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ELSA e.V.

Benelux

Réseaux transfrontaliers
Grensoverschrijdende netwerken
Grenzüberschreitende Zusammenarbeit
Cross-border cooperation

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Cover photo: ONT. View of the Moselle valley, part of the cross-border area of SaarLorLux

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editorial

Cross-border co-operation as a common task for the future

Dear Members and Friends of the European Land & Soil Alliance

Spatial effects due to an increasing EU wide integration of economic and political activities occur on a higher scale. Smaller national states like the Benelux countries – Belgium, the Netherlands and Luxembourg – are becoming aware of the limits of their original political influence in contrast to the developments they are exposed to. The case of Benelux countries is investigated in order to show how joint planning approaches are needed especially by smaller member states. This issue of llsn is focused on the necessity of trans-border spatial planning and development, describes the trans-border activities set up in the past and the present and addresses future approaches and requirements of the EU spatial development policy under these circumstances.

Most of the territory of Benelux as small member states belong to border areas, in fact in comparison to larger countries, like France or Germany, the whole territory of Benelux could be a single border area suffering from the constraints of all border areas: being exposed to all kind of spatial developments which cannot be directly influenced but which need somehow to be co-ordinated. "Best practice" knowledge about trans-border (i.e. inter-regional, trans-national and cross-border) co-operation particularly about possible and working institutional settings could be diffused into networks of other European cross-border areas.

The European Land and Soil Alliance is looking ahead to further innovative cross-border co-operations especially between member cities and towns of ELSA e.V. This issue of llsn intends to inform on the features of such co-operation in spatial planning and land use management. This is in line with the idea that spatial planning is more than choosing the right policy instruments to establish well-defined policy goals. Beside the application of policy instruments, planning is also a process in which problems and solutions are interactively constructed. The latter would be a communicative process in which all participants (cross-border partners) could learn from each other, learn about the nature of the problems faced and, if the process was successful, reach some sort of agreement. This communicativ process is of great importance for cross-border co-operation. Benelux has more than 30 years experience in cross-border spatial planning. A significant stimulus for cross-border co-operation in the Benelux is the long running funding of the EU, actually e.g. by the Interreg III programme. Amongst other aspects key actions promote cross-border spatial planning and mobility or flood-risk prevention. However, this issue shows visions, experiences, problems and perspectives of cross-border networking of Benelux in the heart area of the European Union.

Cross-border co-operation also is a central topic of the following articles of this issue, i.e. TUSEC-IP newsletter no. 3, the development of the European Soil Strategy, as well as with regard to events and workshops of ELSA e.V. and other institutions like ICLEI, SCAPE and IUCN.

Editorial staff local land & soil news

Regional and transnational spatial planning strategies of Benelux countries and city regions

The spatial structure of North-West Europe is largely dominated by the presence of major metropolitan areas, such as the Randstad (in the Netherlands), the Rhein-Ruhr area (in Germany), the Ile de France (in France), Greater London (in the United Kingdom) and, between them all, the central Belgian Urban Network (including the Flemish Diamond, Brussels and the north of Wallonia). These large metropolitan areas differ from one another by their nature and internal structure, and are interconnected by a system of Eurocorridors as multi-modal bundles of transport infrastructure which link the European centres with each another. A major regional development mission has been attributed to these Eurocorridors within the European Development Perspective. Naturally this is also connected with the Trans European Networks described in the European White Paper on Transport.

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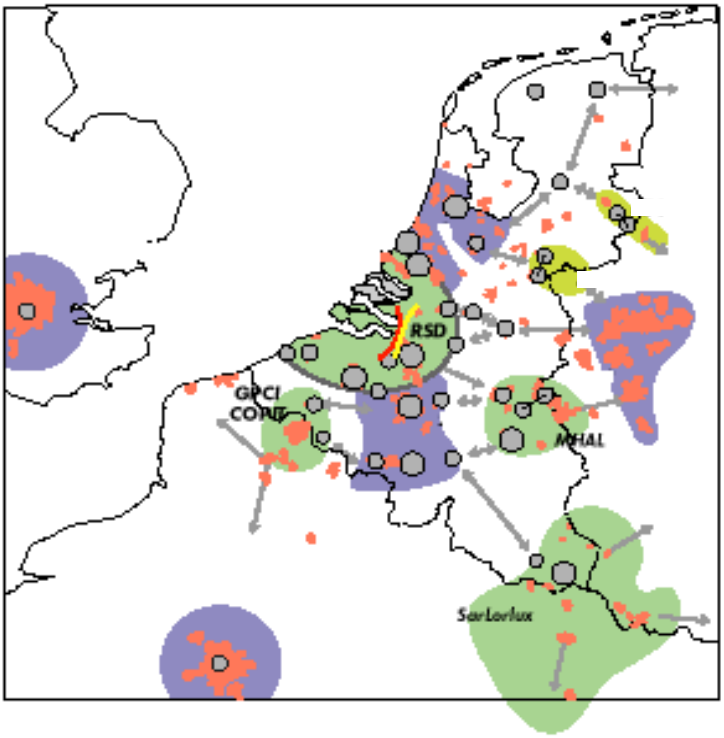
Each of these metropolitan areas forms a centre of (inter)national interest for the countries involved. Notwithstanding these interconnections, the border zones between these metropolitan areas are characterised by the development of intermediate urban networks, situated on the frontiers : the Cross-border Urban Networks. Their role and significance have already been discussed repeatedly in the report *Europe 2000+*, the *CCC study (Central Capital Cities)*, the *Second Benelux Structural Outline* and the *European Spatial Development Perspective (ESDP)*. The exploration of the concept of 'polycentrism', launched in the ESDP as a guideline for a European transnational spatial policy framework, is also closely related to this.

There are four cross-border networks located in and around the Benelux, namely *SaarLorLux (Saarland, Lorraine, Luxembourg)*, the *French-Belgian metropolis*, *RSD (Rhine-Scheldt Delta)*, and *MHAL (Maastricht-Heerlen/Hasselt-Genk/Aachen/Liège)*. All these networks also include major urban areas, but in the case of Rhine-Scheldt Delta and SaarLorLux they lie at a relatively great distance from one another. The word *«urban»* must therefore be put into perspective.
These networks are united in a common *Network of Cross-border Networks*, where information and experiences are exchanged and the strategic position in the north-west European context is made clear.

The urban systems and the cross-border (urban) networks in North-West Europe



Les systèmes urbains et les réseaux (urbains) transfrontaliers en Europe du Nord-Ouest

De Stedelijke Systemen en de Grensoverschrijdende (Stedelijke) Netwerken in Noord West Europa

RSD *The region between Rotterdam, Dordrecht, Breda, Bergen op Zoom, Anvers, Gand and Bruges/Zeebrugge, the region of Kempen Zeeland, the municipalities of Reimerswaal, Woensdrecht, Stabroek and the north of Anvers*

GPCI-COPIT *The environs of Lille, Ieper, Kortrijk, Roeselare, Mouscron and Tournai*

MHL *The region of Maastricht-Heerlen, Hasselt/Genk, Aix-la-Chappelle and Liège*

SarLorLux *The region of Arlon, Luxembourg, Trèves, Metz, Nancy, Saarbrücken and Kaiserslautern*

Source: Sécrétariat Générale d'l'Union Economique Benelux. (2001): Rapport final du projet Interreg IIC – Réseau de «Réseaux (urbains) transfrontaliers»

Yet each of these cross-border networks have their own specific spatial structure.

The ***French-Belgian metropolis*** is characterised by a wide-spread urbanisation with strongly centralised locations, namely the cities of Lille, Courtrai, Moucron, and so on (see p. 7).

MAHL (Maastricht, Hasselt, Aachen, Liège) is a network of different neighbouring cities, each with their own markedly specific characteristics (see p. 11).

Rhine-Scheldt Delta forms the inner core of the Benelux Delta and contains the mouths of the most important North-West European rivers: the Rhine, the Meuse (which flows into the Rhine) and the Scheldt. Around this area lies a band of cities and ports, including Rotterdam, Antwerp, but also Ghent, Zeebrugge, Dordrecht, Vlissingen and even Ostend (see p. 6).

SaarLorLux is a co-operation area in the making, with a strong institutional basis (agreements between states and/or regions, administrative boards, etc.). The areas which compose SaarLorLux feature several spatial development models including the linear model with the Lorraine axis, the Rhine model with Saarland, the centralistic model with Luxembourg. The establishment of collaboration between cities and the urban-rural relationship are the major items (see p. 9).

Also important is the multilingualism and cultural diversity in each of these networks, except for the RSD (and yet!). Two to four languages are actively used in most of the networks. The linguistic and administrative-cultural backgrounds form a major aspect of these cross-border urban networks.
Each of these cross-border urban networks forms a fascinating laboratory in which cross-border co-operation is approached in a very tangible but also highly visionary manner. Unlike in the usual transnational committees, here one cannot hide behind big, vague words; instead, the co-operation must be given an extremely concrete form. Dealing with the diversity which characterises Europe is immediately perceptible here. The lessons which we can draw from this are not only interesting for the networks; in a certain sense, they act as a litmus test for the integration between the countries and regions in the European context. Thus it is well worth the effort to follow them with close attention. ■

L'espace de coopération dans les pays et les régions urbaines Benelux

La structure spatiale de l'Europe du Nord-Ouest est largement dominée par la présence de métropoles importantes, comme le Randstad (aux Pays-Bas), la région Rhein-Ruhr (en Allemagne), l'Ile de France (en France), le Greater London (au Royaume-Uni) et au milieu le Réseau Urbain central belge (y compris le Losange flamand, Bruxelles et le nord de la Wallonie). Ces grandes zones métropolitaines diffèrent quant à leur nature et à leur structure interne et sont reliées entre elles par un système d'Eurocorridors en tant que faisceaux multimodaux d'infrastructures de transports reliant les centres européens. Une importante tâche de développement régional est attribuée à ces Eurocorridors dans le Schéma de développement de l'espace communautaire. Il va de soi qu'ils présentent aussi un lien avec les Réseaux Trans Européens décrits dans le Livre blanc pour les Transports.

Chacune de ces zones métropolitaines constitue un centre d'importance (inter)nationale pour les pays concernés. Malgré les liaisons entre ces zones, les régions frontalières séparant ces zones métropolitaines se caractérisent par des réseaux urbains intermédiaires situés aux frontières: les *Réseaux Urbains Transfrontaliers*. Leur rôle et leur importance ont déjà été soulignés à différentes reprises dans le rapport *Europe 2000+*, l'étude *CCC (Central Capital Cities)*, la *Deuxième Esquisse de Structure Benelux* et le *Schéma de développement de l'espace communautaire (SDEC)*. L'exploration du concept de 'polycentrisme' lancé dans le SDEC comme fil conducteur pour une ébauche de politique spatiale transnationale européenne s'y rattache.

Quatre réseaux transfrontaliers se profilent dans et autour du Benelux, à savoir *SarLorLux (Sarre, Lorraine, Luxembourg)*, la *métropole franco-belge*, le *RSD (Rijn-Schelde Delta)* et le *MHAL (Maastricht-Heerlen/Hasselt-Genk/Aix-la-Chapelle/Liège)*. Tous ces réseaux englobent aussi d'importantes zones urbaines, mais dans le Rijn-Schelde Delta et dans SarLorLux, elles sont relativement éloignées les unes des autres. Aussi faut-il relativiser le terme «*urbain*».

Ces réseaux se sont regroupés en un Réseau commun de Réseaux Transfrontaliers dans le cadre duquel il a été procédé à un échange d'informations et d'expériences et la position stratégique dans le contexte de l'Europe du Nord-Ouest a été clairement définie. Ces réseaux transfrontaliers ont cependant chacun leur propre structure spatiale spécifique.

La métropole franco-belge se caractérise par une large urbanisation avec des localisations centrales fortes, notamment les villes de Lille, de Courtrai, de Mouscron, etc. (voir p. 7).

Le MAHL (Maastricht, Hasselt, Aix-la-Chapelle, Liège) est un réseau de plusieurs villes rapprochées avec leurs propres caractéristiques spécifiques prononcées (voir p. 11).

Le Rijn Schelde Delta constitue l'enveloppe interne du Delta Benelux et englobe l'embouchure des principaux fleuves de l'Europe du Nord-Ouest: le Rhin, la Meuse (qui se jette dans le Rhin) et l'Escaut. Cette zone ouverte est entourée d'une ceinture de villes et de ports, dont Rotterdam, Anvers, mais également Gand, Zeebrugge, Dordrecht, Flessingue et même Ostende (voir p. 6).

SarLorLux est une zone de coopération en devenir, avec une assise institutionnelle forte (accords entre états ou régions, enceintes administratives, etc.). Les régions dont se compose SarLorLux connaissent des modèles de développement spatial différents, dont le modèle linéaire avec l'axe lorrain, le modèle du Rhin avec la Sarre, le modèle centraliste avec le Luxembourg. L'organisation de la coopération entre villes et la relation ville-campagne constituent les grands thèmes (voir p. 9).

Le multilinguisme et la diversité culturelle dans chacun des réseaux, sauf dans le RSD (et encore!), sont également importants. La plupart des réseaux dénombrent deux à quatre langues. Les langues et la culture politique constituent un aspect important de ces réseaux urbains transfrontaliers.
Chacun de ces réseaux urbains transfrontaliers est un laboratoire passionnant à partir duquel la coopération transfrontalière prend forme de manière très tangible, mais également fort visionnaire. A la différence des enceintes transnationales habituelles, on ne peut pas se retrancher ici derrière des mots vagues et creux, mais la coopération doit être très concrète. La prise en compte de la diversité européenne y est directement perceptible. Les enseignements que l'on peut en tirer ne sont pas seulement intéressants pour les réseaux, mais ils servent également de test décisif pour l'intégration des pays et régions dans un contexte européen. Ils méritent donc très certainement d'être suivis attentivement. ■

Grensoverschrijdende (stedelijke) netwerken van Benelux

De ruimtelijke structuur van Noord-West Europa wordt in hoge mate gedomineerd door de aanwezigheid van belangrijke metropolen, zoals de Randstad (in Nederland), het gebied van de Rhein-Ruhr (in Duitsland), Ile de France (In Frankrijk), Greater London (in het Verenigd Koninkrijk) en daartussen het centraal Belgisch Stedelijk Netwerk (inclusief de Vlaamse Ruit, Brussel en het noorden van Wallonië). Deze grote metropolitane gebieden zijn verschillend van aard en interne structuur en worden onderling verbonden door een stelsel van Eurocorridors als multimodale bundels van vervoerinfrastructuur die de Europese centra met elkaar verbinden. Aan deze Eurocorridors wordt in het Europees Ontwikkelingsperspectief een belangrijke regionale ontwikkelingstaak toegekend. Uiteraard houden deze ook verband met de Trans Europese Netwerken, omschreven in het Europese Witboek voor Transport.

