distinction should be drawn between observation - ie the analysis of day-to-day planning - and forward planning.

The land was being developed in any case, so that there was already a de facto pattern of European regional planning, which had perhaps not been intended but which was happening in the absence of any deliberate strategy. It was important to know the forces which were affecting European territory at present and which helped give it a certain structure. This belonged to the field of observation, applied as far as possible in a dynamic sense. The effect would be to produce what might be called a trend scenario for Europe, which would give an idea of what Europe would be like if present trends were allowed to develop unimpeded.

There was a different type of exercise which consisted in drawing up alternative plans for Europe, based on speculative scenarios.

This point of view was supported by a number of speakers. It was suggested in particular that a scenario should initially be produced showing the main trends of socio-economic development in Europe, to be followed later by a study of the consequences for European land-use.

Similarly, Mr Pierret wondered whether the objective should not be to devise several regional planning strategies, to the extent that any single concept would be so subject to political compromise that it was sure to end up completely neutral with virtually no political utility whatsoever.

For a concept to be useful, it should illustrate contrasting alternatives of European regional planning based on set options (including one emphasising coastal development).

In this connection, Mr Robert suggested that planning could be subdivided into two phases:

- the analytical phase; and
- the decision-making phase.

In the first phase, a number of alternative concepts could conceivably be put forward with the idea of testing political reactions. However, that should be only the beginning. In the Federal Republic of Germany and in the Netherlands, regional planning strategies fulfilled a significant administrative and legal function, since they served to co-ordinate public investment and policies. Consequently, producing a series of alternative concepts purely for comparative purposes was not the way to achieve a coherent plan to co-ordinate European policies in the field of investment and in the various sectors.

Mr Savy pointed out that alternative scenarios did not necessarily involve fixing arbitrary objectives unrelated to existing regional conditions. The objectives were sometimes suggested ways of resolving problems.

In Mr Brandon's opinion, the scenarios should be accompanied by an inventory of resources, which could be used for the development of deprived regions.

According to Mr Baeyens, the priority requirement was a study of land supply and demand generated now and in the future by sectoral policies.

Mr Savy wondered whether Prof. Kunzmann's work did not in itself constitute an unacceptable scenario to the extent that the method adopted, starting from the observation of existing regional specialisation, assigned to each region a unifunctional vocation which merely perpetuated existing inequalities. The Scenario of the Unacceptable prepared in France was just that: the passive projection of existing trends, which would lead to increasing concentration and specialisation. Its aim was to highlight the difficulties which were bound to occur if these trends were allowed to continue.

It was generally agreed that it would be desirable to include one or two scenarios in the preparation of a European regional planning concept but that financing them would be quite a problem in view of the expense involved.

Mr Wagner pointed out that although CEMAT was the most appropriate forum for devising a European concept, regional planning scenarios on a European scale could only be prepared with the assistance of specialised research institutes.

2. Legal problems

A number of speakers raised the question of providing a legal basis for a European concept. Prof. Kunzmann said that substantial political and legal problems would be involved in setting up such a concept at European level, but that once the concept had been approved it would be easier to pass appropriate legislation.

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The Secretariat pointed out that a future European regional planning concept was expressly referred to several times in the resolution of the 4th CEMAT (Vienna, 1978), and this already provided a political basis for preparatory activities /see Introduction/.

It was also pointed out that the preparatory work in this field was liable to have repercussions on national attitudes to regional planning. Thus in Switzerland, the work carried out by the Zurich Institute of Technology had influenced political discussions on Swiss regional planning.

The conclusion of the discussion was that it would be difficult at present to provide a solid legal basis. It would be preferable initially to create a political climate which was favourable to the idea of a European scheme. This would already be an important step forward.

Mr de Jouvenel furthermore felt that some of the international organisations were perhaps fortunate in not being vested with any real powers where regional planning was concerned, since this made them freer to stimulate the thoughts and reactions of political authorities.

3. Purpose of a European regional planning concept

In Mr Robert's opinion, the concept could have three functions:

- a. Its main function could be to provide a framework of reference for European and more especially Community investment, eg in the agricultural or regional sector, not yet tied to any precise location.
- b. It would reconcile conflicting land-use requirements in Europe by establishing priorities and constraints.
- c. It would provide representation of European structural land features, which had already been agreed upon at a European level, in particular in CEMAT (eg a European plan of communications and development corridors).

To start with, it was therefore advisable to establish a coherent framework of political objectives, which was at present lacking. The various European regional planning conferences had already laid down a number of guidelines covering particular problems in their resolutions.

In the opinion of Mr Baeyens, the idea should be to establish a scheme for Europe making the fullest use of available space subject to the protection of natural resources.

II. THE FRENCH APPROACH:
"THE REGIONAL PLANNING SCENARIOS"

A. "REGIONAL PLANNING SCENARIOS", BY MM DE JOUVENEL AND CEPPE

1. The "scenario of the unacceptable" in France

Mr de Jouvenel first gave some details about the "Scenario of the Unacceptable", which had been commissioned by the Délégation à l'Aménagement du Territoire et à Action Régionale (DATAR).

i. The reasons which led to the preparation of this scenario had been based essentially on two factors:

- observation of the often harmful impact of rapid industrial growth in the 1950s;
- the growing number and variety of attempts by the public authorities to impose a certain order on industrial growth.

ii. The aim of the scenario was, on the one hand, to identify the main developments which would occur with the growth of industrial society and their impact in geographical terms and, on the other hand, to improve the co-ordination of government measures.

iii. Means employed

The scenario of the unacceptable was a trend scenario in four parts:

- base;
- external factors;
- development;
- final picture or pictures.

The idea was, assuming the continuation of the existing French economic and social system, to find out where current trends would lead, or, in other words, to imagine the future which France could expect in the absence of any abrupt physical or political change.

- The base of the scenario consisted in representing the social, economic, industrial and spatial conditions which prevailed in France in the 1960s. This base was sub-divided, according to the method of systems analysis, into four parts: industrial society, urban society, rural society and agricultural society. Once these different societies had been described, the dynamic factors or forces for change had to be determined, and it was decided at the time that the driving force would be provided by industry.

- With regard to the external factors affecting the development of French society, it was assumed that the international scene would remain substantially unchanged as far as France was concerned. Thus it was assumed that there would be no world conflict, no major world economic crisis, no political integration of Europe and few common characteristics in the development of European countries.
- Development. Once these assumptions had been made - whether rightly or wrongly - the next step was to initiate a procedure of historical simulation to find out how the situation might evolve - hence the name of trend scenario. Along some of the projected paths of development breaks appeared which were inherent in the system. To ensure the continuity of the exercise, a few regulatory measures had to be introduced. For instance, regionalisation schemes were built into the scenario to counteract the growing paralysis of central institutions.
- Final picture. The outcome was one or more final pictures, which were deemed to be unacceptable, hence the "deterrent" value of the scenario and its effect in stimulating the preparation of alternatives.

2. Major trends in Europe

From his observations of current trends, Mr de Jouvenel thought that, potentially, a scenario of the unacceptable already existed in Europe. Any analysis of these trends soon produced some fairly alarming final pictures, either exposing glaring inequalities between the regions or, in more general terms, revealing a marked decline of Europe in world affairs etc.

Current trends in Europe, on which the opinion that we were moving towards an unacceptable future was based, were of three kinds:

- external factors;
- internal factors common to Europe;
- disparities between countries or between different regions in the same country.

a. The geopolitical situation in Europe

In order to introduce the discussion, Mr de Jouvenel put forward the view that Europe had moved from a position of strength in an organised world to a position of comparative weakness in a disorganised world. This opinion was based on three factors:

- i. the transition from a bipolar situation in the world to an increasingly multipolar situation, with the decline of the United States and the emergence of certain third world countries. For instance, the United States' share of the total GNP of the

seven largest industrial countries in OECD had dwindled from 65% in 1955 to 45% by 1978 (according to the "Interfutures" forecast, this share would fall below 30% by the year 2000), while its share of world trade fell from 20% in 1955 to 12% in 1978;

- ii. the growth of third world countries, with an increasing share of the world population, an uneven distribution of natural resources and the ability of some of these countries to compete with Europe industrially;
- iii. the fact that Europe was evolving in the context of an increasingly disorganised world, eg in the monetary field.

The obvious conclusions were that:

- Europe was weak, especially owing to its dependence on countries rich in natural resources;
- Europe was increasingly meeting with competition in the industrial field from countries with a high capacity for investment and productivity.

b. Internal European factors

Mr de Jouvenel mentioned the following factors in particular:

- an ageing population: most countries, with the exception of Finland, were no longer renewing their population. The result was that in the first place the population of Europe was tending to fall and in the second place it was tending to age. Hence a growing imbalance between the working population and the non-working population.

Europe also had to cope simultaneously with two problems, which would probably be aggravated in the coming decade:

- growing unemployment. This trend would probably worsen to the extent that we were caught in the following vicious circle:
 - . slower growth leading to unemployment;
 - . investment needed to stimulate the economy;
 - . owing to high wage costs, investment aimed at higher productivity;
 - . higher productivity leading to higher unemployment;

- breakdown of control systems. The power of the authorities to regulate and intervene in order to counteract the negative effects of economic growth was steadily weakening, especially on account of the social welfare crisis, which had led to a considerable increase in public expenditure and to increasing discredit being cast on any action taken by the authorities. Furthermore, higher public sector investment was producing diminishing social satisfaction;
- the impact of technological progress in the coming decades. The growth of technology, especially through increased productivity would lead to higher unemployment, eg in banking and insurance through the spread of computers, and in industry through the spread of automation.

These problems brought to mind a number of pictures which could serve as a basis for contrasting scenarios:

- Would higher unemployment result in growing idleness or in better distribution of work?
- As a product of technological progress, would computers have a centralising or a decentralising effect?
- Were we moving towards a divided economy, with a highly competitive sector open to the international market on the one hand and a protected, non-competitive sector on the other?

c. Differences between European countries

The situation differed from country to country according to which type of policy was being considered (industrial, employment etc).

Similarly, there were increasing differences between countries and between regions.

On the basis of these factors, it was possible to imagine a series of contrasting scenarios.

3. Regional planning scenarios for Europe

Mr Ceppe presented a number of scenarios, pointing out that they were no more than rough sketches. To work them out properly would require considerable research (in the fields of history, sociology, demography, economics, politics, geography etc) and hence corresponding financial resources.

He proposed:

- a scenario of the unacceptable for Europe (by analogy with the French one);
- several regional planning scenarios for Europe.

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a. An emerging unacceptable scenario for Europe

i. The unacceptable scenario

- Northern Europe is "plugged in" to the trans-national system: the developed area of Europe consists of three main growth centres: southern England, the Paris-Hamburg-Switzerland triangle and northern Italy.

This backbone of Europe contains the major part of the total population. The urban system is characterised mainly by industrial and tertiary activities. It forms a "high performance" transport system, connected by the North Sea ports and international airports to the "world trading system".

The European megalopolis is the leading commercial centre in the world, a strategic financial and banking centre, a powerful industrial centre, a huge market, a pool of skilled labour, a source of innovation etc. It is a stronghold of the "trans-national system".

- The peripheral regions are (comparatively) deprived: peripheral Europe covers Ireland, Scotland, western France, southern Italy, Sweden, Norway etc ...

These regions are sparsely populated and little urbanised. They have few industries and specialise in agriculture and tourism. As a result, their income level is low; their transport system is inadequate and as a market they are not concentrated enough to generate their own "take-off".

- ii. A two-tier Europe: the European growth system aggravates inequalities between regions. When the Common Market began in 1958, the differential ratio between regions was 1:3. By 1979, it had become 1:6. This is one point on which the EEC has not fulfilled the "hopes" of the Treaty of Rome, where it was intended to reduce disparities between regions. Surely, the following pattern is unacceptable:

- in "northern Europe", an urban, maritime, industrial, tertiary region, undergoing a cumulative process of independent growth (slowed only by re-conversion crises);
- in "peripheral Europe", underdeveloped, under-urbanised, under-industrialised regions, specialising in agricultural and recreational activities.

In the future, widening inequalities between the regions - linked to the effects of the crisis - are likely to lead to substantial economic and social conflict which could detract from overall performance. Hence the urgent need to initiate a policy aimed at reducing inequalities (standard of living, life-styles, unemployment, working conditions etc).

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b. Regional planning scenarios (1)

i. Regional planning scenarios for Europe

- . The unacceptable scenario: This consists merely in the projection of past trends. The growth model is liberal and "spontaneous". Maritime exchanges are conducted mainly through the ports of the North Sea, which remain the "gate to Europe". The traditional growth centres (southern England, the Ruhr-Hamburg-Switzerland triangle, northern Italy) prosper. A megalopolis takes shape, stretching from London to Berne. This is a "land-based Europe", with a growth axis weighted on the side of the continent.

This "axis of activity" specialises in high-technology industry and sophisticated pursuits. It grows by attracting labour from the periphery, hence a substantial degree of migration.

The peripheral regions become depopulated. Their relative poverty increases. There are growing disparities between EEC regions. These imbalances, coupled with rising energy costs, drive up inflation, balance of payments deficits and unemployment.

An economic split appears in Europe. On the one hand, in the north, there is a fertile, competitive triangle, a "growth centre of the trans-national system", trading with the rest of the world; and on the other hand, "the peripheral regions", living on the fringe of the market economy. They are depopulated and little urbanised. Their standard of living is low. They tend to specialise in agriculture and tourism.

Unemployment in Europe (2) rises to a figure of six to eight or even ten million.

- . The intentional scenario: The "spontaneous" scenario carries with it a serious risk of social conflict, which in turn could hamper growth. The EEC accordingly institutes a deliberate regional planning policy. The rhythm and pattern of growth are adjusted to the crisis. Policies are aimed at bringing the whole of Europe "on stream" and responding to the challenge of the 1973 crisis.

More resources are allocated to the European funds (Social Fund, EAGGF, Regional Development Fund). Peripheral regions are given sufficient means for "take-off", especially maritime regions. The EEC helps to set up new but smaller "growth centres", especially around ports (Lower Loire, Marseilles, Bordeaux, southern Italy, Scotland, Ireland, Sweden, Norway). The development of these centres spreads growth and helps reduce inequalities between regions. At the same time, a policy is initiated to decentralise the tertiary industries of wealthier regions towards the poorer regions, with the idea of "opening up" the fertile triangle.

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- (1) The author notes that more research would be required to work out the scenarios in detail.
 - (2) These figures refer to the EEC.

Major growth centres, such as southern England, Paris-Hamburg-Switzerland or northern Italy, specialise in quaternary activities and high technology industry. This releases the "less sophisticated" industries, which can then move to the peripheral regions.

The EEC tries to provide equal opportunities, to harmonise growth and distribute it evenly. Its policies seek a more rational use of space and a more even spread of populations and activities throughout Europe. This type of growth is "conducive" to a better quality of life and of the environment. There is an improvement in living conditions. Human settlements tend to be smaller, with more social activities. The Community increases the opportunities for personal and collective well-being. Growth occurs in a fresh, unsullied environment, at a lower economic and social cost. Everything is kept on a more human scale.

- . The extreme scenario: The costs and constraints of being concentrated in towns and the "megalopolis" become unbearable for an increasing number of citizens. They leave the towns and conurbations to "found new human settlements" on new land in the periphery.

They are particularly attracted by coastal areas. A "maritime civilisation" develops. Men gather along the coasts, attracted by open space, water and fresh air. They set up a great variety of towns on a human scale, designed to meet human needs. This could be a type of civilisation geared to the quality of life, to spiritual progress, to recreation, inner life and culture. A hundred Athens are founded in Europe.

The surplus required to subsidise this "golden age" (which may herald the dawn of civilisation and the end of "barbarism") is produced by automating industrial and tertiary production, especially in the "fertile triangle" of northern Europe.

ii. Alternative strategies for Europe (1)

- . Land-oriented Europe

This would confirm a major development axis (southern England/Paris-Hamburg-Switzerland/northern Italy), which would be assigned the task of creating enough wealth to satisfy all Europe's needs. Internal trade would be given preference over the development of external trade.

Peripheral regions are "assisted". A few centres of industrial and tertiary development (in limited numbers) emerge spontaneously. Decentralisation at the heart of Europe is insufficient to bring wealth to the peripheral regions.

This is the solution of "land-oriented Europe", in which the forces of growth are concentrated along two major continental axes: Rhine-Rhône and Rhine-Danube. Development is geared first of all to satisfying the needs of the EEC population, which tends to remain stationary.

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(1) The author notes that a full commentary on these strategies would require a much more thorough approach.

. Seaward-looking Europe

Europe extends its contacts with the outside world in the economic, cultural and technological fields of civilisation. Europe "fertilises" the world and aims to help satisfy the needs of "every individual and mankind in general".

The scenario is based on the development of maritime contacts all along the European coastline: the North Sea, the Atlantic and the Mediterranean. New ports are built and regular communications are established. Contacts are developed with all countries of the world. A maritime civilisation is "recreated".

Europe plays a moderating role in the world, helps satisfy the basic needs of 2,000 million poor people and assists "take-off" in the 105 underdeveloped countries of the world.

Europe accomplishes a civilising mission and strives for a new "millenium of justice and equality among peoples". It combats inequality throughout the world.

Europe is itself fertilised in return through its contacts with the world and gives birth to a new European and trans-national maritime civilisation. From this emerges a new European civilisation geared to the quality of life, a harmonious combination of world currents and the aspirations of European peoples.

B. MAIN POINTS OF THE DISCUSSION

1. Approach adopted in the draft scenarios

Mr Robert thought that in the various means of stimulating growth in the peripheral regions suggested in the draft scenarios were really similar to the measures proposed in the regional policies of the 1950s, ie transfer of capital and decentralisation of labour-intensive industries. He wondered whether such a policy was still realistic in present circumstances, considering that labour-intensive industries were increasingly being transferred to the third world and that doubts were increasingly being cast on the advisability of transferring capital. He felt that more thought should be given to the opportunities offered by technological development and by new production systems. This would be an occasion to examine real development opportunities in the peripheral regions and the consequences of such development in fields which had been somewhat overlooked in the past, such as vocational training.

Mr Wüsten thought one should not be unduly pessimistic about the future of peripheral regions, which were still attractive to firms because of their lower labour costs. It would of course imply support for a European regional policy.