Elke van deze metropolitane gebieden vormen centra van (inter)nationaal belang voor de betrokken landen. Niettegenstaande deze onderlinge verbindingen worden de grensgebieden tussen deze metropolitane gebieden gekenmerkt door het ontstaan van tussenliggende stedelijke netwerken, gesitueerd aan de grenzen : de *Grensoverschrijdende Stedelijke Netwerken*. Hun rol en betekenis werd reeds herhaaldelijk belicht in het rapport *Europe 2000+*, de *CCC-studie (Central Capital Cities)*, de *Tweede Benelux Structuurschets en het Europees Ruimtelijk Ontwikkelingsperspectief (EROP)*. Ook het exploreren van het in het EROP gelanceerde concept van het 'polycentrisme' als leidraad voor een Europees transnationaal ruimtelijk beleidsraamwerk sluit hierbij aan.

In en om de Benelux tekenen zich een viertal grensoverschrijdende netwerken af, namelijk *SaarLorLux (Saarland, Lotharingen, Luxemburg)*, de *Frans-Belgische metropool, RSD (Rijn-Schelde Delta)*, en *MHAL (Maastricht-Heerlen/Hasselt-Genk/Aachen/Liège)*. Al deze netwerken omvatten ook belangrijke stedelijke gebieden maar bij Rijn-Schelde Delta en bij SaarLorLux liggen deze op een relatief grote afstand van elkaar. Daarom moet het woord *«stedelijk»* worden gerelativeerd.

Deze netwerken verenigden zich in een gemeenschappelijk Netwerk van Grensoverschrijdende Netwerken, waarbij informatie en ervaringen werden uitgewisseld en waarbij de strategische positie in noordwest Europees verband duidelijk werd gemaakt.

Toch hebben elk van deze grensoverschrijdende netwerken hun eigen specifieke ruimtelijke structuur.

De ***Frans-Belgische metropool*** wordt gekenmerkt door een breed verspreide verstedelijking met een sterke centrale locaties, met name de steden Lille, Kortrijk, Moucron, enzomeer (zie p. 7).

MAHL (Maastricht, Hasselt, Aachen, Liège) is een netwerk van verschillende en nabijgelegen steden met elk hun eigen uitgesproken specifieke kenmerken (zie p. 11).

Rijn-Schelde Delta vormt de binnenste schil van de Benelux Delta en omvat de monding van de belangrijkste Noordwest Europese stromen: de Rijn, de Maas (die in de Rijn uitmondt) en de Schelde. Omheen dit open gebied ligt een band van steden en havens, waaronder Rotterdam, Antwerpen, maar ook Gent, Zeebrugge, Dordrecht, Vlissingen en zelfs Oostende (zie p.6).

SaarLorLux is een samenwerkingsgebied in wording, met een sterk institutioneel draagvlak (akkoorden tussen Staten c.q. regio's, bestuurlijke gremia, …). De gebieden waaruit SaarLorLux bestaat kennen verschillende ruimtelijke ontwikkelings-modellen waaronder het lineaire model met de as Lotharingen, het Rijnmodel met Saarland, het centralistische model met Luxemburg. Het opzetten van samenwerking tussen steden en de stads-plattelandsrelatie zijn de grote items (zie p. 9).

Belangrijk is ook de meertaligheid en culturele diversiteit in elk van deze netwerken, behalve in de RSD (en dan nog!). In de meeste netwerken gaan twee tot vier talen om. De taalkundige en bestuursculturele achtergronden vormen een belangrijke aspect van deze grensoverschrijdende stedelijke netwerken.
Elke van deze grensoverschrijdende stedelijke netwerken vormt een boeiend laboratorium van waaruit de grensoverschrijdende samenwerking zeer tastbaar maar ook zeer visionair wordt aangevat. Anders dan in de gebruikelijke transnationale gremia kan men zich hier niet verstoppen achter vage en dure woorden, maar dient de samenwerking ook zeer concreet te worden ingevuld.
Het omgaan met de Europese diversiteit is hier direct voelbaar. De lessen die we eruit kunnen leren zijn niet alleen voor de netwerken interessant, ze fungeren in zekere zin als een lakmoesproef voor de integratie tussen de landen en regio's in Europees verband. Meer dan de moeite dus om ze met nauwgezette aandacht te volgen. ■

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De Rijn-Schelde Delta RSD samenwerking

De Rijn Schelde Delta is het gebied rond de monding van de stromen Maas, Rijn en Schelde en is gelegen in het westelijk grensgebied van België en Nederland. Het bevat de havens langs de Belgische kust en een deel van de Nederlands kust. De grootste steden in dit gebied zijn Antwerpen, Rotterdam, Gent en Brugge. Verder zijn steden in Zeeland (Middelburg, Vlissingen, en Terneuzen), West-Brabant (Breda, Bergen op Zoom, Etten-Leur, Oosterhout en Roosendaal) en Zuid Holland (Dordrecht) betrokken bij de RSD samenwerking. De RSD-regio heeft en oppervlakte van 1.503.000 ha bruto (land+water). Per 2001 bedroeg het aantal inwoners circa 6.640.000. Het gebied kent een sterke economische ontwikkeling met de havens en verbindingen naar het achterland.

Max ROKSNOER, Deltamanager, Bergen op Zoom (NL)

De *Rijn-Schelde Delta Samenwerkingsorganisatie RSD* is een unieke samenwerking van Vlaamse en Nederlandse overheden, het bedrijfsleven en milieuorganisaties in de delta van Rijn, Maas en Schelde. Zij houdt zich bezig met kansen en belangen op het gebied van economie, mobiliteit, ecologie, cultuur, toerisme en recreatie. De deelnemende organisaties en hun vertegenwoordigers ondersteunen met en *actief netwerk* de resultaten. Zij streven ernaar om een balans in de ontwikkelingen in de Delta te waarborgen door op zoveel mogelijk gebieden al werkend verbanden te leggen en te verstevigen tussen bestuurders en andere belanghebbenden uit de Delta.

De uitvoering van de activiteiten is praktisch en projectmatig. Concreet betekent dit:
- de presentatie van studieprojecten in ateliers, nota's en workshops;
- de uitvoering van projecten gericht op het vernieuwen van inzichten en beleidsuitvoering.

The image of the Rhine-Scheldt Delta: joined economic and ecological interests. Photo: Tineke Dijkstra.

Doel van de samenwerking

De samenwerking richt zich op de economische en de ruimtelijke ontwikkeling van de Delta, in de vorm van het gezamenlijk opzetten van visies en projecten. Het *Delta-Perspectief* biedt daarvoor een basis. Het Perspectief geeft zowel gebieden als thema's aan die kunnen worden uitgewerkt tot projecten. De Rijn-Schelde Delta Samenwerkingsorganisatie RSD wil een organisatie zijn die kansen biedt aan bestuurders en andere publieke en private actoren in de Delta ter stimulering van een optimale balans voor woon-, werk-, en leefmilieu in de Delta.
De RSD samenwerking is tot stand gekomen in de overtuiging dat overheden en maatschappelijke organisaties in het gebied hun eigen beleid door samenwerking beter kunnen verwezenlijken. Belangrijke overweging hierbij is dat overheden en maatschappelijke organisaties zich voor nieuwe uitdagingen gesteld zien. De RSD-regio is bij uitstek één samenhangend gebied dat binnen de samenwerking al jaren inhoud probeertte-geven aan het recent nieuw geformuleerde *Europees beleid over territoriale cohesie*.
Uitgangspunt is het adagium *Samenwerking op maat*. Dat betekent dat de RSD samenwerking arrangementen wil bieden waarin naast een basisovereenkomst plaats is voor diverse opties op verdergaande bestuurlijke en maatschappelijke *deling van winst en risico*.

Delta-Perspectief

In het document *Delta-Perspectief* (1998), hebben de gezamenlijke partners een visie gegeven op mogelijke ontwikkelingen van land en water in de delta van Rijn, Maas en Schelde. Een perspectief in de letterlijke zin: en visie op de Rijn-Schelde Delta als contactzone tussen zee en land, tussen steden en stedelijke netwerken en niet in het minst tussen twee verschillende culturen met een gemeenschappelijke taal.

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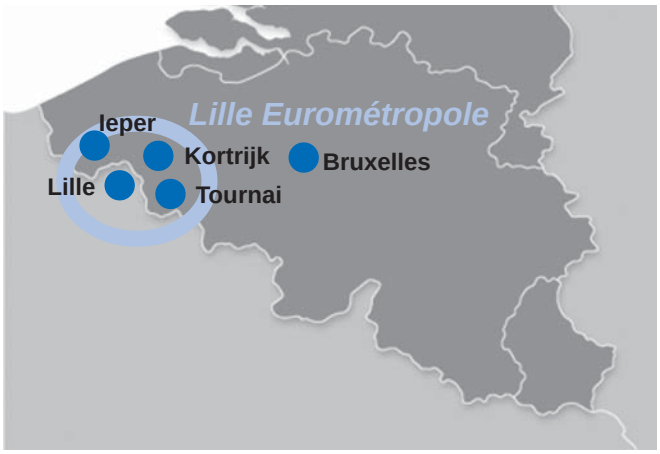
Lille eurométropole transfrontalière franco-belge
COPIT – Conférence permanente intercommunale transfrontalière

Autour de Lille, Tournai, Mouscron, Kortrijk, Ieper et Roeselare s'organise une vaste aire métropolitaine transfrontalière. Peuplée de 1.9 million d'habitants (3 millions avec l'ancien bassin minier du Nord-Pas de Calais), elle profite d'un réseau étoffé d'infrastructures de transport et jouit d'un positionnement géographique très favorable au sein de l'espace européen. Facilité par la proximité et les densités urbaines, les échanges s'intensifient, comme en témoignent les pratiques commerciales et de loisirs, les relations domicile-travail, etc. Originalité: cette métropole transfrontalière est polycentrique avec diversité de centres urbains, triculturelle avec ses populations flamandes, françaises et wallones, trirégionale et binationale.



COPIT-GPCI, Conférence permanente intercommunale transfrontalière, Mouscron (B)

Pourtant ici les atouts pourraient être davantage cultivés (diversité culturelle et territoriale, positionnement géographique, poids démographique, etc). Par rapport à autres régions métropolitaines de taille comparable, la métropole france-belge affiche des performances moindres: sous-répresentation des firmes internationales et des institutions financières, déficit de notoriété du potentiel de recherche et de formation, rayonnement international faible. A l'heure de la mondialisation, de l'intégration européenne et de la compétition accrue entre les territoires, le pari est aujourd'hui de montrer qu'il est possible de s'appuyer sur les forces de chacun pour métamorphoser cette aire transfrontalière et l'ériger au rang de métropole internationale.

Stratégie pour une métropole transfrontalière
La stratégie, qui précise le niveau d'ambition et forme des interventions à engager en matière de coopération transfrontalière, s'inscrit résolument dans une perspective de développement durable. Elle promet davantage de cohésion sociale et de citoyenneté, de prospérité économique, de qualité urbaine et environnementale. Gagner ce pari requiert de satisfaire à plusieurs conditions:

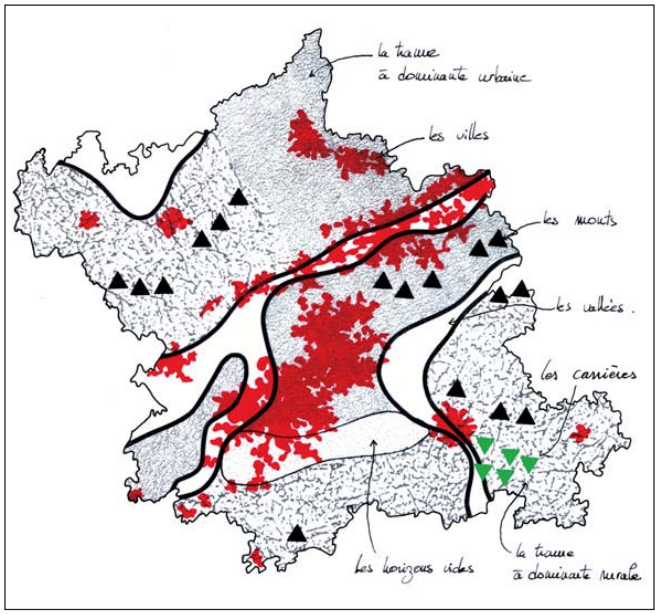
1. Forger une réprésentation partagée exprimant l'identité originale de ce territoire et donner une dénomination à cette métropole en réseau dans le respect des cultures de chacun.
2. Tirer parti de la diversité culturelle pour faire de la métropole un lieu de rencontre, d'enrichissement et d'innovation pour tous.
3. Savoir concilier le opérations ‚marketing' cultivant l'image d'une métropole européenne et les opérations d'aménagement et de développement menées au bénéfice des habitants et des activités du territoire transfrontalier.
4. Penser, décider et réaliser les projets à une échelle adaptée aux enjeux.
5. Assurer la visibilité des projets de coopération pour susciter l'adhésion de tous à la démarche de métropolisation transfrontalière et cultiver dans la durée une mobilisation collective.
6. Promouvoir une concurrence positive au sein du territoire pour développer l'attractivité de la métropole et faire que les réussites des uns deviennent des atouts pour les autres.