Mr Baeyens suggested that further study should be devoted to the recently observed tendency for migrants to return where they came from and to the noticeable trend in some industrial countries towards renewed interest in self-employment and farming.

Mr Rathery wondered whether the alternative scenarios proposed as an answer to the Scenario of the Unacceptable did in fact provide a solution to the "unacceptable" trends. Would the development of the peripheral regions proposed in these alternative scenarios be able to solve problems such as Europe's position in the world, population trends or the ineffectiveness of control systems?

Mr de Jouvenel pointed out that scenarios were ponderous, costly and time-consuming exercises. The drafts presented at the Round Table were no more than sketches, but proper scenarios were nevertheless needed at a European level.

2. Analysis of the economic and social situation in Europe

Mr Biehl commented on the assumption in the scenarios that unemployment would tend to increase in the future and referred to the difficulty of reconciling employment and wage policies. He noted that full employment policy at a regional level tended to hamper wage growth and vice versa. He thought that the aim of any realistic policy should be to find a happy medium between employment and wages. He then presented an approach which considered differences in per capita income as a function of regional assets, such as possible economies of scale according to the size of the region, type of housing available, position of the region (central or peripheral), sectoral structure and infrastructure. Using this kind of approach, he added, it was possible to account for income differences between regions and to identify the potential assets of different regions in order to estimate their productivity and assess claims for equal wages.

If there were strong pressures for wage re-adjustments, it was worth remembering, he added, that if wages increased faster than productivity, it was no longer possible to pursue the "employment" target. He also pointed out that the problem of the transfer of resources was not only a problem of regional planning as such, insofar as it would not be possible to provide the necessary infrastructure, amenities and housing without a real transfer of resources to the deprived regions. However, this would depend essentially on political solidarity, which could only come about if there were a change in the system of political decision-making. There were problems in this respect at a European level, insofar as some countries approved a transfer of resources at European level yet rejected a transfer of power at Community level.

Mr Biehl also mentioned the idea of taxing urban areas in order to finance regional policy in "under-urbanised" regions.

Mr Ceppe pointed out that economies of scale were a controversial topic. In high growth periods, growth centres offered economies of scale and hence induced further growth. However, in a megalopolis (such as Tokyo), there were negative costs (such as pollution etc) which counteracted positive growth factors. It was by no means sure, moreover, that growth would occur in the same regions as in the past and in the same form. It was quite possible that the creative centres of the future would be located outside the growth centres of the 1960s. The economies-of-scale argument should therefore be offset by a consideration of negative urban costs.

The effort to remove regional inequalities in Europe would also be a way of restoring basic equilibria (eg balance of payments, cost of living etc). Furthermore, rather than maximum "wild" growth, which led to the concentration of production factors in a few centres, he preferred "harmonised" growth based on a diversity of centres and on a structured urban network aimed at making full use of the space available. He finally proposed that regional planning should be considered as a means of combating inequalities and of preparing the society of the future, which implied taking into account a variety of aspects: historical, political (need for popular consent), social (social harmony), geographical (Europe in relation to the rest of the world), cultural (diversity of culture, language etc), forward planning etc.

Mr de Jouvenel said that the notion of development should be understood as the take-off of a dynamic process, starting with a given stock not only of capital but also of people and land. The important consideration, therefore, starting from this existing heritage, was what type of development could be expected for the various regions and how could their varying forms of development be harmonised?

What he proposed, therefore, was drawing up an inventory of Europe's stock of wealth, that is of its possibilities and its natural and human assets etc, and studying how it could best be utilised. He thought that the approach to development problems had so far been too economic and "monetary", and the result had been to destroy that part of our wealth that could not be expressed in money terms. The aim of new discussions on development and growth was, firstly, to progress from this restrictive concept of development to a more general approach, taking account of both monetary and non-monetary aspects. Secondly, it was time to move on from a policy of maximising the profit of individual sectors to a policy based on optimising overall return, ie one of balanced or organic growth.

He also pointed out, with reference to Mr Biehl's comments, that different objectives were not always contradictory. The Phillips theory, based on data of the period 1851 to 1913, whereby unemployment was inversely proportional to wage increases, had been completely invalidated. Similarly, recent work carried out in the United States showed that the costs of environmental policies (estimated at 1% of GNP), with an effect on employment and inflation of the order of 0.04%, were largely offset by the development of anti-pollution industries, the creation of quality-related jobs etc.

In more general terms, the question was whether the framework of reference and of economic, social and spatial analysis was relevant or obsolete. It was open to question whether full employment was itself a desirable and realistic objective.

It could be argued, he concluded, that in view of the present situation, any future approach should adopt a completely different system of reference.

3. Physical planning and economic planning

Mr Molle thought there were two aspects to a European concept. In the first place, it could be the equivalent in land terms to what was happening in society and in the second place it could be an instrument of development for creating the necessary conditions to reduce regional disparities. He wondered, however, how such a scheme could solve the problems which had been mentioned, especially insofar as countries did not show much inclination to co-ordinate their economic policies at a European level. Generally speaking, he thought that excessive emphasis was being placed at present on the economic aspect of regional policy and not enough on the physical planning aspect. He also drew attention to the risk entailed in an excessively bureaucratic approach to planning.

Mr Savy thought that the proposals presented in the draft regional planning scenarios should be seen in the context of a general economic development project, of which the spatial aspect was only one facet. It was impossible to imagine an independent regional planning policy which was, for instance, indifferent to the choice between employment and growth. It was right to study spatial planning as a specific problem, but regional planning policy should be seen in the context of general development policy.

Mr Kunzmann said that physical planning and economic planning were closely connected. The two should not be separated in a European concept but an effort should be made as far as possible to combine economic and social factors (how did people want to live in the future?) and their effects in terms of physical planning. These effects should be illustrated by means of spatial representation.

Mr de Jouvenel also thought that there was a close interrelation between the economic and social system and development plans. Spatial development patterns were the result of the interplay of economic and social forces.

4. Concerning the peripheral regions

Mr Pierret, after expressing interest in the scenario featuring the peripheral maritime regions, said that since it had been set up, the Conference of Peripheral Maritime Regions had never been opposed to central regions. He thought there should be detailed studies of the benefit for the central regions themselves and for Europe as a whole of developing the peripheral regions. Studies should be made in particular of infrastructure costs, the effects on the market etc. The peripheral regions would benefit considerably from any research showing the common interest and benefit for central regions of a development scenario for the peripheral regions.

He also pointed out that the peripheral and agricultural regions, which produced proteins, played an important part in solving the problem of hunger in the world.

Mr Courlet thought that a somewhat over-simplified picture of the current situation had been presented. On the one hand, the central regions, which were presented as a uniform system, were really becoming increasingly differentiated and on the other hand, the peripheral regions were by no means all agricultural, and some had already undergone a degree of industrialisation. With regard to the "intentional" scenario, Mr Courlet put forward the following queries:

- Might not the proposed creation of new centres in the peripheral regions reproduce at international level the results which were already apparent at a national level (eg at Fos, in southern Spain and in southern Italy) and which had had the effect of upsetting regional structures, especially through the encroachment of industry on agricultural land?
- What type of industry would be attracted to the proposed centres, and would the centres be national or multinational?
- Would the situation of the peripheral regions be in any way improved if existing transfers of resources at a national level were carried out henceforth at a European level?
- How should one deal with the problem of labour, which was increasingly being managed at an international level, although it was still governed by national rules?

III. THE SWISS APPROACH

A. "ALTERNATIVE DEVELOPMENT CONCEPTS FOR SWITZERLAND" by Mr RINGLI,
Federal Institute of Technology (Switzerland)

The recent progress of regional planning in Switzerland, according to Mr Ringli, was marked by four main events (see table 1):

1. the initial "Swiss national development concepts" based on studies by a research institute. These were drafted in the 1960s, a period of continuous growth and confidence in the future (the population forecast, for instance, was an increase from 6 million to 7.5 million by the year 2000);
2. the national development concept (known as CK-73) drawn up by the federal administration, in which doubts were expressed concerning earlier population forecasts;
3. the rejection of the Regional Planning Bill by referendum in June 1976, when the Swiss people decided that there was little real use for long-term planning in a period of recession;
4. the Federal Planning Act (loi fédérale sur l'aménagement du territoire, or LAT), which was passed on 22 June 1979, and came into effect on 1 January 1980.

Mr Ringli then went through the main stages in detail.

1. "Swiss national development concepts" prepared by the Institute for National, Regional and Local Planning (ORL Institut) at the Federal Institute of Technology, Zurich

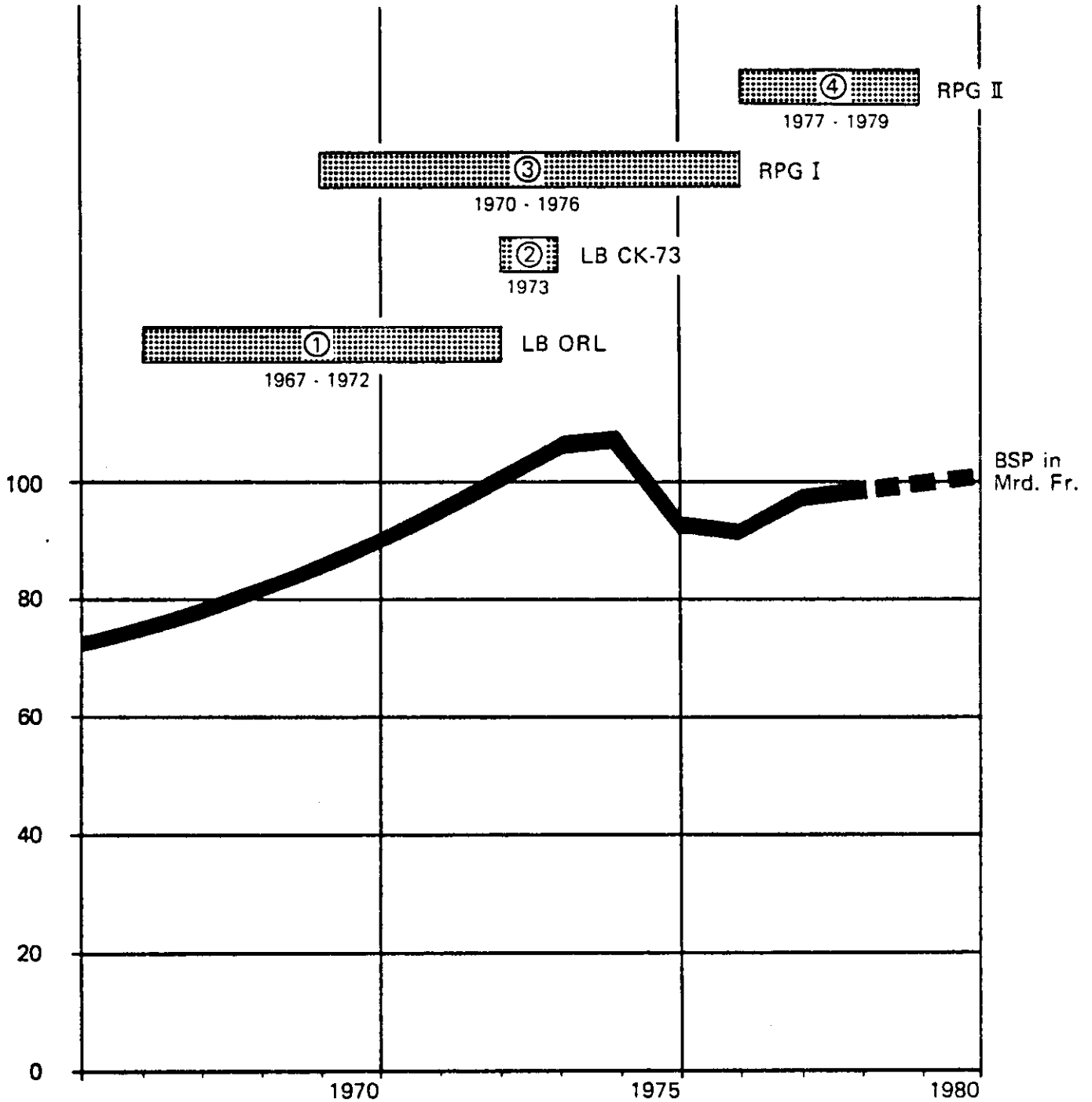
This work presented a series of development alternatives for Switzerland in the year 2000. Starting from existing conditions, the first version, known as "Trend", showed what would happen if current trends were allowed to continue unchecked. This was followed by nine alternatives, differing in varying degrees from current projections and each oriented towards precise objectives.

A description was then given of these alternatives, with the advantages and disadvantages of each where land use was concerned, the idea being to provide a working basis for choosing the most desirable alternative for Switzerland in the year 2000.

Tableau 1/Table 1

Die vier Hauptereignisse der nationalen Raumplanung in der Schweiz im zeitlichen Ablauf und vor dem Hintergrund der wirtschaftlichen Entwicklung

The four main events in Swiss regional planning shown superimposed on a time graph of economic growth



- ① LB ORL - Landesplanerische Leitbilder der Schweiz (ORL-Institut)
- ② LB CK-73 - Raumplanerisches Leitbild der Schweiz "CK-73"
- ③ RPG I - Bundesgesetz über die Raumplanung vom 4. Okt. 1974
- ④ RPG II - Bundesgesetz über die Raumplanung vom 22. Juni 1979

In these studies, the institute had adopted a general approach concentrating on three main aspects:

- the settlement structure showing the future distribution of the population and employment, the urban system and catchment areas;
- the countryside structure showing the use of open spaces and how these should be used for agriculture, forestry, tourism etc;
- the transport and public services structure establishing the main networks and technical equipment in the fields of transport, water and energy supply and refuse disposal.

A number of planning alternatives were then proposed (see table 2).

Where the settlement structure was concerned, for instance, the alternatives could be summed up as follows:

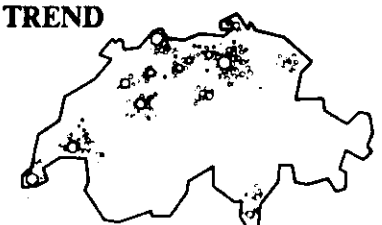
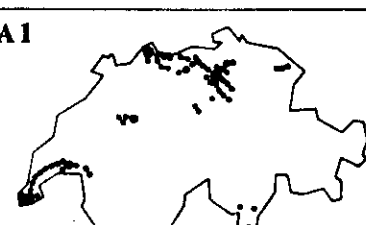
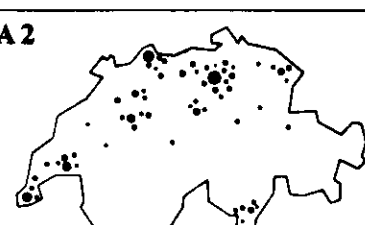
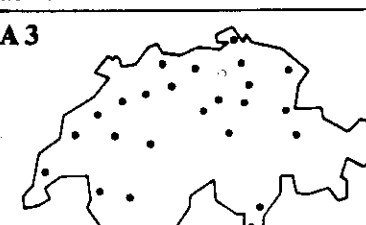
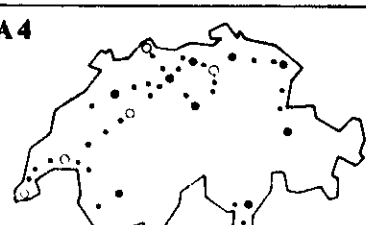
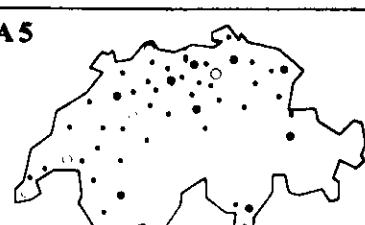
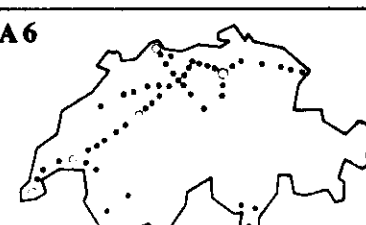
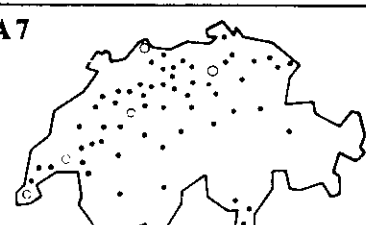
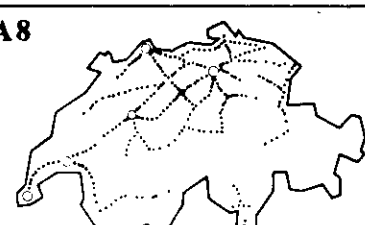
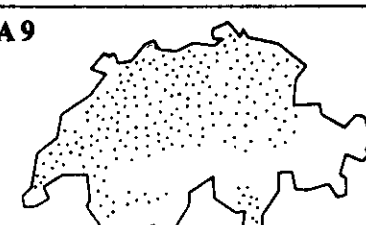
- The "Trend" version: a straightforward projection of current trends would lead to the further growth of existing urban areas and the decline of the population and economic power of rural and mountainous regions.
- The other alternatives ranged from an urbanisation plan based on two areas of high concentration (Basle-Zurich and Geneva - Lausanne-Montreux) to a network of small, scattered towns. Between these two extremes, a number of intermediary alternatives, based either on development axes or on more dispersed development structures.

The value of this work resided in the fact that for the first time a comprehensive approach had been adopted covering the whole of Switzerland (with the same method being applied to all the regions) and that the study was interdisciplinary, and took account of the different sectors affecting land development.

One drawback of the work, however, was that, for didactical reasons, the alternatives were presented in a rather simple, straightforward manner. For instance, the version of a Switzerland made up of small towns was unrealistic to the extent that several major cities already existed. The aim, then, was to present a number of possibilities showing the consequences of each alternative in terms of land use.

It should also be pointed out that the development concepts presented for the year 2000 did not include any consideration of the intermediary stages of development.