Un des éléments de la stratégie: créer un territoire de qualité

Valoriser les paysages du quotidien et les paysages originaux ou remarquables

Les paysages de la métropole ont connu des bouleversements considérables qui génent parfois la perception positive du territoire. Leur qualité ou leur non-qualité, réelle ou supposée, influent sur les représentations que s'en font les habitents et les visiteurs. Cette identité sociale, culturelle et affective des paysages doit se travailler chaque jour. Toutefois les interventions ne peuvent se limiter aux «*beaux paysages*». Les paysages ordinaires, espaces de vie et de citoyenneté, lieux du quotidien qui fondent l'identité du territoire, méritent aussi d'être ménagés, aménagés et mieux connus. Des projets de valorisation pourraient mêler des logiques sociales, environnementales et économiques (loisirs, tourisme, etc.) pour préserver les traits forts du paysage, répondre à la demande sociale des habitants en matière de loisir et de découverte et faire de la gestion des paysages d'affaires de tous (voir carte p. 8).

Carte: Paysages remarquables et quotidiens de la métropole



Source: COPIT, 2001

Concrètement:
- Elaborer des plans paysagers pour les paysages emblématiques (carrières du Tournaisis, monts, plateaux);
- mettre en place l'opération «101 projets locaux pour un grand projet du paysage», assortie d'un fonds de concours pour soutenir les projets locaux de construction de paysages.
- réaliser le parc transfrontalier du Ferrain;
- lancer une démarche commune de type «Parc naturel régional» sur le secteur Monts de Flandre/Plaine de la Lys;
- concrétiser le projet de «Maillage bleu métropolitain», opération de reconquête paysagère et de valorisation des rivières et canaux qui innervent l'ensemble du territoire et en favorisent la découverte;
- développer un réseau transfrontalier d'itinéraires cyclo-touristiques favorisant la découverte du paysage.

Jouer sur la qualité urbaine

Avec sa mosaïque de villes et d'aménites, la métropole fait fi de l'uniformité. Juxtaposition originale de vides et de pleins, de formes architecturales variées, chaque ville possède sa propre identité urbaine façonnée. Pour améliorer l'attractivité de la métropole, l'enjeu est d'améliorer la qualité urbaine de ses composantes, villes et villages: en particulier en affirmant le poids et la lisibilité des coeurs de ville, en renouvelant les tissus urbains déqualifiés, en défendant le principe de mixité urbaine, en enrichissant les relations ville/campagne, en améliorant l'accessibilité transfrontalière des centre villes.

Concrètement:
- Réaliser des projets d'aménagement urbain transfrontaliers: à Mouscron, Tourcoing, Wattrelos; «Carré urbain» de Comines; Parc de la Lys à Halluin et Menen;
- développer les échanges d'expériences sur les politiques de renouvellement et d'aménagement urbain.

Partager des stratégiques transfrontalières d'aménagement et de développement

L'échelle transfrontalière se révèle dans certains cas mieux appropriée pour répondre aux enjeux forts du territoire, comme la gestion de l'eau et les problèmes de mobilité. L'élaboration et la mise au débat de stratégies globales dans les champs de l'aménagement, du développement, de l'environnement et des transports sont une priorité pour inscrire les projets de chacun dans une cohérence d'ensemble et amplifier les impacts attendus. Dans l'attente, une période d'apprentissage s'impose pour aider les acteurs à accomplir leur «révolution culturelle» et à intégrer davantage la dimension transfrontalière dans leurs pratiques professionnelles et leurs décisions.

Concrètement:
- Organiser des démarches de réflexion et de concertation communes entre les acteurs de l'aménagement, des déplacements et de l'environnement pour favoriser la prise en compte les enjeux et impacts transfrontaliers dans leurs décisions;
- associer systématiquement des participants «outre frontière» aux réunions portant sur des projets à impact transfrontalier et les informer régulièrement de l'avancée de projets.

Ce projet de stratégie est le fruit de plusieurs années d'études et de débats initiés dans le cadre du projet *«Grootstad»* par l'atelier transfrontalier, outil technique mis sur pied par le COPIT pour explorer et organiser de nouvelles vois de coopération. ■

Summary
The **COPIT-GPCI** (Cross-border Standing Conference of Intermunicipal Organisations), is a main network of the Lille Eurometropolis. It unites local authorities from France, Wallonia and Flanders, which are combining forces to create a strong French-Belgian metropolis with a European dimension and its own identity. But the COPIT-GPCI is more than a partnership. It is also the place where the elected members of the cross-border metropolis meet, discuss matters together and make joint decisions. It is a cross-border network of actors and a contact point to stimulate and help to develop joint initiatives and projects.
The strategy, which specifies the level of ambition and lays down measures to be taken in the field of cross-border co-operation, is purposefully integrated in a sustainable development concept. It promises more social cohesion and citizenship, economic prosperity, urban and environmental quality.

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La région transfrontalière SarLorLux

SarLorLux comprend des territoires dans 4 etats (Allmagne, Belgique, France, Luxembourg) et représente une coopération entre etats, régions et grandes collectivités territoriales. SarLorLux comprend dans sa zone centrale et en Wallonie des territoires en voie de restructuration économique, d'anciens sites d'industrie sidérurgique et à côté, des grands territoires peu peuplés. La zone centrale de SarLorLux est située au milieu du grand arc des grandes aires métropolitaines européennes (Paris, Bruxelles, Randstad Holland, Rhein-Ruhr, Rhein-Main, Région de Bâle), mais séparée par des massifs de moyenne montagne. SarLorLux est économiquement assez peu performant, à part le Luxembourg. Pour recevoir une impression du site de la région voir l'image à la couverture de ce bulletin.

Jean-Claude SINNER, conseiller du Gouvernement, Ministre de l'Intérieur, Grand Duché du Luxembourg (L)

La coopération dans le réseau transfrontalier
L'origine de la coopération dans l'espace SarLorLux remonte à la fin des années 60 et elle a été, au début, étroitement liée à l'industrie lourde ou plus exactement aux exploitations houillères. Pour discuter et résoudre les problèmes qui en découlent, la République Fédérale d'Allmagne et la République française ont convenu de créer une Commission intergouvernementale, qui s'est réunie pour la première fos en 1970 et qui fut étendue au Grand-Duché de Luxembourg l'année suivante. La coopération porte aujourd'hui surtout sur les thèmes qui sont du ressort des partenaires.

Structure territoriale et fonctionelle
Le territoire de SarLorLux ne présente pas de grand centre urbain: il comporte six grandes villes dispersées, d'où la necessité de compenser l'absence de métropole par une coopération de ces villes. Il faut distinguer ainsi le réseau des grandes villes *Trèves, Luxembourg, Metz, Nancy, Saarbrücken et Kaiserslautern*. Sur une échelle plus restreinte, il y a lieu de distinguer plusieurs réseaux de villes transfrontalières d'une taille plus réduite qui fonctionnent mieux que le grand réseau, notamment:
Longwy-Pétange-Athus, Esch-Audun le Tiche-Villerupt, Saarbrücken-Forbach, St.Vith-Clervaux-Arzfeld, Pirmasens-Bitche-Zweibrücken. Le territoire central est nettement dominé par l'attrait économique de la *ville de Luxembourg* en tant que siège d'institutions européennes, siège d'un gouvernement national et place financière d'importance mondiale.
Du point de vue du paysage, il est important de souligner la grande proportion de forêts en terme d'occupation du territoire, dans les massifs de montagne des Ardennes et de l'Eifel. De plus, plusieurs parcs naturels transfrontaliers se sont créées ou sont en création: *Haute-Sûre/ Forêt d'Anlier, Our/Südeifel, Pfälzerwald,* et *Dreiländereck.*

Il faut insister à cet endroit sur le fait que SarLorLux n'est pas une structure de coopération specifique à l'aménagement du territoire. Cependant, on constate que dans la mesure où l'aménagement du territoire a changé dans les années passées pour passer d'une politique qui s'intéressant avant tout à l'occupation du sol (à travers des plans de secteur p.ex.) à une politique des enjeux stratégiques de développement des territoires et de leur positionnement sur la carte européenne le rapprochement entre l'aménagement du territoire et la coopération générale est devenue un fait.

Luxembourg est l'un des sièges des institutions euopéennes. Ici, le bâtiment de la Cour des Comptes européenne. Photo: ONT

Besoins actuels à l'égard de la structure de coopération
SaarLorLux est un espace frontalier qui a subi au cours des derniers cent cinquante ans plusieurs modifications de frontières suite à des guerres. Le mobile de la paix est donc très présent, et SaarLorLux est certainement un produit de processus de réconciliation franco-allmand.

Conclusions de l'étude Transport et infrastructure urbain du projet «Réseau de réseaux (urbains) transfrontaliers»

Enseignements pertinents pour la politique de coopération transfrontalière en matière d'aménagement du territoire

L'objectif du projet était de mettre en réseau les réseaux transfrontaliers en dégageant certains lignes forces politiques communes à tous les réseaux ou de relever les bonnes pratiques qui peuvent être transposable d'un réseau à l'autre.

Le principe est la recherche de la qualité, de la synergie et de la durabilité:

Il faut analyser de beaucoup plus près et tenir compte des incidences transfrontalières d'une mesure d'aménagement ou d'une mesure transports sur la structure spatiale dans une autre composante de réseau.

Sans consensus dans les objectifs d'aménagement du territoire et d'ouverture sur la coopération transfrontalière, il n'est pas possible d'arriver à un système de transports optimal et bien organisé.

Une plus grande attention doit être portée aux différents aspects techniques et organisationnels (horaires, tarifs, etc.) des transports en commun.

Les transports transfrontaliers ont une propre logique, différente de celle à appliquer à l'intérieur d'un pays ou d'une région. A défaut d'en tenir compte, le résultat sera nécessairement décevant.

Mésures de planification et d'organisation
La concertation en vue d'une meilleure coordination des planifications et des plans des uns et des autres doit être améliorée. Il peut s'agir de la coordination des plans d'aménagement du territoire au niveau de la structure des communications et transports, des plans de mobilité transfrontaliers, des rapports d'études d'incidence, de la concertation sur les transports par les entre-prises et des plans de transport des entreprises, des procédures de consultation et de planification.
Il faut créer une organisation faîtière à l'intérieur d'une région de transport transfrontalière, de manière que les possibilités et limites de chaque mode de transport séparé puissent être rassemblés.

Ensuite, il y a objectif de créer une identité culturelle commune. Il est évident que tel n'est pas facile dans un territoire de cette ampleur, l'objectif vaut surtout pour les zones centrales.

Il faut créer les meilleures conditions pour positionner l'espace SarLorLux sur la carte de l'Europe.

L'environnement ne connaît pas de frontières. Une action commune permet de combattre en commun certains phénomènes, par exemple l'émission de gaz à effet de serre, et d'améliorer le cadre de vie. Il faut organiser les transports de façon à ce qu'ils atteignent les performances des transports intérieures. Cela rend souvent nécessaire de renforcer les infrastructures dans l'espace frontalier (voir box).

Il convient de développer plus particulèrement les espaces frontaliers ruraux, qui sont souvent les ouliés des deux côtés. Un bon moyen à cette fin sont les parcs naturels.

Avenir du réseau
L'on pense que la coopération, qui est loin d'être négligable déjà aujourd'hui, va se développer dans les années à venir. Elle va englober encore davantage de niveaux, c'est à dire qu'elle va se généraliser, la conscience sur les implications que toute décision politique ou administrative aura de l'autre côté des frontières sera encore plus presente parmi les acteurs. ■

Summary
Co-operation in the greater **SaarLorLux** region unites different partners along with Saarland, Lorraine and Luxembourg, these include Rhineland-Palatinate, the Walloon region and the German-speaking and French-speaking communities of Belgium. The urban centres of SaarLorLux are Luxembourg, Metz, Nancy, Arlon/ Namur, Trier, Saarbrücken and Kaiserslautern. The visions for the future are an area with a high quality of life in the urban centres and agglomerations as well as in their surroundings. This means for SaarLorLux e.g. a common infrastructure for the greater region, an efficient network of co-operation for urban centres, innovative living spaces in cross-border agglomerations, natural landscapes for biosphere being attractive to tourists, and last but not least a high quality of environment. It will be strategically vital for the regional development and the environment of SaarLorLux to complement national spatial planning policies in oder to develop networks of cross-border services.

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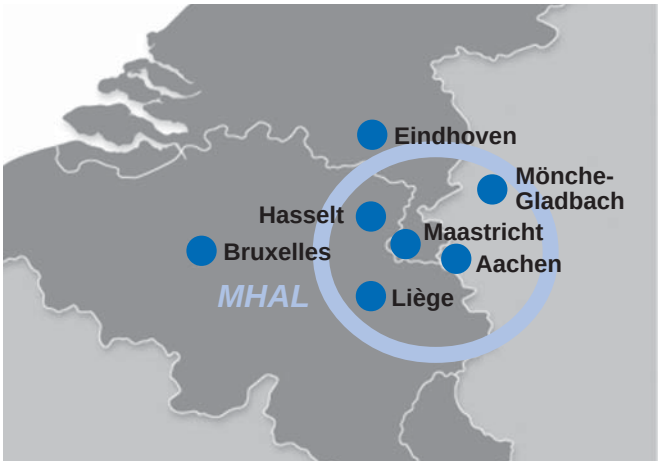
Cross-border projects in the MHAL* region

*MHAL stands for the cities Maastricht-Heerlen, Hasselt, Aachen and Liège.

The MHAL area, which is situated in the catchment basin of the two rivers Meuse and Rhine and finds itself at the intersection of the borders of the Netherlands, Belgium and Germany, unites the Aachen region, the southern part of the Dutch province of Limburg, the Belgian provinces of Limburg and Liège and the German-speaking community of Belgium and has a total of around 3.7 million inhabitants.