Table 2

Range of alternative development concepts		
View of the diagrammatic settlement patterns with a brief description of the general concept		<p>TREND</p>  <p>Unguided urbanization - Production-oriented agriculture - Traditional and new tourist areas</p>
<p>A1</p>  <p>Concentrated urbanization in two regions - Emphasis on landscape conservation in the complementary space - Traditional tourist areas</p>	<p>A2</p>  <p>Concentrated urbanization reinforcing the natural tendency - Production-oriented agriculture - New tourist areas</p>	<p>A3</p>  <p>Numerous large cities - Emphasis on landscape conservation in the complementary space - New tourist areas</p>
<p>A4</p>  <p>New large cities and towns of medium importance on development axes - Emphasis on landscape conservation in the complementary space - New tourist areas</p>	<p>A5</p>  <p>New large cities and towns of medium importance dispersed - Production-oriented agriculture - Traditional tourist areas</p>	<p>A6</p>  <p>Towns of medium importance on development axes - Emphasis on landscape conservation in the complementary space - New tourist areas</p>
<p>A7</p>  <p>Towns of medium importance dispersed - Production-oriented agriculture - New and traditional tourist areas</p>	<p>A8</p>  <p>Small towns on development axes - Production-oriented agriculture - Traditional tourist areas</p>	<p>A9</p>  <p>Small towns dispersed - Production-oriented agriculture - New and traditional tourist areas</p>

There had been a lively response to the ORL's scientific approach in the press and even in satirical journals. For the first time, major development and regional planning concepts were being discussed all over Switzerland and the Swiss press made its own, often humorous contributions to the debate (see illustrations: table 3). This public reaction was undoubtedly of value to the ORL and provided a further incentive.

On the other hand, there had been practically no response in political and economic circles. The general view there was that the schemes put forward were too abstract and too remote in time.

The administration, both federal and cantonal, took more interest in the analytical aspects of the work (eg the optimum location of agricultural areas) than in the major concepts.

Later, the Federal Council appointed a conference of senior officials (under the chairmanship of a regional planning commissioner) to examine the ORL's development schemes.

At the same time, there was a change in political thinking, in that the undesirable character of current developments was recognised, especially the drawbacks of excessive regional disparities and the fact that the loss of population in some cantons was resulting in a loss of economic power. There was general agreement that regional disparities should be reduced and that there should be a decentralisation of settlement at regional level. Unfortunately, everyone had their own idea about just what this meant.

2. In 1973, then, the Conference of Senior officials prepared a new national development concept known as "CK-73" (1). This new concept was based on a more balanced urban system with support for rural areas. The plan was based on the notion that the population of the five existing major centres (Zurich, Basle, Berne, Lausanne and Geneva) should be stabilised and that qualitative growth was preferable to quantitative growth. On the other hand, well-situated, medium-sized towns with a certain growth potential, such as Lausanne, St. Gallen etc should be allowed to develop further (see table 4). The aim was to reduce the disparity between major centres and deprived areas and to provide more services and jobs in rural areas. Travelling time between distant rural areas and major urban centres would be reduced and the new centres would be able to absorb the main population flow from mountain regions, most of which were heading at present for one of the five main conurbations.

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(1) CK is the abbreviation of "Chefbeamtenkonferenz" (Conference of Senior officials).

Rebelspalter

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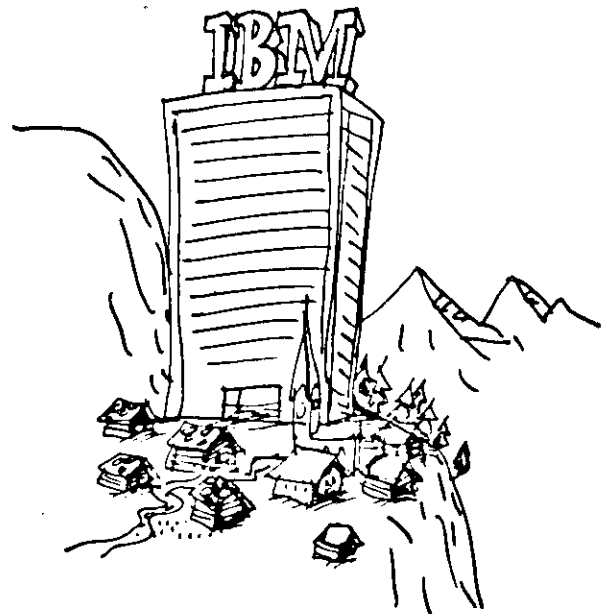
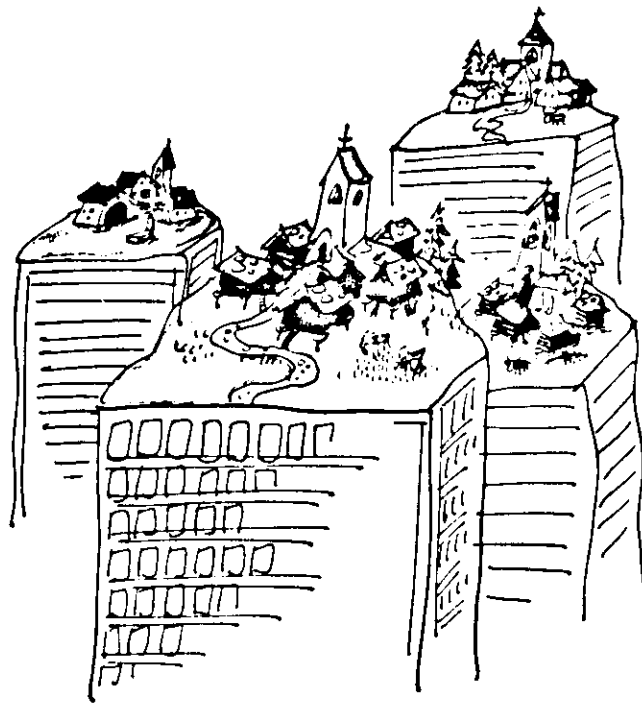
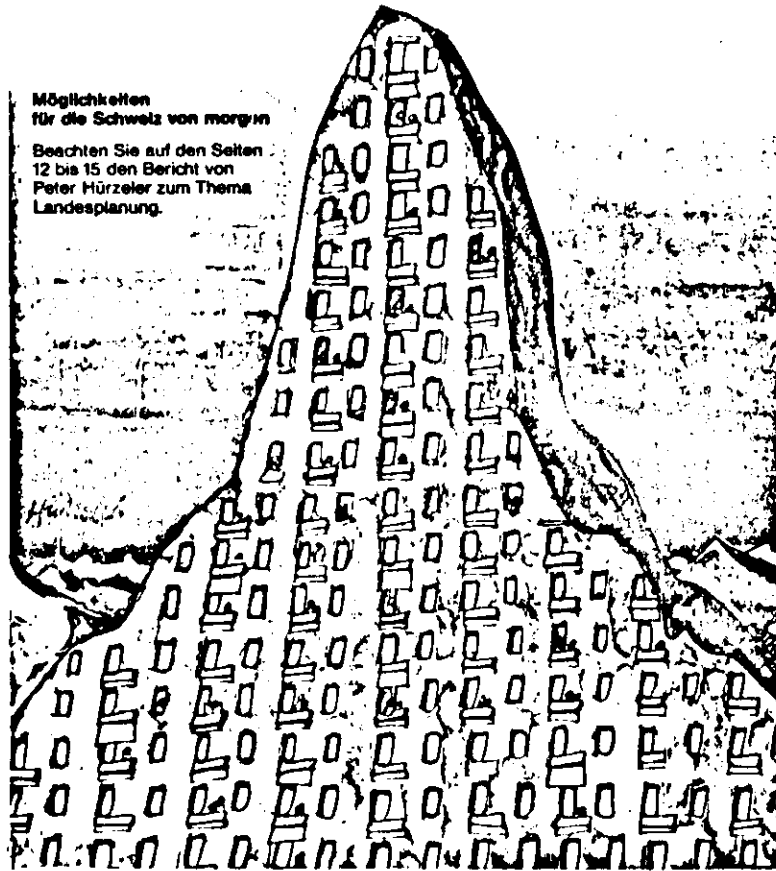
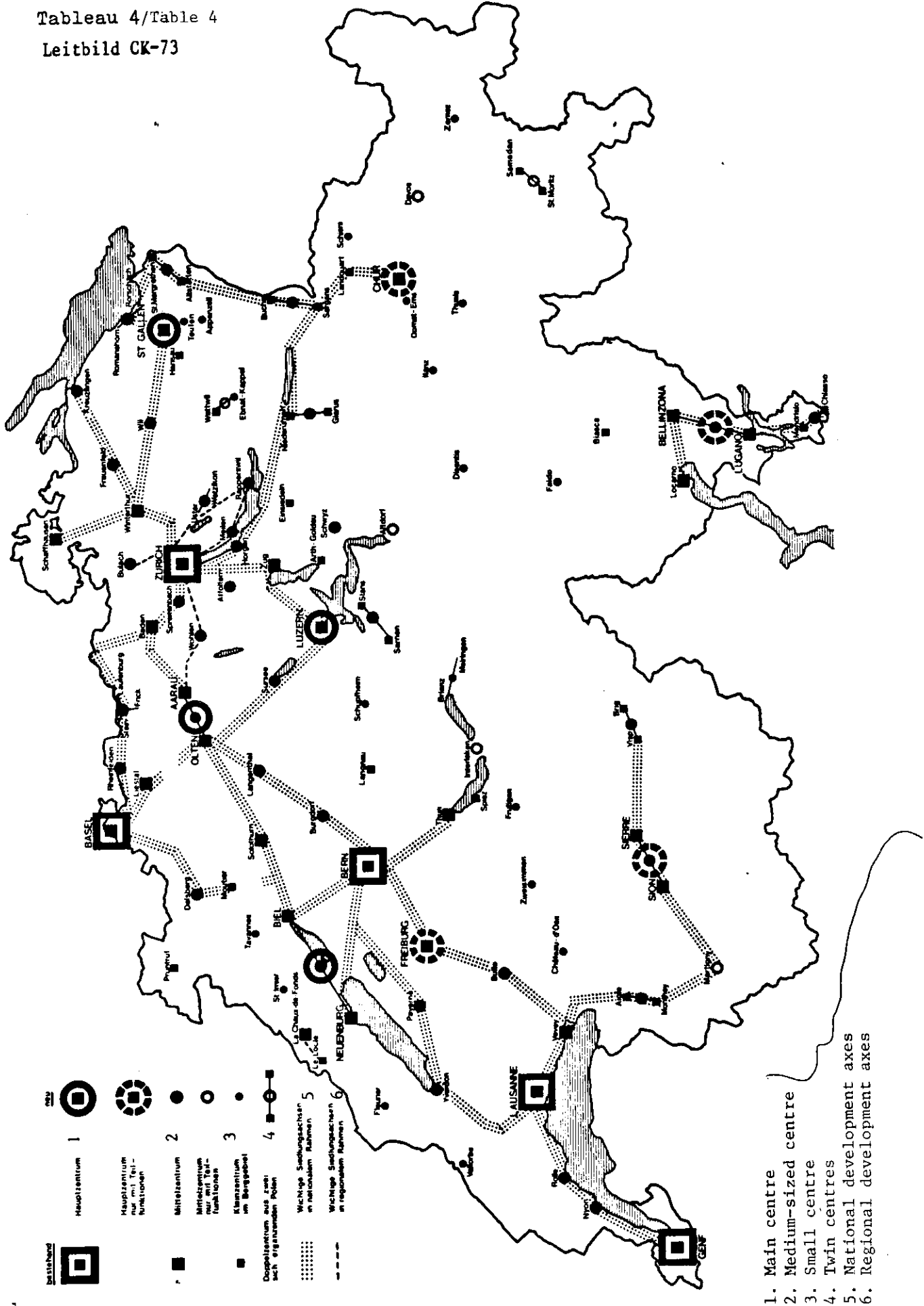


Tableau 4/Table 4
Leitbild CK-73



1. Main centre
2. Medium-sized centre
3. Small centre
4. Twin centres
5. National development axes
6. Regional development axes

The plan also included encouraging the development of small centres in mountain areas.

So this new development concept prepared by the federal administration was based not so much, like the previous one, on purely theoretical schemes, as on real conditions, which may be considered a step forward.

The aim of the Conference of Senior Officials was, by means of this development concept, to initiate discussions with the cantons and the various departments of the federal administration before arriving at a decision.

However, things did not work out that way. The Federal Council thought that the development concepts should serve to co-ordinate all federal department measures affecting land use. The cantons thereupon constituted working groups to discuss the concepts and they soon concluded that the scheme constituted an authoritative act on the part of the Confederation rather than a working basis. They furthermore interpreted the development concepts as a fixed and final version of the year 2000, whilst they would have preferred an "incremental", ie step-by-step, approach.

3. It was in the general context of recession, when popular interest was focused on short-term measures to overcome the crisis, that the Federal Planning Bill was rejected by referendum in June 1976.

Development concepts were then shelved, although, as a result of the interest shown by some pressure groups in the schemes affecting certain sectors, such as transport or energy, the latter remained under study.

4. Federal Planning Act (loi fédérale sur l'aménagement du territoire or LAT) of 22 June 1979

The rejection of the initial bill had shown that, where planning was concerned, decisions could not be imposed from above, especially in view of the fact that the cantons enjoyed substantial powers in this respect under the Swiss Constitution.

For this reason, the new Act divided spatial planning into two fields: conceptual planning (co-ordinating activities in all sectors affecting land development) and area planning.

The approach adopted in the new legislation clearly showed that development concepts could no longer remain the sole preserve of the federal administration. They had to be prepared by the cantons, then co-ordinated and implemented at federal level. Development concepts now had a legal basis, and this was an important step. Under the new law, the cantons had to prepare a general scheme of cantonal planning. This meant, of course, that the Confederation had the enormous task of co-ordinating all the plans drawn up by the cantons, although there was no other feasible solution in Switzerland, since the federal plan had to have the support of the cantons.

There were also two negative aspects to the new law:

- The national parliament had been excluded from regional planning, which was regrettable and showed that regional planning had still not really entered the political arena. Parliament had in fact rejected the proposal to set up a parliamentary committee to deal with regional planning, regarding it as a technical field which belonged to the administration.
- At the same time, the Federal Chambers had rejected the proposal for a report on the situation and problems of regional planning to be presented every two years. This was another negative feature of the new Act.

5. To sum up:

- The development concepts of the ORL (Zurich), purely technical in character, put forward alternatives for the future based on the expectation of growth.
- The more limited concept of the Conference of Senior Officials "CK-73", which was more geared to real problems, drew attention to regional disparities and suggested ways of putting things right. The approach adopted was more restricted than the previous one and considered only a smaller number of alternatives.
- The present situation revealed the need for a considerable effort to ensure co-ordination of cantonal plans at a federal level.

In conclusion, Mr Ringli extracted what the Swiss experience had to offer on a European scale. He thought that a European scheme would require four stages:

- i. At the cognitive stage, an analysis of the development of present trends was needed in order to identify the problems.
- ii. Once the problems had been identified in this way, the next step was to select objectives. If this proved to be impossible, it was of some utility to specify undesirable outcomes, as in the "Scenario of the Unacceptable".
- iii. Once the objectives had been defined, they had to be represented in spatial terms and a development concept should be prepared, since Swiss experience had clearly shown that it was always possible to establish objectives, but that each canton tended to interpret them in its own way and general agreement was always difficult to achieve. Such a representation required analytical work to define in which areas development could take place and which areas would be likely to cause problems.
- iv. The final stage would be a division of labour in spatial terms.

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The process could be initiated at European level, for instance by means of a European Charter. What was needed first of all was a framework of reference - Prof. Kunzmann's study could provide a basis - and secondly a comparison and assessment of national findings. At the national level, there would be a reaction to the requirements and ideas expressed at European level and studies would then be carried out on growth trends, problems and potential. There would therefore be reciprocal exchanges between the European level and the national level and it was very important that this should be so.

Needless to say, national contributions had to be made comparable for any co-ordination at European level to be feasible.

B. MAIN POINTS OF THE DISCUSSION

Mr Robert said that the work carried out by the ORL Institute (Zurich) was astonishing in its scope and went beyond anything achieved in other European countries. As far as the method was concerned, it was reminiscent of what was referred to in futurism as the "morphological" approach, which started by considering all possibilities and then eliminated alternatives which were neither feasible nor realistic. In the end, one was left with a whole range of coherent alternatives, but without any value judgement. Furthermore, the studies omitted any dynamic analysis of socio-economic processes recorded in the past or projected into the future. Basic data were chiefly quantitative and provided no analysis of industrial development.

With regard to the new Act of 1979, he felt this could be considered as a model of advanced regionalisation, although it did exist in a similar form in other countries (such as Belgium). If Europe were to opt for a more regionalised system, the solution would work out in very similar terms to that of Switzerland. However, a certain caution was called for before the Swiss model was applied at a European level. It was not easy on that scale to study potential resources, in view of the considerable contrasts between regions. Any European approach would also have to take into account the objectives of the regions themselves.

Mr Wagner said that in Austria planning objectives had been agreed with the Länder and an attempt was being made at present to translate them into spatial terms, also in consultation with the Länder. Both on logical and political grounds, it was desirable that objectives should be agreed at regional level.

Mr Forget proposed drawing up an inventory of all regional planning legislation in Europe and appending a standard model of regional planning to the Charter, with a view to facilitating the implementation of the concept.

He drew attention to a provision in the new Swiss Planning Act which mentioned "the need to ensure the general defence of the country" (section 1 (e)). The term "defence" was used here in a wider (eg ecological) sense than purely military.

Mr Wüsten thought that the Charter, which for the time being was only a list of principles, should be angled more towards political strategies and provide a means of harmonising national policies.

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Mr Ceppe said that area-planning methods used a dual approach: sectoral planning and geographical analysis (identifying major centres and their catchment areas). In applying this method in France, participation schemes had been instituted, covering areas including up to 40,000 inhabitants per department, for planning consultation. Local politicians as well as both sides of local industry should all be involved in the preliminary work.

In Mr Ceppe's view, a general European concept should be approached on three levels: the European level, the national level and the level of worldwide interdependence (ie between Europe and the rest of the world). The European concept should take account of exchanges with the rest of the world, which were having an increasing impact on European regional planning.

He then ran over the main stages of regional planning policy in France (1).

Mr Mentz recalled that Resolution 108 of the Conference of Local and Regional Authorities of Europe had required that the European Regional Planning Charter should not be merely a general declaration of principles but should contain real instruments for regional planning in Europe. He also said that the local authorities should welcome greater participation by municipalities, districts and regions in the preparation of a European Concept. Local and regional representatives had a great deal of significant information to contribute in this field.

Mr Biehl proposed that the Charter should take account of the preferences of European regions. This could lead to the establishment of a kind of hierarchy among the regions.

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- (1) In this connection, see Study No. 33 "Vers un Schéma européen d'Aménagement du Territoire" prepared by the International Association Futuribles, 1980 (under the supervision of Jean-Louis Ceppe, Hugues de Jouvenel and Carole Medrinal).

IV. THE PROBLEM OF TRUNK COMMUNICATIONS AS PART OF A REGIONAL PLANNING CONCEPT

A. PRESENTATION BY SENATOR JUNG OF THE WORK OF THE PARLIAMENTARY ASSEMBLY ON TRUNK COMMUNICATIONS IN EUROPE

In the past, territorial planning used to be based on considerations of national defence. This had particularly negative consequences for frontier regions, which were deprived of industries, major transport routes etc. Everything was done to impede rapid communications. This process had been reversed with the move towards European integration, so that we were now faced with the problem of developing trunk communications in frontier areas.

In its Recommendation 525 (1968), which recommended co-ordinated European action in the field of regional planning, in particular by the creation of a European Conference of Ministers responsible for Regional Planning, the Parliamentary Assembly had already stressed the importance of a network of major axes for regional planning policy and had suggested that the Ministerial Conference should "ensure ... co-ordination of the main communication networks, and of the transport and equipment infrastructure ..."

Without further delay, the Assembly's Committee on Regional Planning and Local Authorities undertook a detailed study of the different aspects of the problem. In 1970, it presented an interim report to the Assembly and in 1971 a general report on the organisation of a European network of trunk road communications as a part of European regional planning (Doc. 2903). The main principles established by the Assembly after discussing the report appeared in Recommendation 631 (1971), especially in paragraphs 6, 7 and 9 (a).

At the time, the Assembly was aware of environmental problems but not of the impending energy crisis.

This is perhaps why it gave rather too much priority to motor cars and motorways. It later rectified some of its positions in another recommendation (Recommendation 826), adopted in 1978 after a report on recent developments concerning trunk communications. It noted on that occasion that several of the points made in 1971 were "as valid now as then, particularly where regional inequalities and the European importance of certain major routes are concerned" (paragraph 5).

It observed at the same time, however, "that new priorities imposed on European society in recent years have modified certain guiding principles". There was also a direct reference to the limits of energy resources.

One specific problem, of which everyone was aware, was that of European communications with Strasbourg.

This question had been raised in the 1969 and 1970 reports by Mr Radius. The second of these reports included an appendix entitled "Proposal for a high-speed inter-city link between the headquarters of European organisations: Brussels-Luxembourg-Strasbourg-Basle-Geneva".

The basic idea set out in the report (1) was as follows:

- Because of the variety of forms European co-operation was taking, it was no longer possible to gather all the organisations involved with European co-operation in a single place, such as a "European capital".
- Such a move could give rise, anyway, to a serious risk of centralism in Europe, which would be as harmful as national centralism.
- Nevertheless, co-operation and co-ordination between the various European organisations were essential and therefore required rapid and frequent communications.

Since this requirement was not being met by existing links and in view of the development of new, high-speed land transport, it was proposed that this "polycentric" European capital should be provided with high-speed links which could be the fruit of modern technology and which could constitute a first axis to which branches could be added later.

French, British and German technicians had developed forms of high-speed land transport, which could supplement air travel over middle distances (up to 500 km), avoiding weather constraints, such as fog, snow and ice, which so often affected airports and motorways.

The arguments for and against Strasbourg's claims to be the seat of the European Parliament would appear in a different light if there was a high-speed link at least between Brussels/Luxembourg and Strasbourg. However, a temporary solution might be to provide such a link between Mulhouse airport and the European institutions in Strasbourg (see Recommendation 826, paragraph 9 (c)).

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(1) See Doc. 2903, page 54 and page 69.

CONCLUSION

The European Regional Planning Charter should adopt a position on the role of communications in Europe. It was proposed that this position should be based on the guidelines set out in Recommendation 631 (paragraphs 6 and 9 (a)) and in Recommendation 826 (paragraph 7). In this respect attention was drawn to Resolution 687 of January 1979, in which the Assembly expressed its support for and emphasised "the political and forward-looking character" of the Charter (see paragraphs 5 and 6).

B. MAIN POINTS OF THE DISCUSSION

A number of speakers stressed the need to organise consultation of local and regional authorities on both sides of the border when planning trunk routes across frontiers and whenever dealing with environmental problems.

Mr Rathery pointed out that trunk communications often had limited economic value for the regions concerned and that the "link-up" aspect of transport routes needed to be viewed with some circumspection. He said that if two unequally developed regions were brought into contact, if no special measures were taken, the stronger region would gain at the expense of the weaker one. The development of peripheral regions should only be undertaken, therefore, as part of a series of comprehensive measures.

Several speakers expressed the opinion that communications played a considerable role in creating new employment and that, owing to this fact, transport often constituted a "preliminary step" to regional development.

Mr Savy thought that one way of relieving the deep split between the area approach (with a functional specialisation of regions) and the trunk communications approach would be to consider simultaneously the conditions of local development and the role played by international relations in this multi-dimensional development.

He also suggested that more attention should be paid to what might be termed "intangible" means of communication, which were no less significant features of regional development, such as exchanges of technology, financial links and exchanges of information on markets and credit.

Mr Schneider referred to the work undertaken by the Commission of the European Communities on the impact of transport in mountain regions. He also pointed out the need for any European regional planning scheme to deal with environmental problems and referred to the data being compiled as part of the ecological mapping project.

V. CONCLUSIONS

by Mr Georg Wagner
Chairman of the Steering Committee
for Regional Planning and the Architectural
Heritage (CDAT)

Given the wealth of ideas expressed during the two days of discussions, Mr Wagner points out that his conclusions are not exhaustive and systematic but are confined to highlighting certain important points raised at the Round Table.

1. The first observation is that the participants were agreed on the actual need of preparing a European concept for regional planning. It was recognised that such a concept would be of real interest and that studies on the matter should be pursued. It could in fact be considered as an instrument which could help:

- a. to detect possible conflicts in different spheres of sectoral policy, as soon as they appear;
- b. to reduce regional disparities in Europe;
- c. to furnish guidelines for the co-ordination and harmonisation of regional policies, at the European, national and regional levels;
- d. to promote the co-ordination of sectoral policies.

2. A second observation is that no such instrument exists at the present time. Prof. Kunzmann has made a preliminary study in this field: during the discussion, reservations were expressed with regard to the methodological approach adopted, but they should be considered making allowance for the specific nature of a pilot study.

3. The other remarks of Mr Wagner concern the constraints which should be taken into account in the preparation of a European outline for regional planning. Four closely interrelated elements can be envisaged:

- a. the analysis of problems and the goal-setting process;
- b. the structure of decision-making;
- c. methods and procedures to be used in drawing up the regional planning concept;
- d. the content of such a concept.

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Because of their interrelationship, each element should be considered in relation to the other three. Some elements are more rigid than others, such as decision-making structures, which are defined in certain countries in the Constitution; similar constraints are found at European level. Other elements are more flexible and can be adapted to certain situations.

a. With regard to the selection of objectives, general agreement has been reached on the need for objectives based on a political commitment, ie on the political values of democratic Europe. In this regard, the wish has been expressed that the European Charter on Regional Planning should provide a general framework and a basis for the definition of such objectives and principles.

b. The selection of objectives is bound up with the problem of methods and procedures in the sense that objectives can only be defined on the basis of adequate studies resulting in a certain "definition of the problems".

Factual data are thus required. Here again, however, one comes up against the problem of "definition" in respect of methods and decision-making structures, since views on a phenomenon may differ at different levels. Where some see a "problem", others will simply see a "fact".

Specific studies might help to improve our knowledge and also provide a useful basis for the definition of the problems. However, these studies should be linked to the decision-making structures, since it is inconceivable that a few representatives of research institutes should alone be responsible for defining the problems. A political decision has to be taken if a problem is to be effectively defined as such.

c. With regard to the two methods discussed during the Round Table, the following observations may be made:

- the scenario method can help to detect new problem areas; to define sectoral and spatial aspects and provide qualitative insights;
- the methods proposed by Prof. Kunzmann constitute a new approach for the preparation of a first European concept. However, strong reservations have been expressed with regard to this approach involving the definition of functional regions and priority regions. Indeed, it is difficult at the political level to win acceptance for the idea that some regions are of greater importance on a European scale than others. It is therefore preferable to identify the main problems at the European level, rather than to define areas or regions of European importance.

d. With regard to the content of a European concept for regional planning, it is not yet known what this will be. It would therefore be useful to continue to reflect on all the various elements (population, transport, energy, employment etc) that could be included in this concept, taking into account as well as "terrestrial Europe" the new dimension that represents "maritime Europe".

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4. The concept should be conceived as an evolutive set of ideas capable of revision. With regard to the binding nature of concepts in the concept which might derive from a political agreement or from treaties, Mr Wagner feels that such a process should be very flexible and capable of adaptation to new situations.

Obviously, the preparation of the European concept requires further study and research, as well as discussions of the type held during the Round Table. Mr Wagner concludes that it would be desirable, as the participants proposed, to continue the work started at the Round Table and to establish working groups responsible for preparing basic reports for subsequent discussions.

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A P P E N D I X I

"Towards a European concept of regional policy"

Document prepared by Prof. K Kunzmann
(Institut für Raumplanung - University of Dortmund - IRPUD)

1. To elaborate an outline of a European concept of regional planning and/or regional policy has been and still is an ambitious task. Generally, there are two possible approaches:

- a. The systems approach: that is the installation of a multidisciplinary, multinational team of scientists, practitioners, administrators and politicians for at least a period of two decades, backed by a huge effective administrative body and financed through an annual budget of millions of DM and Pounds.
- b. The incremental approach: that is the sketchy elaboration of concepts which provoke critical, scientific and political discussions, stimulate to draw up further, better concepts and demonstrate the necessity of a better co-ordination of national, regional policies.

It is obvious that the first approach is unrealistic under present socio-political and economic conditions. The second approach in turn is certainly unsatisfying, but probably the only vague chance to overcome present scientific and political barriers and restrictions.

The present study which has been commissioned and published by the Council of Europe was drawn up three years ago during September to December 1976. It has been such a first attempt to start the necessary discussions. The results of this study have to be seen as a contribution to the issue, as a starting point to win political support and commitment, as an incentive for further research activities. The courageous efforts to present such a discussion paper have shown that planning sciences have not yet one methodological formula for the solution of such a complex problem. Three years passed since the study has been drawn up. Thus, the presentation will combine the general outline of the first draft with new research findings, leading to an improved second draft of a European concept of regional planning or regional policy.

2. In the past various transnational and national institutions have taken a multitude of initiatives for the formulation and strengthening of the practical relevance of a European regional policy. These contain, despite their fragmentary character, positive elements of a comprehensive conceptual frame. In a summary these efforts can be classified as follows:

- efforts of harmonisation on the international and national level,
- sectoral approaches,
- attempts of co-ordination in frontier regions (bilateral and trilateral committees on regional policy),

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- efforts of harmonisation in order to standardise statistics, methods and terminologies,
- or complex approaches (eg concepts of transportation corridors).

Extensive materials have been produced on the problems of European regional policy. They are the result of:

- activities of the Council of Europe (eg suggestions of the European Conference of Local Authorities, the European Conference of Ministers responsible for Regional Planning of 1970, 1973, 1976 and 1978),
- activities of the EEC in the field of regional policies (eg regionally significant promotional policies of various funds),
- national planning policies.

Only recently the Council of Europe has initiated the formulation of a European Charter of Regional Planning which, hopefully, will be accepted by the next European Conference of Ministers responsible for Regional Planning in London 1980. This charter could be a milestone as it will add a new dimension to the discussions of a European regional policy. It will demonstrate the political commitment of the European nations to a joint regional policy and it could serve as a basis for further political and scientific considerations and activities. The charter will hardly overcome regional planning problems or regional disparities in Europe but it will oblige the undersigning nations to consider a joint European regional policy as an indispensable precondition for further European integration. The present round table has to be seen in the context of these activities.

3. A concept of European regional policy has to fulfil a number of demands, it must

- be a realistic basis for the guidance of long-term European regional development and thus contribute to the reduction of regional disparities within Europe,
- ensure the protection of the natural environment and preserve the ecological balance in Europe,
- meet the social and economic aspirations and demands of the individual in all European countries,
- be capable of being integrated fully into national planning and policy and not contravene regional characteristics,
- offer directives and spatial dimensions for the European regional funds and other investment instruments,
- be politically acceptable by all European nations without being too general.

4. The present spatial organisation of the European regions is based on three complex components:

- individual qualities of each geographic unit,
- varying endowments with natural resources and
- different economic, cultural, social and political conditions and mechanisms.

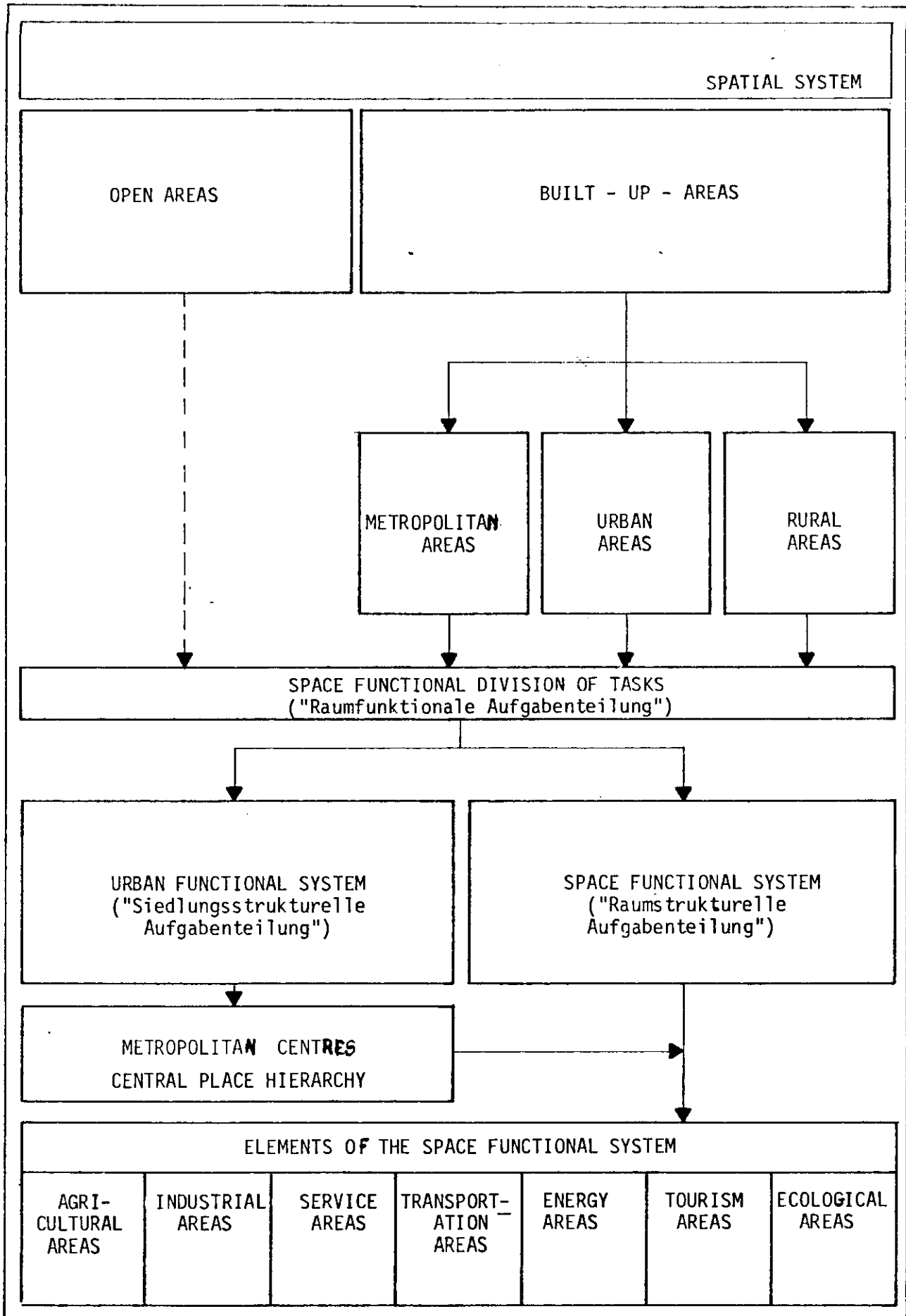
All human activities result in various kinds of constructions (such as buildings, plants, technical infrastructure etc) with their respective locational preferences. Because of basic correlations between human activities and regional characteristics, only the limited number of regions possessing the necessary characteristics is taken into account during the process of decision-making for locations. This is also the reason why population and activities are distributed unevenly. Technological progress has been one of the most important factors leading to an increasing differentiation of demands and activities and a functional specialisation of regions.

Regions participating in the process of creating a multitude of high-income activities benefit accordingly, whereas traditional, unmodern, low-income activities remain in regions excluded from this development. This results in various inter-regional and interfunctional conflicts and growing large-scale disparities between European regions. The draft of a European regional concept plays an important part in solving these problems. The following propositions are based on a concept of space-functional division of tasks, which includes a description of the existing spatial system, its deficiencies and the measures necessary for the reduction of disparities.

Such a concept, however, does not imply the justification of existing nor the creation of future monostructural regions. It does, moreover, not accept the existing distribution of functional regions within Europe as a mere recording of the current space functional division of tasks in Europe; because this would lead to a further discrimination of underdeveloped regions in Europe. As a precondition for further assignment of tasks, each spatial unit in Europe must be considered as a subregion which meets all the basic demands (shelter, food, work, education, social communication, transport, recreation) of its population per se. It can only take over additional (priority) functions within a European space-functional division of tasks, if this precondition is fulfilled and, obviously, if it is, due to its natural resources and/or historical conditions suitable to take over specific tasks of European importance. A fair distribution of functional tasks all over the European territory is necessary to reach a balanced regional development in Europe.