André VAN DER NIET, administrateur I, aménagement du territoire, Secrétariat Général de l'Union Economique Benelux, Bruxelles (B)

Urban networks on cross-border projects

The theme of *urban networking* receives a great deal of attention in the various policy plans of the countries and regions in which the MHAL region is located. Based on the logic of sustainable use of space and a combination of forces, all of the governments involved are strong advocates of the further expansion of urban networks.

Cities are being increasingly integrated into networks. This means that they are changing from historically delimited cities into an urban area which can no longer be precisely delineated and that they are developing a different relationship with their environment in terms of intensity and complexity. The efficient control of the regionalising city has become a matter for co-operation throughout the entire region.

Firstly, urban networking is developing more or less naturally because the inhabitants are expanding their professional and private/recreational radius of action. Activities on the economic and cultural levels play a role here, and sometimes the leading one. Secondly, governments can reinforce these tendencies and, with a view to efficiency and sustainability, steer things in the right direction. To a certain extent, the local/provincial governments are ideally suited for guiding matters. However, with regard to other aspects they are dependent on the higher government authorities.

Cross-border co-operation with respect to suburbanisation is a point of special importance here; in the future, cities threaten to lose a substantial share of their economic power if the number of their inhabitants continue to decline.

One idea is to arrive at a *common international metropolitan policy* attuned to the specific problems and needs of cross-border urban networks. One can also consider *developing a set of cross-border policy instruments*, for example focusing on the environmental theme or on public transport.

Co-operation at the level of the MHAL urban network

For land-use planning there exists the *Border Commission "EAST"* of the Benelux Economic Union, in which the German federal state North Rhine-Westphalia and the Cologne District Government have an observer status. Via this commission the different national regions consult each other about spatial developments and policy intentions, and attempt to harmonise their policies.

The *Euregio Meuse-Rhine (EMR)*, in which the provinces of Belgian Limburg, Dutch Limburg and Liège as well as the German-speaking Community and the Aachen Region co-operate with one another, has as its broad objective to encourage the population in this area divided by European internal borders to grow closer together and to facilitate this process.

In addition, for a number of policy areas which specifically concern the cities, the major cities work together closely in the *MHAL* cities consultation.

The three consultation structures – *EAST, EMR, MHAL* – do not work parallel but harmonise their activities wherever it is viable to do so, via personal working contacts and by mutually coordinated administrative consultation.

In order to illustrate the dynamics in this area, two current cross-border projects are described in greater detail below. It should be noted that they represent only a small selection from a multitude of projects.

The three countries park project

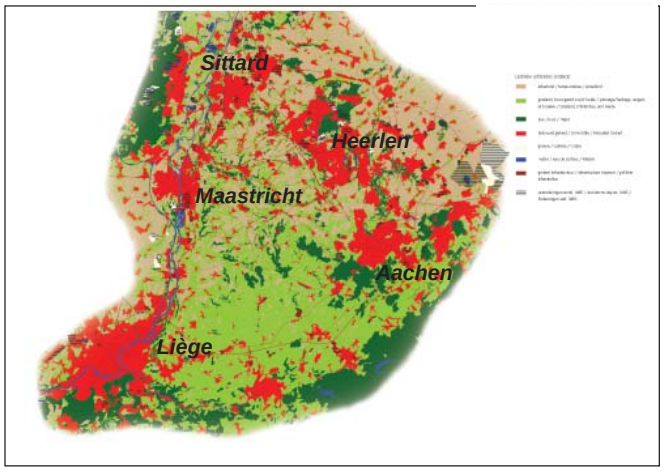
The first objective of the project is to establish a common development perspective with regard to land-use planning and nature, as an instrument for the harmonisation of policy and the development of joint projects so as to protect and strengthen the unique character of this green heart of the MHAL area. The specific landscape and natural qualities of the area are generally recognised to be important, and from a specific point of interest within their own policy. These often unique qualities firstly constitute an intrinsic value and make a major contribution to the enjoyable environment. Secondly, they also form a very important economic factor for the region; a substantial share of the regional gross product is derived from nature and landscape tourism.

In addition, the landscape qualities also play a significant indirect role in the region's economic well-being.

Five universities and five polytechnics are established within this relatively small area, and an important spin-off effect of this educational concentration is the presence of a high-quality job market. A pleasant environment can make a major contribution to maintaining and strengthening this job market, and thus to retain and attract many institutions and high-quality companies as well. However, that in turn increases the pressure on the space and calls for a sustainable policy response which is harmonised across the borders.

In the meantime, the *Three Countries Park Development Perspective* has been administratively established. Based on the values of nature and sustainability, it provides an overview of the relevant opportunities and threats from which one derives a number of policy points of attention/ guidelines for the various sectors.

These policy guidelines constitute obligations which the governments involved - the Walloon Region, the Flemish Region, North Rhine Westphalia/Aachen, Dutch and Belgian Limburg, the German-speaking Community in Belgium) – must fulfil to the best of their abilities. On the administrative level, in 2004 more detailed agreements were reached on concrete development projects. All of these should receive concrete form in 2005.



Map (2001): Soil and land use of the three countries parc. Source: Alterra, Wageningen University Research (NL)

The cross-border public transport policy

Cross-border traffic in the MHAL region is still growing steadily. In order to prevent this cross-border traffic from being almost exclusively car traffic, a good cross-border public transport offer which reserves a major place for rail traffic is absolutely necessary. This will make it possible to guarantee the area´s accessibility and viability over the long term. In so doing it is important to ensure that the region is well-connected to the HST (Hubble Space Telescope) stations at Aachen and Liège, also in order to make optimal use of the economic opportunities for the region generated by the HST network.

More far-reaching solutions and improvements in cross-border public transport appear to be impossible without co-operation between the relevant governments. A *Public Transport Administrative Platform* was therefore established in February 2003. The governments on the various levels involved are administratively represented in this platform.

As its first action item, the Platform decided on the joint preparation of a strategic vision to serve as a guideline for coordinating and controlling policy and setting priorities. The objective is not to create yet another plan, but to interconnect existing plans, projects and ideas. On the basis of this vision, an *action programme* will be established in order, together with the transport companies, to take concrete steps to improve cross-border public transport.

This vision is currently being drafted. At the beginning of 2005 the administrative platform will be convened once again to deliberate on the subject. One will also consider a number of current initiatives relating to bus and train traffic (development of light-rail/rail connections Netherlands, Parkstad region Aachen, Spartacus plan Flanders, research on improving the region's links to the HST network (Liège and Aachen). It is important to highlight the interconnections and the joint opportunities of these developments.

Conclusion

A strong cross-border dynamic of urban networking exists in the MHAL area. Its success depends on good co-operation between the involved governments. The maintenance and wherever possible extension of this co-operation is therefore the essential task for the coming years. ■

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Spatial structure planning: a new perspective for urban areas in Flanders

Urban areas form a key element in Flemish spatial policy. Since the approval of the Spatial Structureplan for Flanders strong efforts have been made by the Flemish Spatial Planning Division in order to catalyse and to facilitate a wide range of spatial operations within urban areas. The efforts made now start to pay off in terms of visible change in Flemish urban areas.

*René VAN DER LECQ, deputy of the director, Spatial Planning Division, Ministry of Flanders, Brussels (B)**

The structureplan: vision and objectives

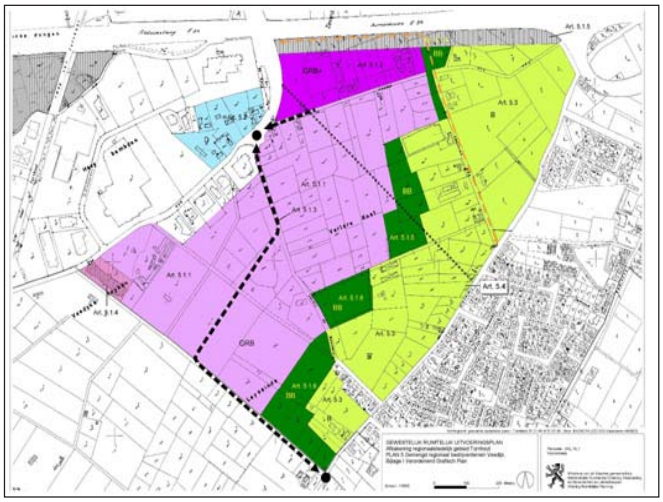
Spatial policy in Flanders is laid down in its *Spatial Structureplan*. In this plan the Flemish government lines out a clear vision on how to develop space. In order to achieve sustainable development of space, suburbanisation of activities has to come to a halt. Hence urban and economic growth is to be stimulated within existing urban areas and residential or economic nodes and open space is to be preserved. In this way Flanders is to remain open and urban.

The structureplan indicates severe packages of new housing areas for economic development that are to be accommodated within urban areas existing of a core town and surrounding municipalities. The 13 urban areas of Flemish level have to search for the greater part at these packages. The plan gives an indicative objective for each area. To give an impression, the urban area of Aalst (about 100,000 inhabitants) has to accommodate about 4,000 new dwellings, 130 extra hectares for regional economic activities and 25 extra hectares for local economic activities. Furthermore, as being an important requirement for attracting people and activities to the towns, actions are to be foreseen in order to improve the quality of the urban environment (parks, railway station environment, etc.).

Unification by process

The wide range of objectives for each urban area is to be brought together in a coherent vision on the future spatial development. This vision looks at the functioning of the urban area itself and the relationship that is has with its surroundings. The basis on which urban growth can take place is to be defined by the determination of an urban spatial structure. In order to know where urban growth can take place the edges of the urban area are to be defined.

The *structureplan* foresees in carrying out a process for every urban area in order to do so. A process has two important phases. The first phase is focused on the development of a *common vision* in collaboration with a wide range of regional administrations, different administrative levels, pressure groups and public and private bodies. Based on several partial studies (e.g. economic structure) a hypothesis for the desired future development has to be formulated together with a list of possible actions. After a broad consultation round this results in a definitive proposal. The second phase contains the formal decision making and approval of the plan. The proposals are to be translated into a so-called *spatial implementation plan*.



Spatial Implementation Plan for Veedijk (Turnhout). Source: Ministry of Flanders

Parkbos – urban forest of Ghent

Within the framework of the delineation process of Ghent a strategic decision was taken to create an urban green pole in the south of the urban area. The lack of forests nearby Ghent led to the idea to give public access to a multifunctional area with several cultural historical elements (landscape, castles, etc.) and surrounded by strong urbanisation.
The main objective is to create public space for soft recreation such as cycling. In order to achieve this parks and forests are to be constructed in relationship with office spaces and housing in the edges and taking into account the existing agriculture and nature development.
In the delineation process it was learned that the chosen area was confronted with several and contradictory spatial claims. In order to deal with this a decision was taken to set up a separate implementation project for this area. The objective was both creating a consensus on the elements for the destination plan that provides the basis for the realisation and management as well as bringing stakeholders together in order to assure the effective realisation after approving the destination plan.
In a first phase a coherent vision on the spatial organisation was developed. The vision departs from the most valuable green fragments for recreation and defines possible entrances. More intensive forms of recreation (sport fields) are to be concentrated at or close to the entrances. Furthermore a specific development perspective was formulated for natural and agricultural structures and a science park.
The involvement of a wide range of stakeholders had to assure support. The establishment of a co-ordinating development office that includes several administrations and public bodies assures the realisation. The implementation contains subprojects such as "forestation" or "Science Park development".

Structure Scheme Parkbos Ghent.
Source: Ministry of Flanders / Studiegroep Omgeving / BCI

Links for more information:
www.parkbos.be

This is kind of a destination plan that contains regulations on land-use and management as well as indications with respect to the realisation. It indicates the boundary of the urban area and locates the different project zones.

A delineation line defines up to where urban development is to be stimulated. Although legally defined, the delineation line has a more strategic meaning because also outside the line development is possible when it is in accordance with a rural growth rhythm.
The urban delineation processes at regional level should all be finalised at the end of 2007. At this moment all processes have been started. Three processes already resulted in an implementation plan and the first realisations become visible. About five more are to be approved in this year. But the most important result is that a new era has been entered in which a broad range of groups of different stakeholders are thinking about a qualitative development of urban space and that the Flemish are able to enjoy there towns again. ■

**)This article was written in the personal responsibility of the author and does not necessarily reflect the position of the ministry.*

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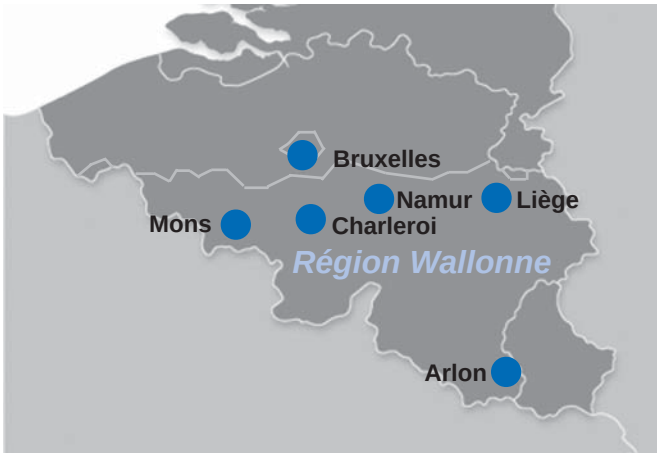
www.ruimtelijkeordening.be

Stratégies de planification spatiale et perspectives pour la région Wallonne

L'interdépendance non seulement des différentes politiques gérées par la Région mais aussi de celles conduites par l'Etat fédéral et l'Union Européenne ainsi que la situation géographique de la Wallonie au cœur du Pentagone européen ont rendu indispensable la mise en place de stratégies territoriales. La présente contribution vise à rappeler le cadre fixé en Région wallonne pour la planification spatiale stratégique, à mettre l'accent sur la forte dimension transfrontalière qu'elle revêt, notamment dans le projet de structure spatiale qu'elle retient, et à tracer les perspectives d'évolution à moyen terme des options actuellement en vigueur.