5. European regions can be divided into (see figure 1):

- open areas: caused by unfavourable natural conditions (climate, soil, geography etc); this kind of region participates to no or only a very limited or unimportant extent in European (on even national) interchange; (however, some exceptions are worth mentioning; for example, the extraction of iron-ore in northern Sweden or important tourist activities in the Trentino region in Italy). Although they cover large parts of the northern



and southern European continent and are of ecological value for the continent as a whole, their respective importance in population, production etc, is very low. They are the poorest and most underdeveloped regions of Europe.

- Built-up areas: this category could be further divided into three subcategories (rural areas, urban areas, metropolitan areas). Although structure and extent of social and economic activities differ extremely between these categories, these regions form a joint field of interest for the space functional division of tasks. The metropolitan areas especially constitute the regions with a high concentration of population, economic activities, infrastructure etc. Among them, the most important part of European interchange takes place.

In addition, the metropolitan centres are the nodal points of the European transport corridors. An analysis of the given conditions and proposals for a concept of European regional policy are based on two systems:

- the urban system, the hierarchy of the urban system with its varying endowments with utilities,
- the spatial system, the distribution and development of activities and functions.

6. In some highly industrialised countries (Federal Republic of Germany, the Netherlands, Belgium, Italy and Great Britain), the existing urban system is relatively evenly distributed in space but others are characterised by an unfavourable distribution. International and inter-regional migration movements, uncontrolled economic development and growing social requirements lead to an increasing agglomeration of settlement structures.

This, however, is of special concern for North-West Europe where the majority of the population live in large urban centres (cities with more than 200,000 inhabitants). On the other hand sparsely populated (rural areas) even lack medium-sized towns (more than 50,000 inhabitants).

As a result, all European governments have seen the necessity to slow down the growth of metropolitan areas and to designate small and medium-sized towns as additional growth centres.

7. The spatial structure of the individual regions can be characterised by their differing functional composition (eg agriculture, industry, services, tourism, transportation, energy, ecology). Although in all regions a functional mixture is fulfilled, in some cases one or more functions can be dominant and of European importance.

Agricultural regions

Climatic conditions, soil conditions, historical developments and preferences are main factors which have influenced the distribution of agrarian production regions which differ in various aspects. Based on factors such as the percentage of agricultural production areas of the total area, the percentage of agricultural employment and the contribution to the GNP the following categories can be defined:

- regions with a relatively small proportion of agricultural production areas, a low employment rate in agriculture and a low contribution of agriculture to the GNP (Northern Europe: Norway, Sweden, Finland),
- regions with a relatively high proportion of agricultural areas, a low employment rate in agriculture and a low contribution to the GNP (North-West Europe),
- regions with a relatively high proportion of agricultural areas, a high employment rate in agriculture and a high contribution to the GNP (Southern Europe).

Industrial regions

Industrial activities in Europe are concentrated in the highly industrialised Western European countries. The process of industrialisation led to the evolution of a corridor reaching from Birmingham via London, Rhine-Ruhr-Rhone to northern Italy. In this corridor, industrial employment, major factories and respective research and development activities are concentrated. The potential of industrial activity continuously decreases with a growing distance from this corridor. In Southern Europe only capital city regions are comparatively important as industrial areas.

Regions with service activities

During the last decades employment in the service sector has been increasing steadily. The growth of this sector and the importance of certain functions (especially headquarter activities) has played a decisive role in the evolution of metropolitan areas. Among these are mainly the capital city regions of Western Europe (eg London, Paris, Brussels, Dusseldorf).

Tourism regions

Based on favourable natural conditions, tourism activities are concentrated in certain areas of Europe. On the one hand, in the mountain regions of the Alps and on the other hand the Mediterranean regions. Additional areas in other regions (eg coasts of the North and the Baltic Seas, the Pyrenees, mountain regions in Scandinavia) are in comparison only of minor importance.

Transportation regions

The regions of Western Europe are characterised by a developed motorway system, a railway network, canals and a concentration of international airports and harbours. The concentration of the various transportation systems does not only result in an important exchange of goods and passengers, it also creates favourable conditions for further industrial development.

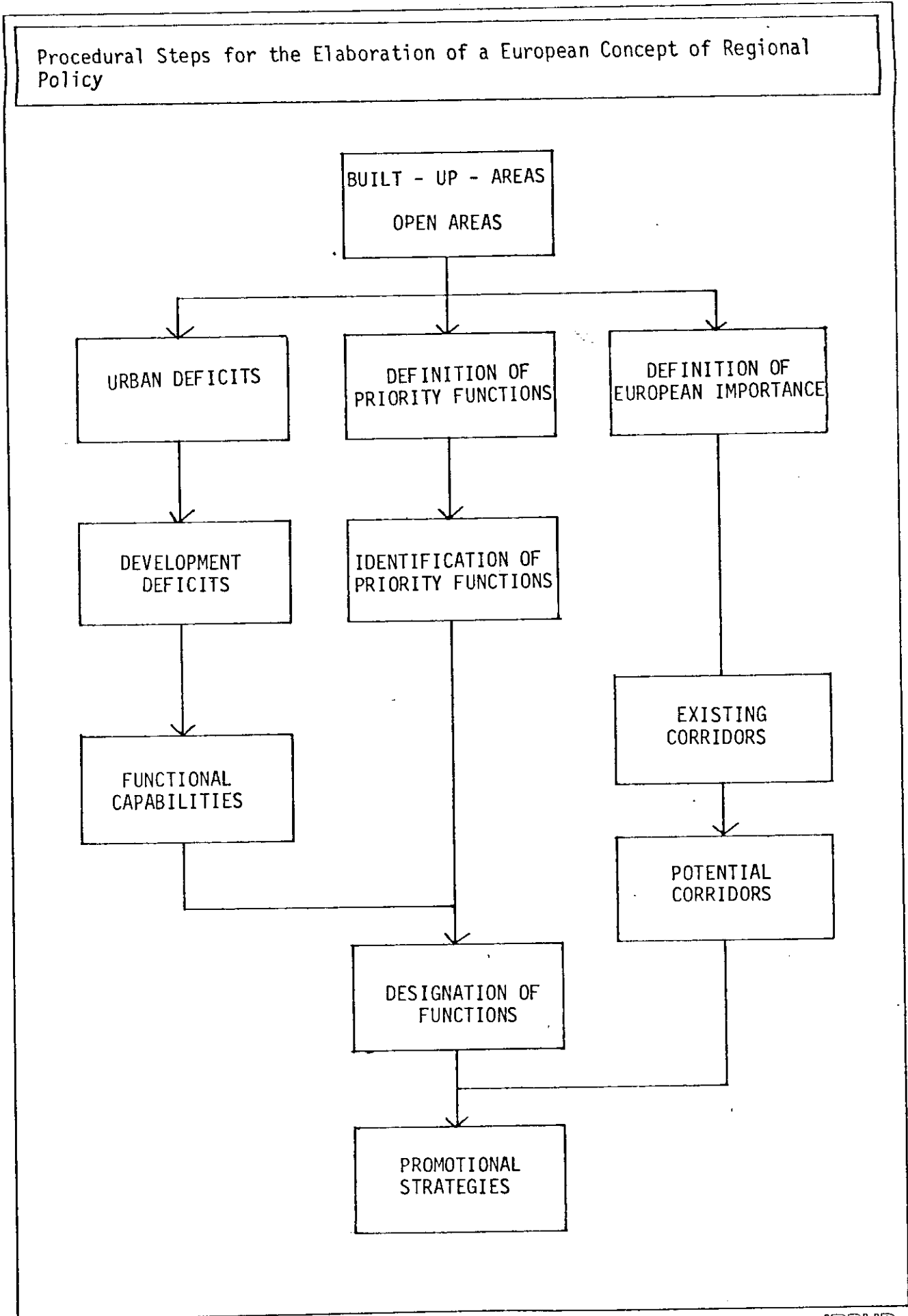
Energy regions

The concentration of population and economic activities also resulted in a concentration of energy consumption and production. Regions which are endowed with natural resources (coal, gas, oil, hydraulic power) and regions with access to pipelines and refineries are the main centres of energy production (eg Ruhr area, the Midlands of Britain).

8. The procedural steps towards an outline of a European concept of regional planning and policy are as follows (see figure 2):
 1. The identification of open areas and built-up areas in the European context (open areas defined as regions with very low population density and a relatively unspoiled natural environment, suitable to serve as ecological compensation areas).
 2. The identification of regions with urbanisation deficits and agglomeration disadvantages (defined as sub-regions with a lack of metropolitan cities and an unbalanced settlement hierarchy).
 3. The definition of priority functions of European importance (agriculture, industry, services, tourism, transport, energy).
 4. The identification of priority functions of these regions according to the definitions.
 5. The identification of regions of European importance (defined as regions which, at present, contribute in one way or the other to the space-functional division of tasks in Europe).
 6. The identification of development deficits (defined as serious deficits which cannot be overcome by national development programmes only).
 7. The identification of existing corridors of European importance.
 8. The analysis of the functional capability and development potential of each European sub-region.
 9. The designation of priority functions to suitable sub-regions with a view to a balanced European distribution of priority functions (above all for industry, services, transport and energy).
 10. The identification of potential future corridors of European importance to support the envisaged space functional division of tasks in Europe.
 11. The formulation of promotional strategies to develop or align the sub-regions of European importance.

These procedural steps, excepting the steps 9 and 11, have been simulated in the context of the study. The set of criteria used for the definition and selection of priority functions is to be considered as preliminary only. In the long term it will be essential to have reliable and comparable data and to develop indicators which render such an approach more precise.

Figure 2



Thus, the respective maps of the 1977 study have only exemplary character for the time being, but they offer first clues for possible results of the necessary procedural steps.

9. The improved outline of a European concept of regional policy (see map attached) differs slightly from the draft as published by the Council of Europe in 1977. It contains more precise information on priority function regions and a revised network of corridors of European importance. The concept is still incomplete as it does not suggest where new priority function regions are to be developed. It contains, however, some proposals for additional development corridors, mainly in Southern Europe (such corridors may be necessary and they certainly induce some development in hitherto undeveloped regions, but their role should not be overestimated!). Additional investigations on a national as well as European level will be indispensable for the development of a concept of European regional policy which can be accepted politically and meets the demands of the population concerned. Such an improved concept could, together with the European Charter of Regional Policy, serve as a general guideline for future transnational development activities in Europe and for promotional strategies of European institutions. European funds should be concentrated to develop and aliment the priority function regions of European importance, whereas national programmes and funds may be used to overcome international disparities. The political process to define regions and functions of European importance will certainly be time-consuming and evoke numerous resentments among the European nations. Thus, a European concept for regional planning and policy will be a hard test for European integration.

OUTLINE OF A CONCEPT OF EUROPEAN REGIONAL POLICY

- Urban Centres**
- with 100 000 to 200 000 inhabitants
 - with 200 000 to 500 000 inhabitants
 - with more than 500 000 inhabitants
 - Urban agglomerations with more than 1 million inhabitants

Corridors of European importance

- Existing corridors
- - - Potential corridors
- Connection of corridors

Functional Regions

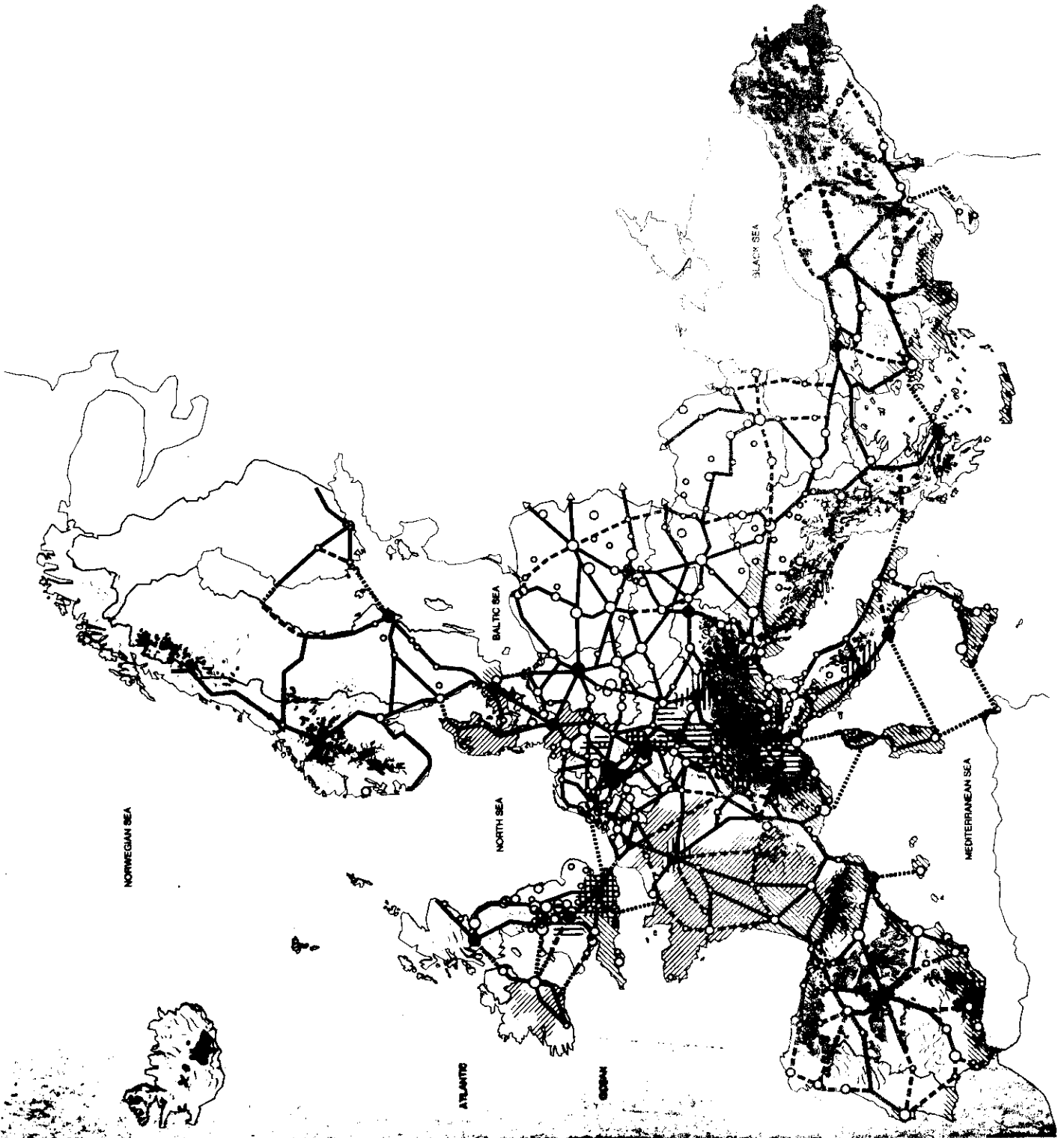
- ▨ Agriculture
- ▨ Industry
- ▨ Services
- ▨ Tourism

Elevation

- 0 to 200m
- ▨ 200 to 500m
- ▨ 500 to 1000m
- ▨ 1000 to 2000m
- ▨ above 2000m

Source

Own draft
by: Hans R. Kutzmann and Gerd Rollann
Carl-Joachim Meunhardt-Lemke
revised version
September 1979



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A P P E N D I X II

THE "SCHEMA GENERAL D'AMENAGEMENT DE LA FRANCE"

A. GENERAL PRESENTATION

1. Introductory note

The idea of France's "Schéma général" first came from the Délégation à l'Aménagement du Territoire et à l'Action Régionale (DATAR) in 1968. The project has developed considerably over the last ten years and provided a series of valuable references for regional planning policy in France. It has also analysed the influence of international factors on French policy in general.

2. Aim of the "Schéma Général"

The scheme is designed to meet the need to place regional planning decisions on a more coherent and more informed basis. It also aims to promote consultation between the major administrative departments and the various national, regional and local authorities.

Early work was largely dominated by decision-making problems: the aim was to improve procedures leading up to decisions and methods of making choices. But the complexity of these matters and the great number of decision-makers involved at all levels of regional planning made any global approach along these lines very difficult, even with the help of computers.

It was then thought that priority should be given to the geographical factor and that it alone would bestow overall coherence on work whose main concern was the physical organisation of geographical space. But such space is becoming increasingly artificial; nowadays, it may even possess its own dynamism and depend on other equally dynamic spaces.

It became daily more obvious that the aim of the "Schéma Général" was not to consist in rationalising decision-making procedures or space planning, but in providing the means whereby French society might to a certain extent take control of its own future development.

The "Schéma Général d'Aménagement de la France" is considered today to imply carrying out a global survey of the constituent parts of the French socio-economic scene in the light of possible social changes (1).

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(1) See also the memorandum by Mr Jacques Durand, Chargé de mission à la Délégation à l'Aménagement du Territoire et à l'Action Régionale (DATAR), Paris /CMAT/HF (71) 1/.

3. The "Schéma Général" and long-range forecasting

The construction of a Schéma of this kind presupposes long-range exploration, since it helps to define the context of the economic and social life of a society in a drastically changing world. In view of the long-term effects of certain planning decisions, long-range forecasting should concentrate its attention on a horizon about or even beyond the year 2000.

How should one probe into the future in order to collect the information most likely to illuminate choices and provide justification for political decisions that will determine the organisation of geographical space and permit society to develop? Long-range forecasting offered the only hope.

The object of prospective studies is to discern possible future situations, affecting a particular society, taking into account its development potential, the probabilities that new techniques will make their appearance and the assimilation of political, economic and social phenomena outside the strict limits of the society in question. Prospective studies therefore help in deciding which logical framework will facilitate the definition and coherent realisation of development objectives, and will constitute a yardstick by which to judge the planning strategies and programmes most likely to produce the desired results.

Long-range forecasting thus appears to be a necessary prelude to any planning project. It is even capable of enforcing a thorough appraisal of the concept of planning.

In this connection, it is worth calling attention to the radical differences which distinguish projective forecasting from prospective research. The former, which is concerned with projection of trends, makes use of quantification techniques and also involves estimating the degree of probability of the forecast. Prospective research on the contrary is concerned with the problems and tensions which arise in the course of progress towards a state of affairs which does not have to meet norms of probability. In projective forecasting, the future is to a large extent predetermined by the past, whereas prospective research allows the imagination to scan the future independently, even if some form of control has to be exercised.

4. SESAME and international relations

In order to draw up the Schéma Général, a research system was worked out and given the name SESAME (1); it is flexibly applied, in close co-ordination with all ministerial bodies, especially the "Commissariat Général du Plan", the public services and the regional authorities, a very important fact in linking up prospective studies with those who make use of them in taking practical decisions.