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Cadre de la planification spatiale stratégique en région Wallonne

Le *Schéma de développement régional (SDER)*, adopté par le Gouvernement wallon le 27 mai 1999, constitue le document fixant la planification spatiale stratégique en Région wallonne. Le SDER constitue un document d'orientation (donc dépourvu de valeur réglementaire) présentant les lignes directrices de l'aménagement du territoire à toutes les échelles spatiales, en ce compris celle de l'insertion de la Région dans l'espace supra-régional, et du développement durable et équilibré du territoire wallon.

Il repose sur les principes selon lesquels:
- le territoire wallon est un patrimoine commun à l'ensemble des habitants de la Région;
- le développement doit être durable, c'est-à-dire prendre en considération la dimension environnementale (utilisation parcimonieuse et recyclage du sol) et les effets de long terme des politiques;
- la cohésion entre territoires et personnes (cohésion économique et sociale) doit être assurée.

Outre un projet cartographié de structure spatiale, le SDER retient 8 objectifs: structurer l'espace wallon, intégrer la dimension suprarégionale dans le développement spatial de la Wallonie, mettre en place des collaborations transversales, répondre aux besoins primordiaux, contribuer à la création d'emplois et de richesses, améliorer l'accessibilité du territoire wallon et gérer la mobilité, valoriser le patrimoine et protéger les ressources, et, enfin, sensibiliser et responsabiliser l'ensemble des acteurs. Ces objectifs se déclinent en 32 options accompagnées de mesures de mise en œuvre.

La dimension transfrontalière du SDER

Les enjeux

Le SDER présente une forte dimension internationale et, en particulier, transfrontalière. Celle-ci est à la mesure de l'importance du fait transfrontalier. La Wallonie est en effet une région de frontières: quelque 75% de son territoire et quelque 74% de sa population sont situés à 20 kms au plus d'une frontière nationale ou d'une limite régionale (avec la Flandre). Des agglomérations les plus importantes de Wallonie, seule Namur ne se trouve pas dans cette zone proche des frontières. La Wallonie est également un espace fortement polarisé par l'extérieur. Les villes de Bruxelles, Lille et Luxembourg exercent, à des degrés divers, une influence considérable sur le territoire wallon, qui se traduit par des migrations alternantes, par des pressions foncières, dans les comportements d'achats.

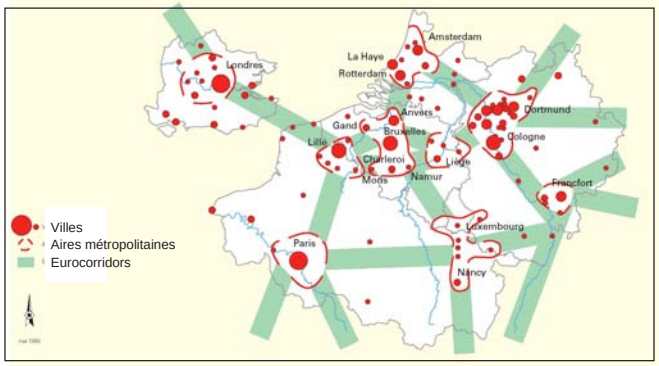
Cette situation est à l'origine d'enjeux majeurs. La présence aux frontières et limites territoriales de pôles dynamiques offre en effet des opportunités de croissance aux espaces wallons qui leur sont proches, d'autant plus que ces pôles constituent ou sont appelés à constituer des nœuds d'eurocorridors eux-mêmes générateurs de développement. Inversement, elle fait peser sur ces espaces des menaces d'exclusion et, en tous cas, d'absence de maîtrise par rapport aux processus de croissance extérieurs.

Les réponses

Afin de répondre à ces enjeux, le projet de structure spatiale pour la Wallonie et les objectifs généraux que propose le SDER intègrent fortement cette dimension suprarégionale et, en particulier, transfrontalière.

Ainsi, le SDER propose d'articuler la structure spatiale régionale à la structure suprarégionale d'échelle européenne (aires métropolitaines et eurocorridors) par la constitution d'aires de coopération transrégionales.

La Wallonie dans le cadre des aires métropolitains et des eurocorridors



Source: SDER, 1999

Quatre aires sont ainsi définies:

- *l'aire de coopération transrégionale avec Bruxelles*, comprise dans le triangle ayant pour sommets Bruxelles, Mons-Charleroi et Namur (triangle wallon);
- *l'aire de coopération transrégionale avec Lille*, concernant pour la Région wallonne les arrondissements de Mouscron-Comines et Tournai;
- *l'aire de coopération transrégionale avec Luxembourg*, concernant pour la Wallonie la région d'Arlon et celle du pôle européen de développement (Aubange);
- *l'aire de coopération transrégionale de Liège*, portant sur le territoire couvert par l'Eurégio Meuse-Rhin.

Au sein de ces aires sont identifiés des pôles d'appui transfrontaliers dont la fonction est de tirer parti de ces dynamiques transfrontalières de développement.
Parallèlement, les quatre eurocorridors proposés par le projet de structure spatiale se fondent sur la place que la Wallonie peut occuper dans une structure d'échelle suprarégionale. Il s'agit de:

- *l'eurocorridor Lille-Bruxelles*, maillon de l'eurocorridor qui relie les aires métropolitaines de Londres et de Paris à Anvers et à la Randstad;
- *l'eurocorridor Bruxelles-Liège (MHAL)*, maillon de l'eurocorridor qui relie la Randstad aux aires métropolitaines de Cologne et Francfort et, au-delà, les Pays de l'Est;
- *l'eurocorridor Lille-Liège (MHAL)*, maillon de l'eurocorridor qui relie les aires métropolitaines de Londres et Paris à l'Allemagne et, au-delà, les Pays de l'Est;
- *l'eurocorridor Bruxelles-Luxembourg*, maillon de l'eurocorridor qui relie Londres, Paris ou la Randstad à l'aire métropolitaine SarLorLux.

Par ailleurs, le SDER prévoit divers projets dont la dimension suprarégionale ou transfrontalière est forte, tels que:

- l'amélioration de la N5 entre Charleroi et la frontière française afin de l'insérer dans le réseau européen;
- la réalisation de la 4ième écluse de Lanaye et l'amélioration de la liaison entre la Seine et l'Escaut;
- l'amélioration de la liaison ferroviaire entre l'aéroport de Charleroi-Gosselies, spécialisé dans le transport de personnes, avec l'agglomération bruxelloise et l'aéroport de Zaventem; la réalisation d'une liaison ferroviaire avec le TGV fret pour l'aéroport de Liège-Bierset au sein de l'espace MHAL;
- l'amélioration de la ligne Bruxelles-Arlon-Luxembourg, et la modernisation de la dorsale Wallonne de manière à les inscrire dans les réseaux européens.

Le projet de structure spatiale ainsi défini s'inscrit dans l'objectif du SDER qui vise à *«intégrer la dimension suprarégionale dans le développement spatial wallon»* en améliorant la perception des enjeux suprarégionaux et en favorisant la participation des acteurs des politiques sectorielles et des collectivités locales aux dynamiques suprarégionales et, plus particulièrement, transfrontalières.

Par ailleurs, dans son objectif qui vise à *«structurer l'espace wallon»*, le SDER recommande de doter chacune de ces aires de coopération d'un schéma de développement territorial. Ces schémas devraient traiter de la répartition et la localisation des équipements et services de niveau suprarégional, de la gestion de la mobilité interne à l'aire et de son accessibilité externe, de la maîtrise des pressions d'urbanisation transfrontalières ainsi que de la gestion des impacts transfrontaliers des activités (pollution). Ils se fonderaient sur les options développées par le SDER et, en particulier, celles qui visent à définir les principes de structuration des villes et des villages : renforcement de la centralité des noyaux urbanisés, densification de l'urbanisation, encouragement d'une mixité raisonnée des activités,… Ils constitueraient le cadre de la coopération transfrontalière (Interreg IIIA), de manière à garantir la cohérence des projets, et la référence des révisions des plans de secteur concernés (plans d'affectation du sol à valeur réglementaire).

Les perspectives

Le Contrat d'avenir approuvé en première lecture par le Gouvernement wallon le 7 octobre 2004 prévoit l'établissement de *4 plans stratégiques transversaux* dont l'un vision au développement territorial équilibré et durable de la Wallonie.
Sans préjuger du contenu de ce plan, il est vraisemblable qu'il ne remettra pas fondamentalement en cause les options du SDER et, au contraire, s'y articulera.
Aux termes de sa déclaration de politique régionale, le Gouvernement wallon entend mener «une politique de proximité européenne renforcée avec les Régions et les pays voisins» et, à cet effet, «mettre en œuvre une

véritable vision commune du développement politique, social, culturel et économique des territoires transfrontaliers» (vraisemblance de niveau NUTS 2).

La déclaration de politique régionale met également l'accent sur un certain nombre de projets ayant une forte dimension suprarégionale ou transfrontalière:

- le projet Eurocaprail (intitulé désignant la mise en place d'un axe ferroviaire à grande vitesse Bruxelles-Arlon-Luxembourg vers Strasbourg);
- l'amélioration de la dorsale ferroviaire wallonne, par la réalisation d'un nouveau tronçon en site propre, ce qui permettrait de placer les principales villes wallonnes sur un axe européen et de relier au réseau ferré les aéroports régionaux de Liège et Charleroi;
- la mise en place de mesures prioritaires pour la promotion et le développement de la voie d'eau (écluse de Lanaye,…);
- la mise en œuvre d'un programme stratégique régional des deux sites aéroportuaires wallons: Liège-Bierset et Charleroi-Gosselies. ■

Summary
The strategical spatial planning of the Walloon region is fixed by the regional development plan ("schéma de développement régional **SDER**) adopted in 1999. It is an orientation document presenting guidelines for a sustainable and balanced planning and development of the Walloon territory.
The document shows a strong international and especially cross-border dimension. The SDER e.g. proposes to integrate the regional spatial structure into the supra-regional structure at European level (metropolitan areas and Eurocorridors) by establishing 4 transregional cooperation areas and by valorising the 4 Eurocorridors proposed in the draft spatial structure (see maps). Besides, the SDER recommends to provide each of the cooperation areas with a spatial development plan.
The balanced and sustainable development plan of the Walloon region, which is to be established by the new Walloon government, is not likely to challenge the SDER options. According to its regional policy declaration, the Walloon government intends to follow a "reinforced policy of European proximity with the neighbouring regions and countries".

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<< *page 6* Maar ook in figuurlijke zin biedt het een Delta-Perspectief: het fantastische Delta-estuarium, met een zeer geschakeerd beeld van zee, rivieren, duinen, steden, havens, bossen, polders, kreken en vele wegen en voor- en achterland. Dit Delta-Perspectief zal de komende jaren geheel geactualiseerd worden, waarbij naast kansen ook nadrukkelijk bestuurlijk keuzes gemaakt zullen worden, richting ge-vend aan een gewenste toekomstige duurzame ontwikkeling.

Delta-Akkoord

Het Delta-Perspectief is de impuls voor de invulling en totstandkoming van het *Delta-Akkoord (1999)*. Langs twee lijnen wordt nader invulling gegeven aan dit akkoord. Enerzijds door een aantal gebiedsgerichte projecten, waarin belanghebbende partijen voor en grensoverschrijdend deelgebied op basis van visievorming een gemeenschappelijk project vormgeven. Anderzijds is een aantal thematische projecten vormgegeven, waarin geïnteresseerde partijen een concrete activiteit opzetten en uitvoeren. Delta-Akkoord zal in 2005 geactualiseerd worden.

Toekomstperspectief

Verwacht wordt en verdere uitbouw van de samenwerking, waarin steeds meer projecten vanuit de RSD samenwerking worden gegenereerd. De samenwerking kan dan ook nog verder worden uitgebouwd en gericht op een breed werkveld, waarin zowel projecten gericht op de ecologische ontwikkeling als projecten gericht op de economische ontwikkeling van de Rijn-Schelde Delta hun plaats krijgen. Het ruimtelijk economisch karakter van de Delta zal in de toekomst hoe langer hoe meer bepaald gaan worden door de havenactiviteiten, welke centraal staan in de samenwerkingsactiviteiten. In het territoriaal beleid van de EU zal de RSD-regio hoe langer hoe meer gaan funktioneren als de aanlegsteiger van Europa, vooral voor het mondiaal georiënteerd nautisch transport. ■

Summary
The Rhine-Scheldt Delta is a cross-border area situated in the western part of Belgium and the Netherlands. The region includes the estuaries of the Rhine, the Maas and the Scheldt rivers. The Rhine-Scheldt Delta Co-operative organisation **RSD** is concerned with the opportunities and interests in the areas of economy, mobility, culture, tourism and recreation. The execution of activities is practical and project-orientated. The organisation and its representatives support the results in the aforementioned areas through an active network.

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National spatial planning strategies and perspectives for the future of the Netherlands

The Dutch Government has recently adopted the National Spatial Strategy (Nota Ruimte). Although this new spatial planning policy is based on the Fifth National Policy Document on Spatial Planning and the Second National Structure Plan for the Rural Areas, the new Government has revised the content to reflect its own priorities and the whole tenor of the document has changed. The economy now plays a greater role and the Government wants to create more space for development. This gives greater responsibility for action to other actors: the provincial and municipal councils, the institutions of civil society, and last but not least to individual citizens. This short summary highlights a few of the most important changes.

JOS R. LAMBRECHTSEN, project director National Spatial Strategy, Ministry of Housing, Spatial Planning and the Environment, Den Haag (NL)

A different form of governance

The most noticeable adaptation in National Spatial Strategy is its governance model, or 'steering philosophy' – the way national policy will be further elaborated at the regional and local levels through the participation of a range of actors: the public sector, private firms and the community of voluntary and non-governmental organisations. The central government will determine the direction to be taken on matters involving the national interest, but where regional interests are paramount, regional parties will be given greater freedom to determine their own course of action. The provincial and municipal councils, also the civil society organisations and interested citizens know what is needed. That is why central government will allow different regional and local approaches and policy interpretations. In fact, we think that the Netherlands will become more attractive as a result; at least, as long as the basic standards are adhered to and vulnerable areas are guaranteed protection. These basic requirements apply in the first place to nature, landscape, cultural heritage and water management.

Some national interests are so important that certain rules have to be applied, for example for flood protection and managing excess water levels. Such rules do not preclude all forms of development, but new building activities will have to take water management needs into account (Edit.: see llsn 9, 2004, and llsn 10/11, 2004).
Matters of national importance are included in the *National Spatial Framework (Nationale Ruimtelijke Hoofdstructuur).* As well as Amsterdam Schiphol Airport and the Port of Rotterdam, and the infrastructure linking these mainports (and mainport regions) with the metropolitan areas in the Netherlands and abroad, this comprises the Eindhoven/Zuidoost-Brabant brainport, the greenports (e.g. Aalsmeer), and the important nature areas, world heritage sites and landscapes we want to preserve for future generations. In connection with this, central government will set clear minimum standards for a number of other activities: the *'basic quality standards' (basiskwaliteiten),* which cover both substantive and procedural aspects. The *National Spatial Strategy* indicates for each topic what central government expects. For example, from now on the *'instigator principle' (veroorzakersbeginsel)* will apply: if a project has negative effects, those responsible may not pass the consequences on to other functions or existing land users – and government – will not pick up the bill.

Urban development, infrastructure and economic activities will be subject to a location policy and an urban compaction policy under which new residential and commercial development must be located, wherever possible, in or adjacent to existing built-up areas and infrastructure. Plans for new development will also have to respect recreational interests, green spaces and water management requirements. The last consideration is covered by the water assessment *(watertoets)*: building plans have to be assessed for any negative impacts on water management. This is an example of establishing a basic quality standard for an issue that affects us all, and for which prime responsibility lies with the municipal or provincial councils and not with central government. One thing should be made perfectly clear: in these cases central government is not responsible for achieving the desired result.

In essence, the Government wants to place the responsibility for decisions that affect the use of space closer to those most directly affected. It wants to transform spatial

planning into spatial development and thus become a partner for change instead of simply a regulatory body that obstructs development. This policy document is an explicit invitation to contribute to regional development visions that command widespread support and to take an active part in implementing them. The Government's ambition is to improve the spatial quality of the Netherlands, and that means giving proper consideration to the functional value, amenity value and future value of new development.

Bundling economic forces

One of the goals of the National Spatial Strategy is to give all land uses and functions the space they need. This must be done in such a way that it strengthens the international competitive position of the Netherlands. Efforts and initiatives in various fields must be combined in a number of key locations; this means greater cooperation within Europe and strengthening existing city networks. In the National Spatial Strategy, the Government has designated six city networks: Randstad Holland, Brabantstad, Zuid-Limburg, Twente, Arnhem-Nijmegen and Groningen-Assen.

The Government also upholds the policy for the two mainports, Amsterdam Schiphol Airport and the Port of Rotterdam, and has designated a number of greenports (agricultural production and trading centres) and one brainport, the Eindhoven/Zuidoost-Brabant region – of considerable economic importance due to the concentration of research and development activities.

Obviously, the infrastructure linking the mainports (and the northern and southern mainport regions in the Randstad) with the metropolitan areas in the Netherlands and elsewhere in Europe is of crucial importance. Schiphol Airport must be able to grow in its current location until 2030 at least. Further growth of the Port of Rotterdam will be secured by finding space for a new industrial zone on the northern flank of the Hoekse Waard, south of Rotterdam, and on the Second Maasvlakte.

Some of the existing industrial areas will have to be revitalised and restructured, and new industrial parks will be required. Central government will take responsibility for the development of large and complex projects in the core economic zones. Such projects in the Hoekse Waard and Moerdijkse Hoek are of national importance.

Areas that offer employment must also provide quality living environments. In consultation with the regional authorities, central government has identified combination areas *(bundelingsgebieden)* which should at least retain their share of new urban development.

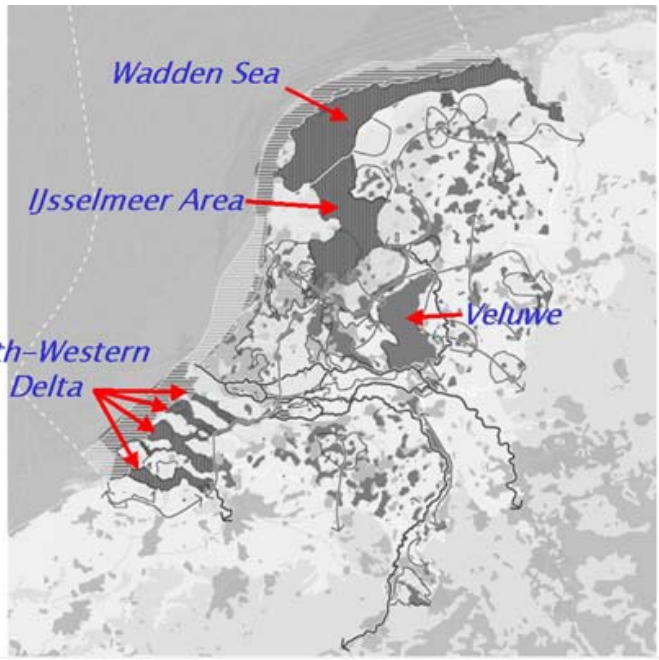
The central government expects that the municipalities, metropolitan/urban regions and provinces will take this up in their spatial and land use plans. The aim is certainly not to create completely urbanised regions, but the emphasis will be on building new homes, workplaces and amenities, while retaining space for green areas and water. With a view to preserving nature and the landscape, the government is pinning its hopes on urban compaction: the aim is to build 40% of new homes on brownfield land within existing urban areas.

Space for water and nature

The government recognises that the changing climate is of major significance for Dutch spatial policy, which should take full account of its impacts. Rising sea levels and problems resulting from more frequent extreme precipitation events and high water levels in the rivers cannot be alleviated by engineering measures alone; the water has to be given the space it needs to pass through the country. The existing space available for river discharge in the flood plains must not be taken up for other uses, and where necessary must be expanded. Land may need to be found for three emergency overflow areas, which is currently the government's preferred option. The National Spatial Strategy reserves space along the main rivers for such measures to be taken in future.

Not all the claims on space for water are included in the National Spatial Framework. It is important, though, that agreements on regional water systems are included in provincial policy plans and regional plans and in municipal structure plans and land use plans.

Spaces of high ecological value



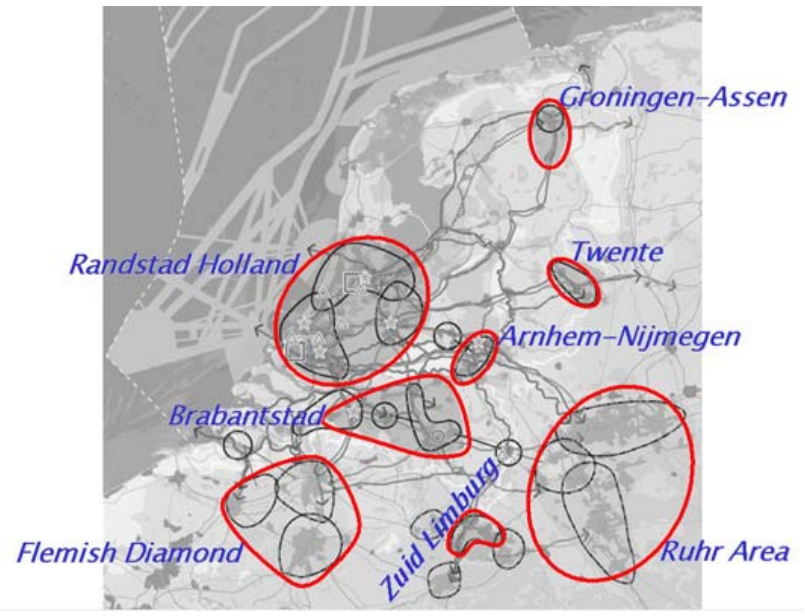
Zones of high ecological value. Graphic: David Geritz. Source: National Spatial Structure Map C: water, nature, landscape in the Netherlands

The National Spatial Strategy also creates space for nature. The *National Ecological Network (NEN)*, the *Birds and Habitats Directives* and the nature reserves designated under the *Nature Protection Act* are the joint responsibility of central government and the provincial councils: the provinces take the necessary action and central government provides financial assistance and expertise where necessary. Central government has designated a number of ecological corridors to repair fragmented sections of the NEN. These are additional areas of land to be acquired and/or managed along with the previously adopted areas of the NEN.

The initiative and primary responsibility for most of the nature areas lies with the provinces. The National Spatial Strategy contains a detailed explanation of how the regime will work. The central government calls upon the provinces to include adequate provisions in their spatial visions for protecting and where possible enhancing the quality of water bodies and green areas.

Living and working in the Randstad
A key region in the National Spatial Strategy is the Randstad, the administrative, cultural, social and economic heartland of the Netherlands. As well as improvements to the economy and the infrastructure in the Randstad, such as the extension of the A4 motorway from Delft to Schiedam, the development of the Amsterdam Zuidas (and the other urban key projects) and space for Schiphol Airport and the Port of Rotterdam, the Randstad must also provide an attractive living environment. A further 360,000 to 440,000 homes must be built between 2010 and 2030. Some of the required space will be found by increasing the building in already buildup areas; a more flexible interpretation of environmental regulations will help to ensure that 40% of new homes can be built within existing urban areas. The Government has also reserved land for the construction of 40,000 new homes near Almere and will initiate a planning study to obtain a clear picture of the required transport infrastructure. Space for new urban development will also be found in the Harlemmermeer region, taking into account the limitations imposed by the Schiphol Airport, the water management needs, the greenport policy and other agreements relating to green space.

Economc core areas and urban networks



Urban and economic core areas. Graphic: David Geritz. Source: National Spatial Structure Map B: economy, infrastructure, urbanisation in the Netherlands

National landscapes and the Green Heart
Central government wants more attention to be given to the Dutch world heritage sites and the landscapes for which the Netherlands is famous abroad: areas like the Green Heart of the Randstad, the Drentse Aa river valley, the Veluwe (forests and heaths), the Gelderse Poort (restoration of a natural river landscape), the main river floodplains, the Stelling van Amsterdam (the Defence Line of Amsterdam) and the Nieuwe Hollandse Waterlinie (19th century defensive line of canals, sluices and fortifications south of Utrecht). These areas will be subject to a 'yes, provided that' regime: building will be allowed if the new development adds to the core qualities of the landscape. The municipalities involved will also be allowed to build housing for their local populations and provide land for local and regional businesses. The provinces are responsible for drawing the boundaries of the various landscapes and for implementing policy.
The development programme for the Green Heart will contain a system of quality zones to guide the improvement of landscape quality. This will clearly set out the types of development considered suitable and those considered unacceptable in each zone. For example, in transformation zones small-scale building development could make a contribution to strengthening the landscape structure. Large-scale urban development in the Green Heart as well in the other national landscapes is not acceptable under any circumstances.

Coordination with other policy documents
The National Spatial Strategy will only be successful if all spatially-relevant policies form a coherent whole. Spatially-relevant policies in the *Agenda for a Living Countryside (Agenda Vitaal Platteland)*, the *Mobility Policy (Nota Mobiliteit)* and the *Regional Economic Perspectives (Gebiedsgerichte Economische Perspectieven)* support the National Spatial Strategy and are based on the same governance model.

Cross-border cooperation with the Benelux countries
Cross-border cooperation in the field of spatial planning exists since the end of the Sixties. For some 45 years, the Netherlands and its neighbours have built up a tradition of informing each other on plans and developments, especially in the border regions.
For the last ten years the European Commission has been involved in cross-border and transnational cooperation. The European Union is one physical and economical space. Now national and regional development strategies are placed more in the context of EU developments. Within this context the Netherlands and its neighbouring countries have the intention of directing cross-border and transnational cooperation towards the implementation of more strategic developments,using committees that already exist. ■

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Ein Integratives Verkehrs- und Landesentwicklungs-konzept für Luxemburg

Im Januar 2004 hat die luxemburgische Regierung das Integrative Verkehrs- und Landesentwicklungs-konzept (IVL) vorgestellt (www.ivl.public.lu). Das so genannte IVL wurde unter der Federführung des für die Landesplanung zuständigen Innenministeriums zusammen mit Fachleuten aus sechs von der Planung betroffenen Ministerien, externen Fachplanern aus Raum-, Verkehrs- und Landschaftsplanung sowie einem international besetzten Expertengremium erarbeitet.

Philippe PETERS, attaché de Gouvernement 1er en rang, Ministère de l'Intérieur et de l'Aménagement du Territoire, Luxembourg (L)

Warum braucht Luxemburg ein IVL?
Das Großherzogtum Luxemburg hat in den beiden letzten Jahrzehnten einen grundlegenden, und insbesonders zwischen 1990 und 2000 sehr dynamischen Strukturwandel erfahren, welcher nicht ohne Konsequenzen für den Raum und die Verkehrssituation geblieben ist.

Nachstehende Fakten und Tendenzen verdeutlichen diesen Wandel:

- *kontinuierlich hohe Bevölkerungszunahme* (1,4, % pro Jahr in den neunziger Jahren) aufgrund von Zuwanderung, sodass heute über 450.000 Einwohner auf 2.586 km^2 leben;
- *zunehmende Verlagerung der Wohnstandorte in die urbanen Randgebiete* respektive in den weiteren ländlichen Raum;
- *deutlich sichtbare Zersiedelungstendenzen und eine geringe Bebauungsdichte* im Wohnbereich (im Durchschnitt 13 Wohneinheiten pro Hektar Bruttobauland);
- 44 % aller Arbeitsplätze sind in der Hauptstadt (2 % des Territoriums) angesiedelt, respektive 60 %, wenn man die unmittelbar anliegenden Gemeinden einbezieht;
- mehr als 30 % der insgesamt rund 300.000 Arbeitsplätze werden von *Grenzgängern* besetzt, welche tagtäglich aus den Nachbarländern an- und abreisen;
- 41 % aller Personenfahrten (inklusive des grenzüberschreitenden Verkehrs) beginnen oder enden in der Stadt Luxemburg;
- der *Anteil des öffentlichen Transports* am motorisierten Verkehr ist mit 12 % relativ niedrig.