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(1) Système d'Etudes pour le Schéma d'Aménagement de la France.

International contacts have been established in order to improve the work and cull ideas from all those involved in long-term forecasting, prospective studies and regional planning. It is considered impossible to pursue prospective research without taking stock of problems as comprehensively as possible: that is to say, as comprehensively as may be allowed by the subject under consideration, the time and financial resources available, the volume of information and the quality of the men in charge. This means that account must continuously be taken of the international context, or more precisely of possible international environments.

Work has been done, taking account of these international environments, on a series of studies on long-range socio-economic forecasting on transport, the French Mediterranean coast as part of the Mediterranean basin, the international role of Paris, the relationships between industrialised countries and the third world or multinational business firms.

5. Work undertaken as part of the Schéma Général

It has been learned from experience that account ought always to be taken of the needs expressed by public administrations and regional or local authorities. As a result, three series of studies have so far been conducted (published in a special collection "Travaux et Recherches de Prospective", (Prospective Studies and Research)) in order to meet their requirements (see appended list):

- outline plans for organising the national territory: tourist zones, metropolitan areas, river basins, etc;
- national infrastructure outline plans: network of main roads, air travel facilities, telecommunications, etc;
- long-term policies: rural conversion, tourist travel, data-processing etc.

These outline plans or policies are the subject of fairly wide consultation of elected representatives and officials at every level and are sometimes adopted by the government through the agency of the "Comité Interministeriel d'Aménagement du Territoire" (CIAT), (Interministerial Regional Planning Committee).

A special method has been developed, the scenario method, which is quite different from the methods used in America or other European countries and which has made it possible to construct a sort of model picture of France in the year 2000; admittedly the result is entirely unacceptable, since it assumes that the state will not influence the course of events, but it gives an extremely dramatic impression of what might come about if such were the case.

6. Analysis of the "Travaux et Recherches de Prospective" series

The studies published as part of the "Schéma Général" between 1969 and 1980 can be divided into three main fields, as follows:

- reports concerning the development of French regions and towns, such as "Régions de villes - régions urbaines", "Bordeaux, ville océane, métropole régionale" or "Le Grand Sud-Ouest. Diagnostics pour l'avenir";

- studies concerning the scenario method and its application to regional planning, such as:
 - . "Scénarios d'aménagement du territoire" (1971)
 - . "Une image de la France en l'an 2000" (1971)
 - . "Une image de la France en l'an 2000: documents, méthode de travail" (1972)
 - . "Scénarios européens d'aménagement du territoire" (1974)
 - . "Scénarios pour les villes moyennes" (1974)
 - . "La méthode des scénarios" (1975)
 - . "Sésame année 8, programme de travail" (1976)
 - . "Scénario de l'inacceptable: sept ans après" (1977)
 - . "Bilan d'une expérience prospective" (1977).

A few special studies have also been included in this group, like the analysis of industrial regions in Europe based on aerial surveys (see in particular Study No. 37 "Survols de l'Europe");

- reports analysing European and international factors, such as "La façade méditerranéenne", "Regard prospectif sur le bassin méditerranéen", "Scénarios européens d'aménagement du territoire", "L'Europe médiane", "Paris, ville internationale, rôles et vocation", "Industries en Europe".

7. CONCLUSIONS

The "Schéma Général" may be considered as a very broad approach based on national and European studies which form a mosaic of specific structural and prospective research. It has given rise to many new initiatives, the effect of which has been felt at European level. The scenario method launched in 1973-74 has in fact been applied since then by government and research bodies in other European countries, such as Germany, the Netherlands etc.

B. LIST OF STUDIES PUBLISHED IN THE COLLECTION :
"TRAVAUX ET RECHERCHES DE PROSPECTIVE"

Collection "Travaux et recherches de prospective", Paris. La Documentation française

0. Techniques avancées et aménagement du territoire (Colloque de Gif-sur-Yvette) - 1969 -
1. La façade méditerranéenne (1re partie) - 1969 -
2. Eléments pour un schéma directeur des télécommunications - 1969 -
3. Composantes de la fonction urbaine - 1970 -
4. Dictionnaire des projections 1985 et 2000 - 1970 -
5. Schéma d'aménagement de l'aire métropolitaine marseillaise - 1970 -
6. Schéma d'aménagement de la Basse Seine - 1971 -
7. Aménagement du bassin parisien :
Projet de livre blanc du bassin parisien, texte adopté par le groupe interministériel d'aménagement du bassin parisien - 1969 -
Projet de livre blanc du bassin parisien, résultats de la consultation régionale, avis et rapport - 1970 -
Directives d'aménagement pour le bassin parisien - 1970 -
8. Rapport du groupe de travail Paris-Nord - 1971 -
9. Schéma d'aménagement de la métropole lorraine - 1971 -
10. Schéma d'aménagement de la métropole Lyon - Saint-Etienne - Grenoble - 1971 -
11. Schéma d'aménagement de l'aire métropolitaine Nantes - Saint-Nazaire - 1970 -
12. Scénarios d'aménagement du territoire - 1971 -
13. Elément pour un schéma directeur de l'informatique - 1971 -
14. Prospective et analyse de système - 1971 -
15. L'eau en Seine-Normande, projet de livre blanc - 1971 -
16. Les problèmes de l'eau en Artois-Picardie, projet de livre blanc
17. Les centres de prospective et d'aménagement du territoire en Europe - 1971 -
18. Bassin Rhin-Meuse. Eau et Aménagement - 1971 -

19. Aménagement d'une région urbaine, le Nord Pas-de-Calais - 1971 -
20. Une image de la France en l'an 2000 - 1971 -
21. L'eau en Adour-Garonne - 1971 -
22. Les problèmes de l'eau dans le bassin Rhône - Méditerranée - Corse - 1971 -
23. Vers la métropole jardin. Livre blanc pour l'aménagement de la Loire moyenne - 1971 -
24. L'espace Nord-Champenois - 1972 -
25. Eléments pour un schéma directeur de l'équipement aéronautique - 1972 -
26. La transformation du monde rural - 1972 -
27. L'eau dans le bassin Loire-Bretagne - 1972 -
28. Prospective et société - 1972 -
29. Survol de la France - 1972 -
30. Une image de la France en l'an 2000 : documents, méthode de travail - 1972 -
31. Les grandes liaisons routières, histoire d'un schéma - 1972 -
32. Schéma directeur de la Corse - 1973 -
33. Technologie et aménagement du territoire - 1972 -
34. Les firmes multinationales - 1973 -
35. Schéma directeur de l'aéronautique - 1973 -
36. L'avenir de la Basse-Normandie - 1972 -
37. Survol de l'Europe - 1973 -
38. Approches de la réalité urbaine - 1973 -
39. Paris, ville internationale, rôles et vocation - 1973 -
40. Bordeaux, ville océane, métropole régionale - 1973 -
41. Regard prospectif sur le bassin méditerranéen - 1973 -
42. Services nouveaux de télécommunications - 1973 -
43. Le peuplement urbain français - 1973 -
44. Régions de villes - régions urbaines - 1973 -
45. Questions à la société tertiaire - 1973 -
46. Industries en Europe - 1974 -
47. Scénarios européens d'aménagement du territoire - 1974 -

48. Scénarios pour les villes moyennes - 1974 -
49. Emploi et espace - 1974 -
50. SESAME, année 5 - 1974 -
51. La façade atlantique - 1974 -
52. Transformations du travail industriel - 1975 -
53. L'Europe médiane - 1975 -
54. Travail féminin : un point de vue - 1975 -
55. Firmes multinationales et division internationale du travail - 1975 -
56. Dynamique et projet urbain régional. Un exemple la région Alsace - 1975 -
57. Qualification du travail - 1975 -
58. Syndicats et sociétés multinationales - 1975 -
59. La méthode des scénarios - 1975 -
60. Littoral Bas-Normand. Schéma d'aménagement - 1976 -
61. Décentralisation industrielle et relations de travail
62. Prospective des investissements étrangers en France - 1976 -
63. Sésame, année 8, programme de travail - 1976 -
64. Les petites villes en France - 1977 -
- 65/66. Restructuration de l'appareil productif français - 1977 - 2 vol.
67. Prospective, planification, programmation - 1977 -
68. Scénario de l'inacceptable : sept ans après - 1977 -
69. Bureaux en province. Perspectives - 1977 -
70. Aménagement de la Loire Moyenne. Schéma de la métropole jardin - 1977 -
71. Bilan d'une expérience prospective - 1977 -
72. Villes internationales. Villes mondiales - 1977 -
73. Schéma d'aménagement du littoral Bas-Normand - 1978 -
74. Technologie et avenir régional - 1978 -
75. Activités et régions. Dynamique d'une transformation - 1978 -
76. Le Grand Sud-Ouest. Diagnostic pour l'avenir - 1978 -
77. Activités tertiaires et inflation - 1979 -
78. Dynamismes locaux et aménagement du territoire. Comparaisons européennes - 1979 -

A P P E N D I X III

Problems of co-ordinating regional development plans

- Extract -

Study by Wolfgang Istel
(University of Munich)

Explanatory note

The attached illustration is a collage of the development plans of the various Länder of the Federal Republic of Germany. It appeared in a study on development axes and centres in the Federal Republic of Germany, prepared by Wolfgang Istel of Munich University (1).

The illustration shows the problems that arise at national level in harmonising and co-ordinating regional development strategies and plans.

In the Federal Republic of Germany, regional planning policy is made by the regions, that is by the governments of the Länder. Considering that each Land has its own approach to regional development, the juxtaposition of the various plans in the attached collage clearly shows the specific problems of co-ordinating regional plans.

It shows, for instance, that some development axes stop at the border of a region and do not continue into the neighbouring Land.

This juxtaposition of different plans prepared in a federal state illustrates the kind of difficulties which would be met with in co-ordinating regional planning policies at a European level.

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(1) Wolfgang Istel: "Entwicklungsachsen und Entwicklungsschwerpunkte - Ein Raumordnungsmodell -". Lehrstuhl für Raumforschung, Raumordnung und Landesplanung der Technischen Universität München (1971).

SCHLESWIG - HOLSTEIN

NIEDERSACHSEN

NORDRHEIN - WESTFALEN

HESSEN

RHEINLAND - PALZ

BADEN - WÜRTTEMBERG

Verdichtungszone
landliche Räume
dazw.
Verdichtungsgebiete
strukturelle Räume

Entwicklungslinie
Entwicklungsraum
Entwicklungsgebiet

bestehend aus:

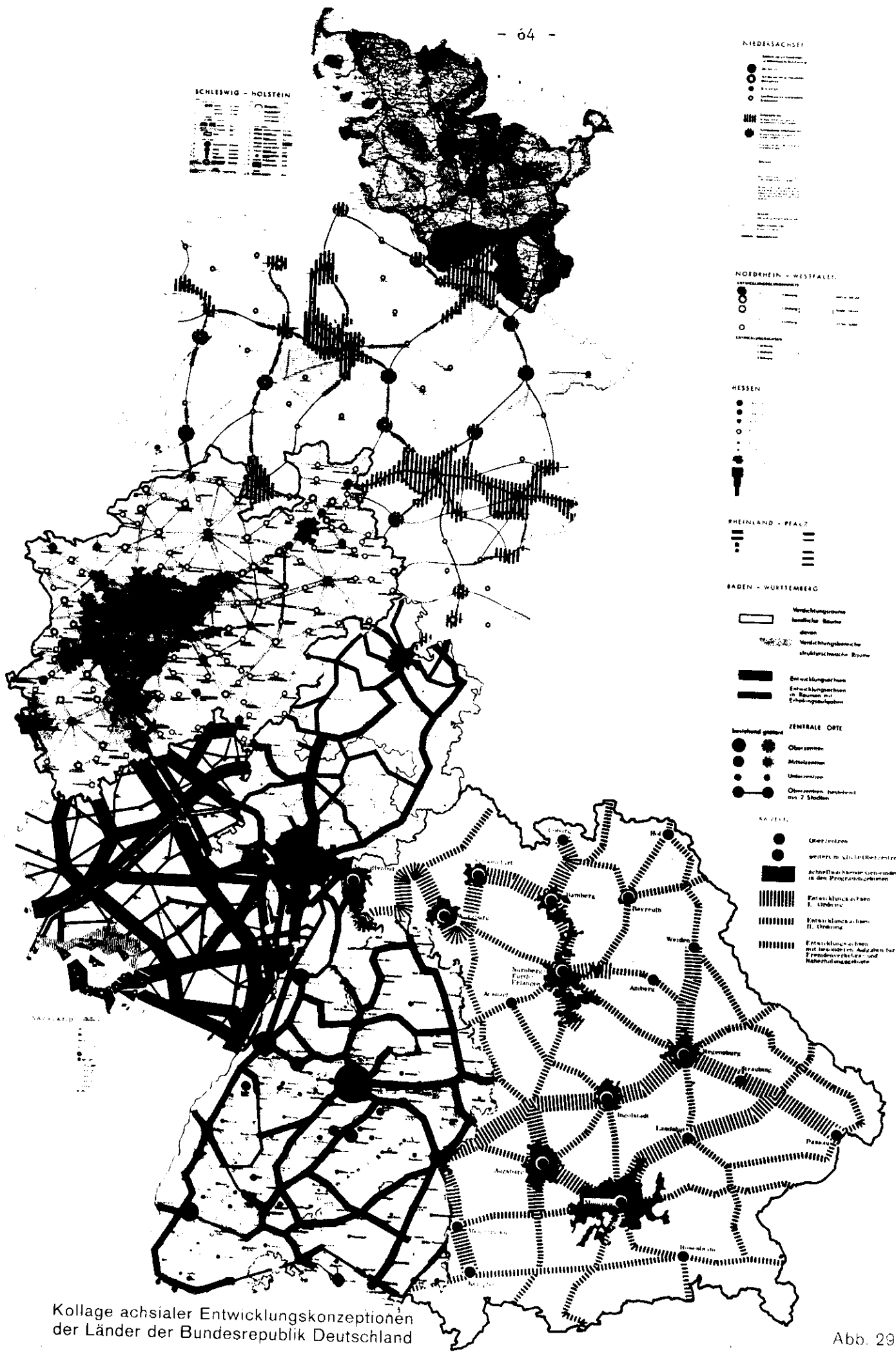
ZENTRALE ORTE

- Oberzentren
- Mittelzentren
- Unterzentren
- Oberzentren (bestehend aus 2 Städten)

SAARLAND

SAARLAND

- Oberzentren
- weitere mittel- und Unterzentren
- achsial/hierarchisch geordnete in den Peripheriebereichen
- ||| Entwicklungslinie I. Ordnung
- ||||| Entwicklungslinie II. Ordnung
- ||||| Entwicklungslinie III. Ordnung (mit besonderen Aufgaben für Fernverkehrs- und Nahverkehrsnetze)



Kollage achsialer Entwicklungskonzeptionen der Länder der Bundesrepublik Deutschland

A P P E N D I X IV

"TOWARDS EUROPEAN STRUCTURE PLANNING"

Herman Baeyens, Director Eriplan, Mens en Ruimte

1. Planning for Europe is an ambitious and probably long-term undertaking. With the European integration there is a growing interest in European development scenarios, based both on the external relations of Europe in a changing world and on the internal structural changes (1). As such there is a growing awareness of the importance of a European societal guidance system to be developed within the framework of European integration (Reports European Union).

But national experiences show that the institutional design of such a societal guidance and planning system is a long-term process of institutional change and dynamics.

Therefore, it would be more feasible in a shorter term to start with spatial planning and structure planning approaches for Europe. Although spatial and structure planning are an essential part of societal planning, they can be distinguished as far as the spatial supply side is concerned for which also different EEC research programmes are in preparation (ecological cartography, agricultural research, etc).

The European space including land, water, seas and air (the environmental system) is at the same time a given constraint for European development and planning, but also an important potential. The development and public discussion of "eco-spatial strategy alternatives" or "conceptions directrices d'aménagement européen", would constitute an important contribution to a European awareness, solidarity and integration.

2. Constraints for arriving at a European spatial or structure planning have been described in a former study (2). They are mainly threefold:

2.1 Ambiguity in the concepts of "aménagement du territoire", regional planning, development planning, spatial and physical planning, structural planning, etc. They cover different societal origins, different institutional competences and different sectoral influences, which can only be resolved by a comparable institutional set-up at the European level.

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(1) Petrella R., "Changements internes en Europe", Futuribles. Arc-et-Senans, 1979.

(2) Baeyens H., "Objectifs de l'aménagement du territoire en Europe", Conseil de l'Europe, Etude n^o 7. Strasbourg 1978.

2.2 Ambiguity in the approach and means of achieving European planning. It is clearly an illusion to think that European planning can be prepared by puzzling together the varying national planning efforts but which are horizontally and vertically completely differentiated and as such can never be integrated.

2.3 A third major constraint is also that the planning profession lost importance mainly since the seventies and that particularly large scale planning and macro planning have been heavily criticised in favour of small scale plans and projects. For that reason there will be a clear need to identify and define what should be the specific aspects to be considered at the European level and to prove clearly why it is important to treat them at that level (see further transfrontier problems, the common waters, seas and air and the common problems of the European territory which would be more profitably treated in an international co-operation).

3. What conditions must be met in order to arrive at European planning for aspects of international or European importance?

3.1 The formulation of European planning objectives. European planning should set objectives of international dimensions, as in the fields of continental disparities, transfrontier pollutions of European scope, infrastructure and transport of international concern, urban systems, and especially megalopolitan areas and open spaces of supranational concern, all of which should be co-ordinated on a larger than national scale. Above all, there is a vital need for the planning of European waters: because of the industries, transport, tourism etc, affected, the integrated development of European water and land is a necessity. Detailed studies of aspects having international dimensions should produce specifically European planning objectives.

Planning in the countries of Europe will be increasingly influenced by world interdependences. Unlike private enterprise, the public sector is not establishing itself effectively at the international level. The development of European land and waters should be based on strategies derived from studies of Europe's external relations. If an integrated approach to planning is adopted, including all European land, water and ecological systems, consideration of their interdependence with other continents is obviously essential. Research and long-range forecasting should be carried out on the impact of international economy and interdependence and solidarity in the world. This should provide a basis for the long-range forecasting which is indispensable to the formulation of European planning.