IVL zur Förderung der Raumqualität des Landes
Da Luxemburg sich zudem durch eine *hochwertige Natur und Landschaft* – 60 % der Landesfläche werden als grundsätzlich unbebaubar betrachtet – auszeichnet, sowie weiterhin relativ gute Wachstumschancen nachgesagt bekommt, drängt sich eine mittel- bis längerfristig ausgerichtete *landesplanerische Strategie* auf, in der die gegenseitigen Wechselwirkungen zwischen Siedlung, Verkehr und Freiraum behandelt werden.

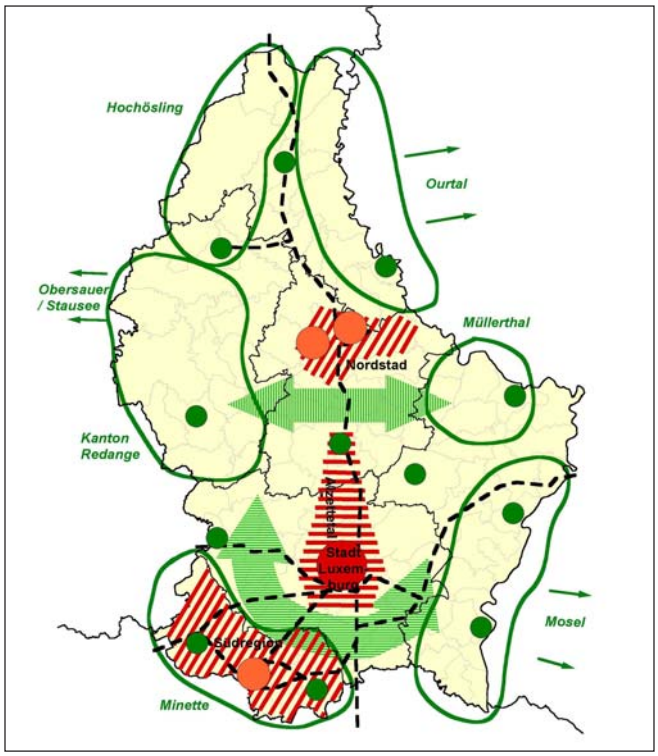
In diesem Sinne ist das *IVL ein integratives, planerisches Hilfsmittel*, welches verschiedene Entwicklungsperspektiven Luxemburgs und deren Einfluss auf den Raum und den Verkehr untersucht und gleichzeitig aufzeigen soll, wie grundlegende Ziele der Landesplanung, wie zum Beispiel die längerfristige Erhöhung des Modal-Split auf 25%, erreicht werden können.

Neue Urbanität und Verkehrsorganisation – zwei Seiten der gleichen Medaille. Foto: DATer

Wie sieht der konzeptionelle Ansatz des IVL aus?
Zunächst wurden mit Hilfe eines geografischen Informationssystems (GIS) umfangreiche Analysen der in den kommunalen Flächennutzungsplänen ausgewiesenen *Flächenpotenziale*, der zu berücksichtigenden landschaftsplanerischen Restriktionen sowie der bereits in Planung befindlichen Verkehrsprojekte durchgeführt.

Im Rahmen von Workshops mit dem internationalen Expertengremium wurde in einem weiteren Schritt ein *Raummodell, als tragfähiges Grundgerüst für eine nachhaltige Raumentwicklung* in Luxemburg, erarbeitet (siehe nachstehende Karte).

IVL Raumentwicklungsmodell für Luxemburg



Source: IVL, 2004

Aufbauend auf der Analyse sowie den Anforderungen, welche sich aus dem Raummodell ergeben, wurden verschiedene *Szenarien* (Horizont 2020) berechnet, respektive auch mit einem Verkehrsmodell simuliert. Unterschieden wurde dabei zwischen zwei Szenarien der Bevölkerungsentwicklung (Einwohner- und Pendlerszenario), einem Arbeitsplatzszenario sowie zwei Szenarien betreffend der weiteren Ausgestaltung des Verkehrssystems in Luxemburg.

Zu welchen Schlussfolgerungen kommt das IVL?
Grundsätzlich kommt das IVL zur Schlussfolgerung, dass Luxemburg die räumlichen Voraussetzungen besitzt, um weiter zu wachsen. Aus Sicht des Verkehrs wäre das Einwohnerszenario zu bevorzugen, da in diesem Fall, im Vergleich zum Pendlerszenario, weniger gefahrene Pkw-Kilometer entstehen. Allerdings werden im Einwohnerszenario deutlich höhere Anforderungen an die Raumentwickung gestellt.

In diesem Kontext stellt das IVL fest, dass die heutige Flächenwidmung die grundlegenden Ziele des Raummodelles nicht oder nur bedingt unterstützt. Zukünftig sollte deswegen eine stärkere *Ausrichtung der Landesentwicklung auf Polyzentralität* erfolgen. Dies bedeutet, je nach Region, eine deutliche *Erhöhung der Flächenmobilisierungsrate*, in verschiedenen Gemeinden die Schaffung neuer Baugebiete respektive in ländlichen Regionen die *Orientierung der Flächenausweisung am Prinzip der Eigenentwicklung*. Prinzipiell ist die *Innenentwicklung zu stärken und eine höhere bauliche Dichte anzustreben.*

In diesem Sinne macht das IVL *Vorschläge zur Förderung einer neuen Urbanität*, speziell in den Räumen in denen Verdichtungspotenziale und gute Anbindungsmöglichkeiten an den schienengebundenen Verkehr bestehen. Konkrete Ansätze zu Weiterentwicklung des Schienennetzes wurden im IVL dargelegt. Darüber hinaus weist das IVL auf die Einführung einer einheitlichen Stellplatzverpflichtung hin, um zu vermeiden, dass eine unangepasste und unkoordinierte Parkplatzausweisung alle Anstrengungen im öffentlichen Transport zunichte macht.

Schlussendlich regt das IVL auch Reformen zur Modernisierung der Gemeindestrukturen und zur Verbesserung der gemeindeübergreifenden Zusammenarbeit an.

Wie soll es weitergehen?
Das IVL ist ein komplexes Konzept, welches nicht von heute auf morgen umgesetzt werden kann. Es ist als roter Faden zu verstehen, der kontinuierlich auf der Ebene des Staates, zum Beispiel im Rahmen von weitergehenden Fachplanungen, und besonders auch auf Gemeindeebene weitergesponnen werden muss. Kommunikation, Kooperation und Koordination sind die Stichworte, welche die kommenden Etappen prägen werden. ■

Summary
The *"Integrated Transport and Spatial Development Concept"* (Integratives Verkehrs- und Landesentwicklungskonzept **IVL**) is an instrument of national spatial planning. Its integrated planning approach takes into account the interplay between settlement structure and transport as well as requirements of environmental and landscape development. It deals with the questions: How many new settlement areas are created? Where are especially valuable and sensitive areas? How can the existing transport network be used in a better way? And how can the development be further improved in the years to come?

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Soils and urban planning – Requirements for a soil evaluation tool

Elaborating and testing a technique to evaluate urban soils and developing implementation strategies for its use in everyday practice are major tasks of the INTERREG III B project TUSEC-IP. In a first step the user demands for this tool were surveyed and assessed in a *"catalog of requirements"*. In addition the results of the survey shed some light on the current state of soil protection and soil information in the Alpine region.

Markus TUSCH, Clemens GEITNER and Johann STÖTTER – Department of Geography, University of Innsbruck (A)

As introduced in the last issues of *local land & soil news 10/11* TUSEC-IP claims to develop a soil evaluation technique addressing the needs of urban planners and local authorities. Therefore it is crucial to investigate potential end users' demands for this tool. In addition the elaborated *"catalog of requirements"* provides an outline of general planning conditions, available data and local authorities' previous experiences with soil / soil protection to make the evaluation tool efficient and practical.
A comprehensive questionnaire was sent to representatives of more than 800 municipalities in five countries – Germany, Austria, Switzerland, Italy and Slovenia – in spring 2004. The survey was spatially restricted to the INTERREG III-B Alpine Space Programme Cooperation Area. At a return rate of approximately 25 % the presented results rely on a pool of 195 filled out questionnaires.

Soil in urban planning
Information concerning soils' role in the water cycle, especially its suitability for disperse infiltration and ground water regeneration are of high interest for planners (Fig. 1) and should receive high priority in planning procedures. The same is true for information on the present level of soil pollution and – to a lesser extent – also for soils' function as habitat for plants.

But the picture changes when looking at actual planning activities. So far soil played but a minor role in spatial planning. Though almost 80 % of polled municipalities stated to consider soil characteristics in one or the other planning procedure, the investigations were usually carried out only in certain areas such as hazard zones or potentially contaminated sites, for individual planning cases if required by law (e.g. in the framework of Environmental Impact Assessments).
In many cases only the mechanical aspects i.e. the physical suitability for building development were taken into consideration. However, soil stability is not an actual soil function. The reason why it is still mentioned in this context might be due to widespread misunderstandings of the term "soil". Especially for building issues it tends to be confused with "(building) ground" in a more technical sense, which is not limited to actual soil but includes underlying strata ("subsoil") as well. On the other hand "soil" is often reduced to "land", a two-dimensional basis for human activities merely assessed through real estate prices. Though a definition of soil and its functions can be found both in the German Soil Protection Act and in the Alpine Convention's "Soil Protection Protocol" the term "soil" is used rather vaguely also in planning-related legislation.

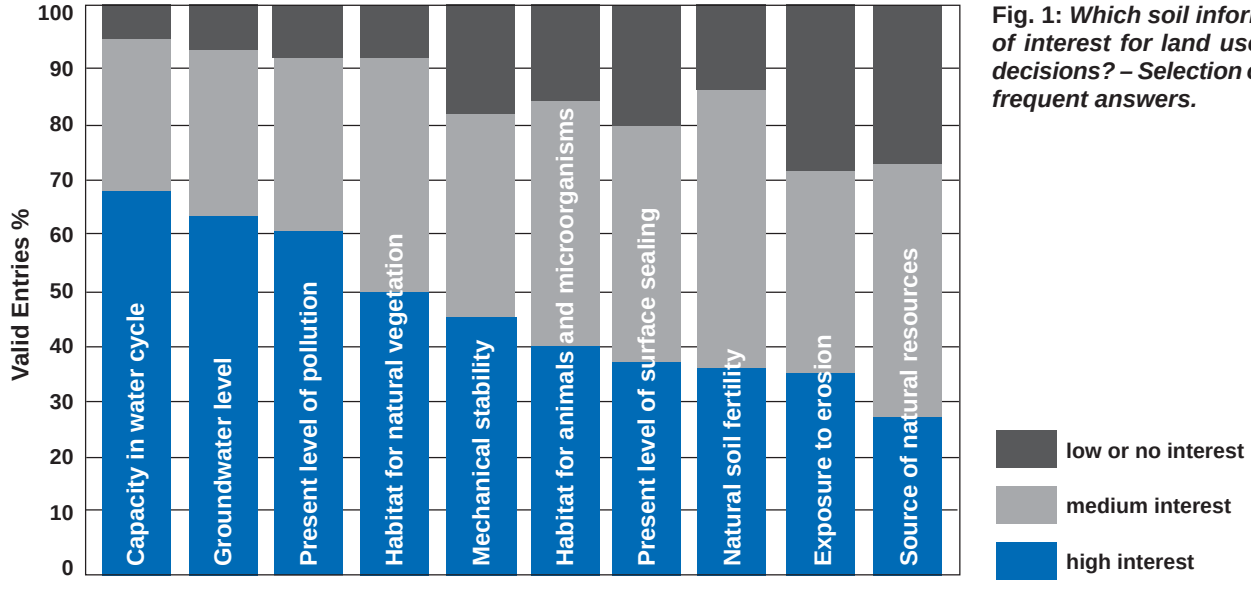
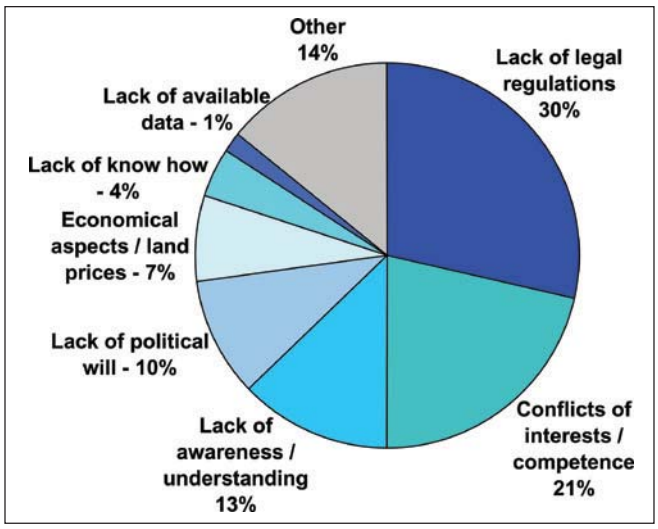


Fig. 1: ***Which soil information are of interest for land use planning decisions? – Selection of ten most frequent answers.***

The investigation shows that the lack of awareness and understanding of soil and its natural functions is perceived as one of the main reasons why soil protection measures are not or only unsatisfactorily integrated in urban spatial planning (see Fig. 2).