3.2 Preparation of integrated eco-spatial strategies for the whole of Europe. Spatial objectives should be contained within a framework of integrated guidelines for the planning and development of European land and waters. The German concept of a hierarchy of axes and centres in Europe is one alternative for urban systems. A similar concept might be developed in respect of open spaces.

European guidelines should make possible the integration and co-ordination of spatial objectives and guidelines at several levels in a framework which is self-consistent for the whole of Europe. The experience gained in the ERIPLAN study of the megalopolis of north-west Europe showed that supranational studies afforded the only fruitful approach to a formulation of planning guidelines at the international level (1). Urban and rural research programmes (2) are under way in the EEC, which could provide useful elements for the preparation of European spatial planning. If it is decided to prepare the guidelines for European planning, applied studies related to the European territory as a whole with common harmonised criteria will be needed. On the one side for studying in a harmonised way the land use and the land potential of the European territory (3) and on the other side to confront them with the spatial implications of sectoral policies at EEC level.

3.3 A European level of research, study, planning, decision-making and implementation. Guidelines for European planning cannot lead to a planning process without a higher level of research, planning, decision-making and implementation of a system of measures and instruments needed to achieve European objectives.

- Horizontal co-ordination at a sufficiently high institutional level is needed in order to co-ordinate sectoral policies having implications for regional planning, chief among which are regional economy, housing, public investment and infrastructures, the socio-cultural sector, agricultural policy, environment, tourism, etc.
- Vertical co-ordination between levels of planning and decision-making is also necessary. The international level will deal solely with the main lines of European planning and locations of multi- or international concern. Planning is decentralised in such countries as Italy, Belgium, etc, but this type of decentralisation plainly does not prevent international aspects from being co-ordinated at their own level. Participation in planning processes should exist at several levels, local, regional, national and international or European.
- Adoption of a system of measures and instruments at the international level. The application and implementation of a European planning policy will require a system of measures and instruments which might be a combination of those employed in town planning, physical planning, regional economic policy, social and technical infrastructure policy, environment policy etc, based on evaluations of the effectiveness of the different types of measures and instruments. It requires also a clear political decision and legal basis for implementation.

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- (1) ERIPLAN, North West Europe Megalopolis, The Hague, 1974.
 - (2) EEC research programme on the growth of large urban concentrations and the agricultural research programme of the EEC.
 - (3) Importance of the Ecological cartography of the EEC.

A comprehensive space supply analysis should be composed of two main elements:

1. harmonised statistical information including an urban and a rural indicator system based on the smallest possible spatial units, so that a comprehensive European-wide comparable spatial information system would be available.
2. harmonised cartographic information including spatial use and spatial potential (land, water, air), including biological potential (fauna and flora). The ecological cartography of the EEC is important in this respect.
3. The spatial demand: spatial impact of sectoral and societal developments

The spatial implications and requirements of sectoral and societal developments are manifold and complex. Two main directions of research and study with application to Europe seem priority issues:

1. The study of the spatial implications of the EEC sectoral policies as eg agricultural, regional, environmental, energy, social, employment and other policies. Such studies would be important for identifying the usefulness and for demonstrating the importance of co-ordinated spatial planning at a European level.
2. The French prospective scenario approach allows to integrate the societal and spatial dynamics and consequences and would as such be an important tool in the preparation of a spatial guidance and control system as part of a medium or long-term societal guidance system in the development of European integration.

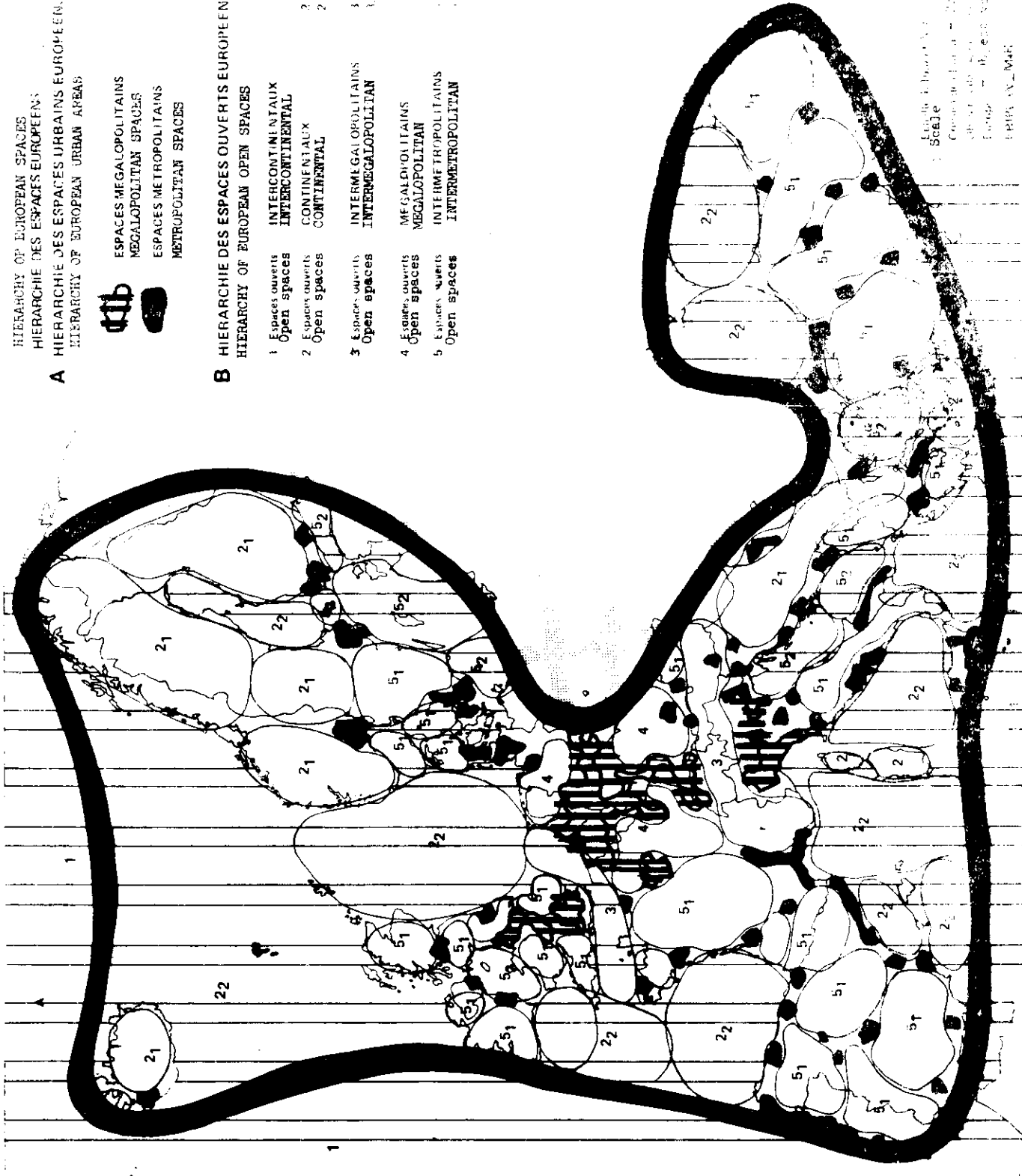
A HIERARCHY OF EUROPEAN SPACES
 HIERARCHIE DES ESPACES EUROPEENS
 HIERARCHY OF EUROPEAN URBAN AREAS



ESPACES MEGALOPOLITAINS
 MEGALOPOLITAN SPACES
 ESPACES METROPOLITAINS
 METROPOLITAN SPACES

B HIERARCHIE DES ESPACES OUVERTS EUROPEENS
 HIERARCHY OF EUROPEAN OPEN SPACES

- 1 Espaces ouverts
Open spaces
- 2 Espaces ouverts
Open spaces
- 3 Espaces ouverts
Open spaces
- 4 Espaces ouverts
Open spaces
- 5 Espaces ouverts
Open spaces
- 2.1 Terrestres - land
2.2 Aquatiques - water
- 3.1 Terrestres - land
3.2 Aquatiques - water
- 4.1 Terrestres - land
4.2 Aquatiques - water
- 5.1 Terrestres - land
5.2 Aquatiques - water



Scale
 1:100,000
 1:500,000
 1:1,000,000
 1:2,000,000
 1:5,000,000
 1:10,000,000
 1:20,000,000
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A P P E N D I X V

PROBLEMS IN DEVISING A REGIONAL PLANNING CONCEPT FOR EUROPE:

APPROACH AND CONSTRAINTS

(Document prepared by Jacques Robert, Director of Studies,
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(RESEAU)

1. The need for regional planning for Europe

The reasons which led the governments of Council of Europe member states to create the European Conference of Ministers responsible for Regional Planning and thereby to promote co-ordination and concerted action at European level in regional planning, were both important and various. The work of the CEMAT can be divided into four categories:

1. Examination of similar areas with particular problems (mountainous and frontier areas, rural areas, large urban concentrations).
2. Examination and comparison of planning policies and strategies (overall transport policy, development axes, urban renewal, etc)
3. Efforts to standardise methods and instruments of territorial analysis (statistics, maps terminology, forecasting).
4. Statements of intent (conference resolutions).

The first three categories are intended in the first instance to improve knowledge and understanding of planning problems and strategies. Only the fourth category is purposive in nature while remaining at a fairly high level of abstraction. Early work on the European Charter for Regional Planning points in the same direction (it might condense and improve on previous statements of intent). It would be premature therefore to state that CEMAT's work already constitutes a kind of European regional planning. It represents no more than a beginning and it demands extensive further steps.

In 1970, at the first conference in Bonn, it was unanimously agreed that balanced development of the regions of Europe was the principal aim of a policy of regional planning for Europe as a whole. Present prospects merely increase the need to translate this policy into action;

- The impact of international economic changes varies greatly from one region to another. The adaptation of European economies to new international competition, the development of technological research, the automation of industrial production, all tend to foster the growth of employment in the central regions at the expense of the outlying regions and redevelopment areas.
- Trends in population as compared to the employment market on a long-term view, indicate an increase in the present imbalance. Whereas the demand for work is high in the outlying regions of Europe owing to the steady birth rate, the supply of jobs cannot meet this demand.
- The policies of re-establishing regional balance are particularly affected by the economic crisis because of their high cost.

There can be little doubt that the debate on regional planning for Europe will grow in the years ahead. The question now at issue is how it is to be given shape.

2. Functions and approach of a European planning concept

The first point to be noted is the existence at European level of a great many provisions dealing with specific areas (the Community's common agricultural policy, decisions of European ministerial conferences on transport, the environment and so on) which are bound to affect the development of the regions and which badly need to be fitted into a wider framework (1). The absence of such a framework can only become more telling in time, given the growth of sectoral measures in Europe. Not least among the functions of a European planning concept would be to provide this framework for sectoral measures of all kinds which, without it, are by no means always rational.

Genuine European integration, meaning the utilisation of the entire territory of Europe by the totality of its population and its economic agents, even beyond national frontiers, is making progress. It brings with it specialisation in European terms in the use of territory. This affords opportunities for the development of certain regions, but also has some disadvantages (eg over-exploitation of mountain regions and coasts). Another essential function of a European concept would be to permit anticipatory management of territory, in such a way as both to take into account the regions' special resources and aspirations, and to find solutions to present and potential conflicts in utilisation of territory.

Past CEMAT recommendations and resolutions assume certain structuring elements (development centres and axes, etc) which are not represented in any way at European level. The third important function of a European concept is to allow the representation on the European level of structuring elements of purposive action, as approved by interministerial authorities.

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(1) This is equally true for the Community's regional policy.

The only realistic approach to devising a European planning concept is to work towards a broader consensus with respect to the structuring elements. This means broadening the common basis of purposive concepts which possess operational value and for which means of implementation exist. A European concept must not under any circumstances consist in a mere juxtaposition of diverging concepts imbued in varying degrees with operational value.

3. Constraints on the working out of a European concept

If progress towards a European approach to regional planning has been so slow up to now, it is because the constraints hindering its development and formalisation are so numerous:

- A European planning concept must be based on a coherent body of political objectives, which is lacking at present. A rough outline of them may be provided by the resolutions of the CEMAT. These, however, are largely administrative in nature and in any case not exhaustive. The European Charter could be a further step towards a coherent body of objectives.
- All planning concept rest on a legal basis. There is, however, no legal basis suitable for the working out of a European concept
- In some countries and in the Community planners at operational level are not sufficiently concerned with the long view and do not recognise the need for a frame of reference for their actions.
- Conversely, the advocates of purposive action in the long-term often lack opportunities within the existing institutions and concrete means to put their strategies into effect.
- The operational resources available to the authorities represented in CEMAT vary greatly from country to country.
- The sum total of comparable data available needed for forming a European policy of regional planning, is still small. The problems of regional planning in Europe are much better known by name than by nature.

4. Conclusion

If the constraints which hinder the development and formalisation of European regional planning through a European concept are substantial, the reasons in their favour are no less so.

The traditional method, requiring first of all a coherent body of political objectives and a legal basis, seems to be beset with obstacles which cannot be ignored, although it offers an important guarantee of effectiveness.

An intermediate solution could be worked out in the form of a European concept whose function would be indicative. The chief quality of a planning concept ought to be its power to persuade and convince private enterprise. Success in getting things done is not so much dependent on the legal value of the plan, but more on the rational thinking behind it. The choice between the two possibilities, if it must be made one day, will be made only at the political level.

A P P E N D I X VI

OBJECTIVES FOR NATIONAL REGIONAL PLANNING

(Information document submitted by the Austrian delegation) (1)

List of Regional Planning Objectives for Austria

adopted by the Austrian Conference on Regional Planning (Österreichische Raumordnungskonferenz, ÖROK) at its 6th session on 20 June 1975.

I. Scope

Within the framework of the ÖROK (Austrian Conference on Regional Planning), the Bund, the Länder and the Gemeinden have agreed to set their regional activities along the lines provided in the List of Objectives given below. In this context, "regional policy" means the planned and foresighted development of a region and its structures in the light of social, cultural and economic goals.

II. Principles of national policy

Within this framework, the following principles have to be taken into account:

1. To maintain and ensure the independence and permanent neutrality of Austria.
2. To protect the basic principles of the Federal Constitution.
3. To maintain the national cohesion of Austria in regard to its organisation as a federal state.
4. To guarantee the full and uninhibited development of the people, particularly by observing the principle of constitutionality and protecting and promoting human rights.
5. To guarantee the status of the Gemeinden as territorial authorities with a right to self-government.
6. To promote international co-operation, especially within Europe.

III. Social objectives

1. To ensure and improve the conditions of living with a view to establishing fairly equal and balanced conditions of living throughout Austria. In doing so, the opportunities for the development of the individual within the society should be promoted.
2. To secure the basic ecological preconditions for human existence, eg soil, water, air and food, of adequate qualities and sufficient quantities. Natural reserves should be maintained and economically utilised in order to ensure appropriate conditions of living in the future.

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(1) cf. doc. CMAT/HF (79) 1 - Information document no. 1.

3. To afford the population the best possible protection against the hazards of the forces of nature and catastrophes of exceptional dimensions.
4. To afford the population the best possible protection against environmental damage, hazards and strains.
5. To maintain or create the regional preconditions for a comprehensive national defence and for public security.
6. To ensure the provision of homes for the population in such a way that the location and quality of the homes do not permit an invasion of privacy or impede the social development of the individual within his home.
7. To ensure the provision of sufficient and adequate income opportunities and the participation of all people gainfully employed in the development of the economy by taking account of the possibilities of regional and occupational mobility.
8. To ensure an adequate supply to the population of goods and services as well as with recreational opportunities.
9. To create educational facilities which guarantee equal opportunities in education and compliance with the social requirements in the fields of education and schooling.
10. To provide for the maintenance of the health of the population and the care of ill, handicapped, needy and old persons.
11. To provide appropriate information, communication and transportation facilities for the population.
12. To exercise special care with regard to the protection and cultivation of natural and cultural sites worthy of conservation.

IV. Economic objectives

1. To ensure and improve the basis for a long-term balanced development of the economy, the infrastructure and of housing as well as for necessary structural adjustments, so that fairly equal and balanced conditions of living can be put into reality throughout Austria.
2. To develop agriculture in such a way as to ensure the best possible food supply to the population and the conservation of recreation areas.
3. To develop forestry in such a way that the function of the forests as suppliers of raw materials, their protective and ecological functions as well as their recreational function are taken into account.
4. To secure and improve the compatibility of industry and trade in such a manner that particular attention is paid to the requirements of the location, to available raw and basic materials, environmental harmlessness, the situation on the energy and labour markets as well as to local initiatives.

5. To develop tourism and keep it compatible by making allowance for the ecological and economic capacity of the area, the requirements of nature conservation and landscape protection, the priority participation of the local population in the development process and multiplicity of leisure time and recreational needs of the tourists.
6. To develop and encourage adequate public and private service facilities for the population and render a considerable contribution to the development of the economy. In this case, all structural opportunities and all modern technological developments should be utilised.

Account should also be taken of an effective protection of the environment, the economical use of resources, in particular with regard to energy.

V. Structural objectives

1. To attune the structure of a component area to the structure of the whole area as well as to those of neighbouring areas. The structure of the whole area must take account of the conditions and needs of its component areas.
2. To develop the individual component areas in such a way as to make them capable of fulfilling most of those functions for which they are suited best on account of their natural conditions, their previous development, their possible development in the foreseeable future as well as with regard to initiatives by the population living there.

Here, the fact should be borne in mind, that such a development should benefit also other component areas, if possible.

3. To pay regard to the fact that in developing the areas the provision with basic social and communications facilities adequate to their size and population number is secured so that no unreasonable individual and social expenses for the establishment and use of such facilities accrue.
4. To develop the settlement structure in such a way that a balanced distribution of the population is ensured, that the population density of an area is in agreement with its ecological and economic capacity and that the locations for homes, industrial enterprises, public services facilities and recreation areas are attuned best to the linear supply system.
5. To protect areas with exploitable water reserves and raw material deposits against uses impairing such reserves and deposits and preventing their utilisation. In utilising waterpower, all efforts should be made to preserve the landscape and the ecological balance.
6. To protect and further develop areas suitable for recreation and to secure or work towards achieving free access to forests, seas, lakes and other sites of natural beauty.
7. To award priority to measures of nature conservation and landscape protection in cases where special biotopes, animal and plant species endangered of becoming extinct and areas of outstanding beauty or particularity require to do so. In this context, the location and the size of such areas should also be determined by the economic needs of the areas concerned.

A P P E N D I X VII

EUROPEAN ENVIRONMENT AND TIME MANAGEMENT

(Document prepared by I B F KORMOSS,
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Secretary General of the Conference
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I. Introduction

1. A timely summary of the way ideas have evolved and of the progress achieved in the field of European regional planning is provided in the Secretariat's introductory memorandum (CMAT/HF (79) 28) and in the documents distributed at the meeting on 17.12.1979. They will therefore not be dealt with here, nor will the maps appended to the pilot study, apart from two remarks below concerning terminology and mapping.

Before discussing the "philosophy" of the pilot study, it might be worth explaining the title of this contribution. It is a reflection of the approach used, which we intend to be comprehensive and in which the notions of space and time are inseparable and corollary. Its wording furthermore complies with the latest terminology used in this field by the governments of the two European countries whose languages are the official languages of the Council of Europe; after a real "epic" (the comparative history of which would be worth writing one day), the Ministry of Housing and Local Government and the Ministère de la (Re)-Construction have both included the term "environment" in their name, in the broadest sens, covering the whole field and even implicitly time management (1).

A suitable title could therefore be in French "SCHEMA EUROPEEN DE L'ENVIRONNEMENT ET DE L'AMENAGEMENT DU TEMPS", in English (subject to linguistic reservations) "EUROPEAN ENVIRONMENT AND TIME MANAGEMENT" and in German "EUROPAISCHES SCHEMA FÜR UMWELT UND ZEITGESTALTUNG (ORDNUNG?)".

2. We have deliberately given the (possible) title of the concept in all three languages, since it is as well to avoid any linguistic or terminological confusion right from the start, which is not the case with the pilot study and in particular its revised version (See Appendix I - Doc. CMAT/HF (79) 29).

Definitions of terms as basic as "OPEN AREAS" and "BUILT-UP AREAS" are not in accordance with what is commonly understood by these terms: "OPEN AREAS" are not "caused by unfavourable natural conditions (climate, soil, geography etc)" and the exceptions referred to ("extraction of iron ore in northern Sweden, Trentino region in Italy") clearly show that we are faced with a linguistic and terminological misunderstanding, as in the case of the "BUILT-UP AREAS", which cannot be "further divided into sub-categories (rural areas, urban areas, metropolitan areas)"; "built-up areas", as correctly defined in the Flämig report (2), do not

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include "rural areas" and although it is possible to sub-divide them into "metropolitan areas" and "urban areas", the characteristics or parameters of the latter should have been defined, or the original German terms should have been added - as was quite correctly done further on for "SPACE FUNCTIONAL" etc.

If the "TRADUTTORE" is not to become a "TRADITORE", we suggest that - as far as possible - the original version should accompany documents translated into the official languages.

3. Europe is unrepresented at the largest cartography exhibition to be held since the second world war (3), and for a good reason. Although it is the expression of the civilisation of a particular period, the "mapping adventure", which is so rich and varied, is most of the time enlisted in government service. This is clearly demonstrated - were there still any need of demonstration - at the Pompidou Centre exhibition where most of the documents on display are of national origin and conception, produced by (or for) local, regional and central government authorities. Notwithstanding a few attempts (4), which are sadly absent from the Palais Beaubourg exhibition, European cartography has still not emerged from clandestinity and indigence and we have to note regretfully that compared with the already mentioned Flämig report (published in 1968 before the creation of CEMAT and illustrated with some quite acceptable black and white photographs and coloured maps), the maps contained in the pilot study (like other documents presented at the Strasbourg Round Table) mark a retrograde step even in terms of legibility, so that they fail in the purpose to which they are best suited, ie to summarise essentials in visual form.

Thus on the new version of Map 10 (doc. dated December 1979 - see Appendix I), there is not a single square inch of acceptable reproduction (especially where measurements, hatching, lines and relief are concerned), with the result that any analysis of the content is rendered practically impossible (5).

Since European co-operation in the field of regional planning cartography has already been given a start under CEMAT, we propose resorting to the technical assistance of government services (6) - failing any other solution - as part of a co-operative scheme under the aegis of the Council of Europe and in particular of the CEMAT Committee of Senior Officials, thereby extending the activities of its "Cartography" working party. The next stage might be to broaden this co-operation to bring in other European organisations - EEC and OECD - "regional" branches and offices of world organisations (UN, FAO, UNESCO) and - why not? - the main commercial publishers in this field (7).

II. Towards European environment and time management

Our comments are based on four main notions, two of which (paragraphs 2 and 3 below) appear in the pilot study, and the other two, although subjacent, are not adequately expressed in the study, either in the maps (see comments above) or in the text itself.

1. A European regional policy concept - to use the same terms as the title of the pilot study - must be the expression of a comprehensive philosophy with regard to current problems and it is regrettable that the final report of INTERFUTURES (8), which was available as early as September 1979, was not taken into consideration when the new version of the pilot study was prepared. The four main themes of the OECD study provide a useful guide for any consideration of a European concept:

- growth limitations arising from political and socio-economic constraints rather than from the scarcity of raw materials;
- need for structural adjustment as a condition of satisfactory growth and employment;
- need for improvement of north-south relations to take account of emerging common interests and differing development prospects;
- need for greater international co-operation, as a result of growing global inter-dependence and rapid change in the latter part of the century.

What we have here, therefore, is a different type of growth, which was described in France in 1976 by the Commission de l'Aménagement du Territoire et du Cadre de Vie of the Commissariat au Plan as follows (9):

"Economic studies commissioned by the Committee have confirmed a belief which it had initially held intuitively, namely that it is both desirable and possible, in the pursuit of growth, to give greater priority to the environment and to regional planning. However, this new type of growth will not follow automatically from existing economic trends. It can only occur if there are certain structural changes:

- changes in consumption patterns, in the first place, to modify the content of growth;
- changes in the patterns of economic activity, in the second place, to spread its effects over the whole country."

In the case of Europe, it is the future EUROPEAN REGIONAL PLANNING CHARTER, now in course of preparation, which will establish a "comprehensive philosophy".

2. The definition of a regional planning policy, whether for the purposes of a general concept or specific studies or even a clear understanding by the population of the true importance of the regions, needs to take account of LARGE AREAS, which maybe relatively complex (aggregates) but which have their own particular features or problems (see Bordeaux Declaration of 1.2.1978, paragraph 4).

The choice of the "priority function of regions" as a criterion (see pilot study, 1977, English text pp. 12-16) appears in this respect inappropriate:

- a. It is based on sectors and the level of co-ordination - beyond a simple cartographic superimposition - remains elementary.
- b. The notion of "priority function" is ambiguous; we can pick out at least three different meanings, of which two - based on forms of geographical/economic or biological/racial determinism, are unacceptable. In any case, "functions" are subject to variations and even major transformations over time.
 - i. If we understand the term in the sense of geographical/ economic determinism, it goes against the experience of history. For instance, the long-held belief that "islands produce sailors" is not borne out by the facts. It was not the Mediterranean islands (Corsica, Sardinia or Sicily) which won renown in this respect, but the mainland port-republics of Genoa and Venice.

As far as the Atlantic seaboard is concerned, it is well-known that the major discoveries were made by "continentals" (Spanish, Portuguese or French) far more than by "islanders", such as the British or Irish.

As for the Japanese, their maritime "function" made its appearance only in the 20th century and even then in the form of ship-building rather than navigating.

More examples could be taken from the "black lands", the best known of which, the Ruhr, was a "green and happy land" of 275,000 inhabitants in 1820 and yet was to reach a population of 5,759,000 in 1971. The same kind of change applies to all the mining areas, from South Wales to the "Donbass", "growth regions" which then became "redevelopment areas" and have very recently returned to their "coal-mining" activities.

ii. If we take it to mean the (personalised) function of the population concerned (we hasten to add that this meaning was not even hinted at in the pilot study), the notion could lead to a form of biological or racial discrimination, in the widest sense of the term.

This does not mean to say that there are no national or rather regional differences; quite on the contrary, the main characteristic of Europe, the smallest of the continents, is precisely this enormous variety of cultural and natural "landscapes", compared with the geographical uniformity and the standardised behaviour of the peoples of other continents or sub-continent.

iii. Somewhere (midway?) between physical determinism and biological determinism, there is what futurists refer to as "underlying trends", which may last for centuries. Although the term is not mentioned as such in the pilot study, any systematic analysis of the "determinant factors of future regional development" (see pp. 13-16) constitutes a similar approach. However, some of these "underlying trends" have recently shown an odd propensity to shrink ... Apocalyptic warnings of a "population bomb" (10) have given way in the developed world - both east and west - to cries of anguish at the falling birth-rate, especially in Europe, where only 12 countries are still above the replacement threshold. A regional breakdown is even more eloquent in this respect (11).

c. The regions depicted in the first and in the second version (December 1979) are relatively small in terms of "size". Furthermore, they cover only part of the European territory, although, even if the notion of priority function were accepted, it should surely cover the whole of the territory, no square mile or even square metre of which can be presumed to be "without a function".

d. As the study evolved, so did the types of priority functions: to the three main types of the 1977 edition (also on map 10), the revised edition (the "outline") added a fourth, namely "services", which only appears twice on its own (Ile de France and Lazio), though it appears elsewhere in combination with type 2 (industries) (south-east England, Hessen and Lombardy). But this is nothing more than a statistical mirage arising from the use of data belonging to whole regions (or Länder). It is in fact the "tertiary" centres, such as the Paris conurbation, the city of Rome, greater London, "Verdichtungsraum Rhein-Main" or the Milan urban "sprawl" and not the surrounding countryside which are the real "service regions".

The "tourism" regions are to be treated with even more caution, in the absence of any numerical or quantitative definition. The whole of Aquitaine, south-west England, all the Mediterranean islands and a large coastal strip in Turkey (four times the size of Belgium) are depicted as purely tourist regions. On the other hand, in Belgium, only the province of Brabant is described as such, although 80% of Belgium's hotel capacity is concentrated on the coast (12). "Dispersed" or "green" tourism (see the proposed rules of the Council of the Commission of the European Communities concerning the guidelines for Community regional policy) is not considered, nor are the (even larger) ecological areas (13) (see ecological mapping of the European Communities).

Finally, land categories individually identified and entitled "transportation areas" or "energy areas" are no doubt of great significance both for regional development and for a particular country or group of countries, but we very much doubt whether these features can fit into a space functional system in the same way as the major agricultural and industrial areas, in view of their limited extent and either "localised" or "axial" character.

Personally, we would have favoured a more pragmatic and less rigid approach, concentrating on "problem areas" or areas which are the most sensitive on account of either:

- their geographical location, eg the geographical and political "finis terrae Europae" ("Zonenrandgebiete") and their national equivalents, ie the frontier regions,

or

- their physical structure, eg coast or mountain,

or

- their socio-economic structure, eg rural regions, declining industrial regions and urban regions ("conurbations").

3. This regional typology facilitates the implementation of a regional development policy only to the extent that the most appropriate location is found for the implementation of plans drawn up on the basis of specific regional requirements and objectives.

A functional, qualitative and quantitative description of these regions would go beyond the purpose of this paper. For those who might be interested, we can supply a map showing 43 European regions (not including Scandinavia and Turkey which are at present under study), each with a regional or twin capital and a population ranging between 2.6 and 16.1 million.

4. If these regions are to be internally structured and integrated into the rest of Europe, then a system of axes is required, as suggested appropriately in the pilot study. However, it is well to distinguish between communications axes (eg IUR plan) and development axes (eg Alsace regional development scheme) and to interpret the importance of these axes, as is the case in the development plans of the "Länder" in the Federal Republic of Germany (see CMAT/HF (79) 27 and the study by W. ISTEEL, op. cit).

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In its present form, the system of "Corridors of European Importance" (see "Outline"), in which a coastal road in western Corsica - sometimes only 4.5 m wide - is depicted in the same way as the Rhine axis (motorway plus electrified railway plus deep inland waterway) or the Lille-Paris, Milan-Genoa or London-Birmingham-Manchester axis, would seem to be unacceptable.

III. TO SUM UP, we would propose:

- a comparative study of terminology,
- more appropriate use of mapping,
- the introduction of time management,
- as part of a comprehensive regional planning philosophy,
 - the definition of the regions in the spirit of the Bordeaux Declaration and
 - their integration at European level by means of a precise and duly differentiated system of communications and development axes.

NOTES

- (1) The same kind of idea is expressed in Doc MAT-GE-Prosp (80) 2 "Long-range forecasting and regional planning", Introduction by Prof. B. ANDREATTA, Minister for the Budget and Economic Planning, Rome, p. 3, sub-paragraph 2: "... the split between the space dimension and the time dimension is justified neither on the grounds of theory nor on the grounds of current economic policy" (our underlining).
- (2) See: Regional planning, a European problem, 1968, also quoted in the Secretariat memorandum, page 3, London: "vast built-up areas or conurbations ..." definition and maps taken from Ministry of Housing publications of the period.
- (3) Cartes et figures de la terre, Centre Georges Pompidou, Paris (5th floor and 1st basement). 24 May - 17 November 1980. About 3,000 m². Europe is represented only by historical maps and mappemondes.
- (4) See: Our report: Doc. CMAT/HF (71) 6: Cartographic methods used in regional planning in Europe: the present situation and problems of standardisation, Strasbourg, 1.7.1971 and earlier: Les objectifs d'une nouvelle cartographie européenne. IN: Les Cahiers de Bruges, College of Europe, July 1954.
- (5) For this reason we shall not attempt it, though we would like to point out that there are many errors of fact even in the choice and representation of urban centres.
- (6) Ceterum censeo: the establishment of a European mapping service, proposed in 1954 (cf. op.cit., end of Note 4); the "objectives" are still valid today.
- (7) According to our estimates, only a millionth part of the total expenditure of official and private organisations which are active in the field of mapping in Europe would suffice to operate the kind of modest European mapping service referred to above.
- (8) Prof. J. LESOURNE (Ed): Facing the future: Mastering the probable and managing the unpredictable, OECD, Paris, 1979, 426 p.
- (9) Commissariat Général du Plan: Rapport de la Commission de l'Amenagement du territoire et du Cadre de vie - Préparation du 7e Plan - La Documentation Française, Paris, 1976, 176 p - p. 77.
- (10) Dr. P. EHRLICH: The Population Bomb, Ballantine Books, New York, 1968-1970 223 p, where the "doubling time" (pp 18 etc) of the world population is calculated and extrapolated, leading to what we believe to be erroneous conclusions, as shown by subsequent trends.
- (11) Ch. L. EICHPERGER (RPD) - B. A. VAN HAMEL (CB) - W. P. NIEUWENHUIS (CB): Een methodiek voor vervaardiging van regionale bevolkingsprognoses, Studierapporten 15, Rijksplanologische Dienst (Min. v. Volkshuisvesting en Ruimtelijke Ordening), Staatsuitgeverij, Den Haag, 1979, 100 p.
- (12) See our Oxford Regional Economic Atlas (also referred to in the Pilot Study), which (p. 87) lists hotel capacity (beds available) by municipality for all western European countries.
- (13) The "ecological areas" are still referred to as a separate category in the first table of Prof. Kunzmann's new version (See Appendix I), though they are not mentioned again in the subsequent description of space-structuring factors.

LIST OF "GREATER AREAS" (1), NUMBER OF INHABITANTS IN 1975 (10⁶, (2), (2)) AND FOCAL CITIES (3) IN WESTERN AND SOUTHERN EUROPE (x)

(1)	(2)	(3)	(1)	(2)	(3)
1 GALLIA	15,9	Paris	26 CAMPANIA	5,3	Napoli
2 FINIS TERRAE	6,7	Rennes	27 LUCANIA	6,4	Bari-Reg. C. (Potenza?)
3 AQUITANIA	5,4	Bordeaux-Toulouse	28 TYRRHENUM	6,7	Palermo-Ajaccio (Cagliari?)
4 ARVERNIA	2,6	Clermont-Ferrand	29 IBERUS	6,7	Barcelona-Zaragoza
5 PYRENEI	2,9	Andorra	30 CANTABRIA	6,3	Oviedo
6 RHODANUS	9,3	Lyon	31 DURIUS	5,6	Porto-Valladolid
7 ALPES OCC.	7,7	Grenoble-Torino	32 TAGUS	5,3	Lisboa
8 RHENUS SUPER.	12,1	Strasbourg-Karlsruhe	33 HISPANIA ULT.	6,5	Sevilla
9 MOSA	6,3	Liège-Metz (Luxbg?)	34 HISPANIA CIT.	5,2	Valencia
10 SCALDIS	7,6	Lille-Gent	35 CASTILLIA N.	6,0	Madrid
11 BRABANTIA	7,5	Antwerpen	36 TAMESIS	16,9	London
12 HOLLANDIA	7,9	Utrecht	37 BRITANIA INF.	5,5	Nottingham (Peterbrgh.?)
13 EUREGIO	4,6	Enschede	38 BRIT. SUP.	12,1	Bristol-Birmingham (Hereford?)
14 RHENUS INF.	16,7	Köln	39 BRIT. SEPT.	14,6	Manchester-Leeds
15 SAXONIA INF.	9,6	Hannover	40 CALEDONIA	5,2	Edinburgh
16 HERULIA	7,1	Kiel-Köbenhavn (Odense?)	41 HIBERNIA	4,7	Dublin-Belfast
17 ALAMANIA	6,4	Stuttgart	42 ACHAEA	5,2	Athinae
18 BAVARIA	9,3	München	43 MACEDONIA	3,9	Thessalon.
19 NORICUM	6,6	Wien			
20 HELVETIA-RAETIA	6,7	Zürich-Innsbruck			
21 VENETIA	6,4	Venezia			
22 LOMBARDIA	10,7	Milano			
23 AEMILIA	3,4	Bologna			
24 ETRURIA-UMBRIA	6,1	Firenze			
25 LATIUM	6,5	Roma			

(x) The delineation of "greater areas" in Scandinavia, Yugoslavia and Turkey is under consideration.

KEY:
 - - - Frontiers
 - - - - - Boundaries of "greater areas"
 • M Focal cities

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