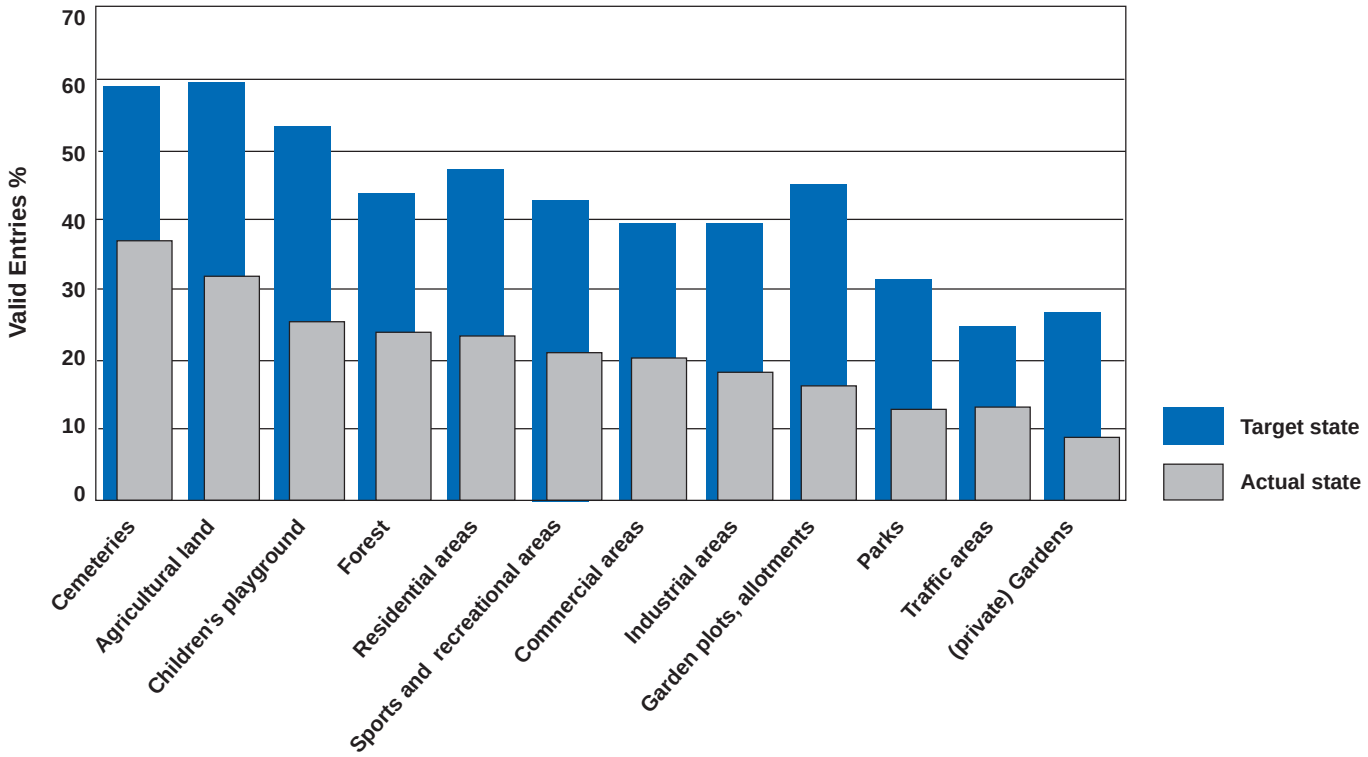
Fig.2: ***What are major hindrances of implementing soil protection in urban spatial planning***



But even if the significance of soil would be fully recognized, there are still major conflicts between economic interests and protection endeavours. Scarcity of building land – an increasingly grave problem in Alpine valleys – makes prices go through the roof and consequently land owners have little interests in development restrictions by environmental protection in general or soil protection in particular. Thus it is unlikely that soil protection measures will be implemented in spatial planning unless strict and well-defined legal obligations are established. So in the planners' point of view the lack of legal requirements – which can be seen as yet another consequence of little understanding of soil and its relevance for the urban ecosystem on the political level – is seen as the major hindrance in realizing soil protection measures.
Municipalities that already considered soil specific aspects in recent land use planning procedures mentioned the lack of utilisable data as a great difficulty in the course of these activities along with the lack of political will – again, due to insufficient awareness.

Comparing the current significance of soil characteristics in land use planning with the desired situation (Fig. 3) a general shortcoming in the consideration of soil is evident. Despite locally, regionally and nationally varying opinions on where and how to integrate soil features in urban planning a general trend can be noticed to put more emphasis on soil in the future. The greatest difference between *"actual state"* and *"target state"* thus the most urgent call for action to evaluate soil characteristics is for areas that are used for agriculture, residential buildings, allotment gardens or playgrounds.
Land consumption and surface sealing is unanimously seen as the greatest threat for soils in urban areas. In larger municipalities with only little space for further development the problem is most obvious, 85 % of polled cities with more than 50,000 inhabitants state that local soils are highly endangered by building development and associated soil sealing. So the imperative for controlled growth taking natural circumstances into consideration

Fig.3: ***Which forms of land use require the obligatory consideration of soil characteristics in planning procedures (actual state) or should take soil characteristics into consideration respectively (target state)?***



seems to be widely recognised. But obviously there is still a need for more information and awareness about soil and its natural functions if it is to be established as distinctive part of the environment worth protecting.
Another indicator for the importance of raising "soil-consciousness" is the yet rather low knowledge about soils according to the participants' self-assessment. Only 3 % of people questioned in the survey rank their experience in soil science as "very high" and another 14 % as "high" while more than a quarter consider their knowledge as "little" or "very little". Accordingly soil experts that could carry out surveys (soil mapping activities) on their own are on the payroll in only 18 % of polled municipalities.

Soil information
Aside from planning issues data on the present level of soil pollution was investigated in two thirds of polled municipalities with significant national distinctions. While selective investigations in the whole urban area and / or examinations on certain potentially contaminated sites were carried out in all Swiss cities and 80 % of German municipalities this was only done in one third of Austrian municipalities. The focus of analyses is set on heavy metals and various organic substances (dioxins, furans, cyanides, chlorinated, fluorinated hydrocarbons), also depending on which substances are suspected to be found on certain spots and are considered critical for future land use.
The most common types of contaminated or potentially contaminated sites are former gas stations, landfills for domestic waste and abandoned industrial or commercial areas. The registration of known contaminated sites can be estimated as quite good on both local and regional / national level. A corresponding public register is required by law in Austria (national level), Germany (federal state level) and Switzerland (cantonal level) though "minor" sites, e.g. gas stations, might not be included. Most types of contaminated sites have been remediated to a significant extent. Nonetheless there are still untreated waste deposits in more than 60 % of polled municipalities.

Available data
While planning-related data such as local development plans, zoning plans and cadastral maps are available for developed urban areas in most municipalities, the availability of only knowledge about sources of soil-related data must be considered as rather poor. Though both soil maps and land taxation results exist for (almost) all agricultural areas in the Alpine Space only about 15 % of polled municipalities stated to have these information. Beside the inadequate availability, another problem for the utilisation of secondary data and maps as an input for the evaluation tool might occur from the fact that most of the soil-related information is available only in analog form. Though TUSEC-IP will only elaborate algorithms for soil evaluation and provide a general guideline, an implementation as application in a Geographic Information System (GIS) – as demanded by 77 % of polled communities – is a necessary further development step if the technique is to be used widely and efficiently. However, it is fair to assume that the share of data sources available in digital form will increase significantly by the time the evaluation tool is up and running as GIS-application.

User requirements
Soil evaluation can influence urban planning measures on various levels. For the implementation of soil protection aspects it seems generally useful to incorporate soil evaluation results on a local level in zoning plans (land use planning). In Switzerland a majority considers regional rather than local authorities responsible for soil protection issues and therefore soil evaluation is also recommended for the intermunicipal level, e.g. in the delineation of regional green spaces. Planners in Germany state that a soil evaluation system could be reasonably applied in local development planning, the "final" and most definite stadium of decision making (where soil features already played a certain role in the past). So the evaluation technique should be designed as a modular, multi-level tool applicable on different scales depending on national legislation, local requirements and quantity and quality of available data. Soil evaluation on an overview scale is considered sufficient by 57% of all municipalities (65 % of towns with less than 10,000 inhabitants). On this level it can be executed with lesser effort based on existing data, but will not provide results that meet criteria for implementation in zoning plans or other legally binding planning instruments. Results shall be provided both as aggregated figure ("one-value-evaluation") and split up in partial results for each soil function or selected forms of land use.
With the *European Strategy for Soil Protection* being elaborated and the Strategic Environmental Assessment already required, the need for urban soil evaluation will increase in the upcoming years. The survey shows that potential end users of an evaluation tool are generally aware of the need for a stronger consideration of soil features in planning procedures to reduce the consumption of valuable soils and – in doing so – to ensure ecologically sound growth of urban areas in the Alpine region. ■

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Bodenbewertung in der Raumplanung - Neue Chancen durch die Strategische Umweltprüfung (SUP)

Nach der SUP-Richtlinie sind seit Juli 2004 neben konkreten Bauvorhaben auch genehmigungsbedürftige Pläne und Programme einer Umweltverträglichkeitsprüfung zu unterziehen. In der Folge sind Bebauungspläne und Flächennutzungspläne auf ihre Umweltrelevanz abzuwägen. Wesentlich sind dabei u.a. die Ermittlung und Bewertung der Auswirkungen auf das Schutzgut Boden.

Dr. Silvia LAZAR, ahu AG Wasser–Boden–Geomatik, Aachen & Ingo VALENTIN, Umweltamt Stadt Düsseldorf (D)

Flächenmanagement und Brachflächenrecycling sind wesentliche Bestandteile in der aktuellen Diskussion zum vorsorgenden Bodenschutz. Im Vordergrund stehen die kontrovers diskutierten Fragen, mit welchen Maßnahmen der derzeitig hohe Flächenverbrauch reduziert und Boden als begrenzte Ressource erhalten werden kann. Ein wesentlicher Aspekt ist hierbei, dass durch die Bebauung und Versiegelung der Fläche Böden mit ihren vielfältigen Funktionen als Lebensraum und Wasserspeicher verloren gehen und in diesem Sinne als Funktionsträger ‚verbraucht' werden.

Vorsorgender Bodenschutz durch integrierte Siedlungsplanung

In der Raumplanung stellt sich vor dem Hintergrund der Diskussion die Frage, wie der Zielkonflikt aufgelöst werden kann, auf der einen Seite Boden zu erhalten und auf der anderen Seite die Siedlungsentwicklung voranzubringen. Ein wichtiger Ansatz, der bereits vorhandene Vorschläge integriert und ergänzt, besteht dabei in der gezielten *Lenkung der Siedlungsentwicklung* durch die Berücksichtigung der natürlichen Standortpotenziale und Bodenfunktionen.

Ziel einer in diesem Sinn *integrierten Siedlungsplanung* ist zum einen der Schutz von besonders leistungsfähigen Böden, z.B. für die Landwirtschaft oder den Hochwasserschutz, und zum anderen der Schutz von seltenen und wertvollen Böden, wie z.B. Auenböden und Nassgleyen. Als Instrument und Planungsgrundlage können *Bodenfunktionskarten* und die Ausweisung aggregierter Bodenfunktionsräume genutzt werden. Auf deren Grundlage können Bauvorhaben gezielt auf Flächen gelenkt werden, die beispielsweise aufgrund ihrer anthropogenen Vorbelastungen oder einer vergleichsweise geringen Leistungsfähigkeit der Böden aus ökologischer und ökonomischer Sicht als potenzielle Suchräume für die Siedlungsentwicklung von Bedeutung sind.

SUP-Richtlinie zur Strategischen Umweltprüfung

Diese Anforderungen an die Raumplanung sind im Zusammenhang mit der am 27. Juli 2001 vom EU-Parlament verabschiedeten *SUP-Richtlinie zur Strategischen Umweltprüfung*[1] und dem am 3. August 2001 vom Bundestag der BRD erlassenen ‚Artikelgesetz'[2] zu betrachten. Nach diesen Vorgaben ist die Erstellung eines Umweltberichts vorgesehen, in dem u.a. die erheblichen Umweltauswirkungen auf das Schutzgut Boden zu bewerten sind.[3] Die SUP-Richtlinie wird seit Juli 2004 als nationales Recht umgesetzt.[4] Seither werden Bebauungs- und Flächennutzungspläne einer strategischen Umweltprüfung (SUP) unterzogen. Den Bodenfunktionen kommt dabei eine herausgehobene Bedeutung zu.[5] Für die Bewertung der Bodenfunktionen bieten sich die Vorgaben des Bundes-Bodenschutzgesetzes (BBoSchG)[6].

Schützenswert sind demnach die Funktionen des Bodens:

- als Lebensgrundlage und Lebensraum für Menschen, Tiere, Pflanzen und Bodenorganismen;
- als Bestandteil des Naturhaushalts mit seinen Wasser- und Nährstoffkreisläufen;
- als Filter-, Puffer-, Ausgleichs- und Aufbaumedium für stoffliche Einwirkungen – insbesondere zum Schutz des Grundwassers;
- als Archiv der Natur- und Kulturgeschichte.

Bodenfunktionsräume für die Raumplanung

Auf Grundlage von (im Idealfall) digital vorliegenden Bodenkenngrößen, z.B. digitalen Bodenkarten, können die Funktionen des Bodens ermittelt und bewertet werden. Auf dieser Bewertung aufbauend lassen sich Böden mit homogener Leistungsfähigkeit und vergleichbaren Funktionen zu *Bodenfunktionsräumen* aggregieren.

Diese Bodenfunktionsräume werden nach ihrer Schutzbedürftigkeit und Schutzwürdigkeit in Vorrang- und Vorbehaltsflächen für den Bodenschutz eingestuft. ■

[1] Vgl.: Richtlinie 2001/42/EG über die Prüfung der Umweltauswirkungen bestimmter Pläne und Programme vom 27. Juli 2001 (kurz: SUP-Richtlinie bzw. Plan-UVP-Richtlinie).

[2] Das am 3. August 2001 in Kraft getretene *„Gesetz zur Umsetzung der UVP-Änderungsrichtlinie, der IVU-Richtlinie und weiterer EG-Richtlinien zum Umweltschutz"* wird als Artikelgesetz bezeichnet. Grundlage bildet u.a. die Richtlinie 97/11/EG des Rates zur Änderung der Richtlinie 85/337/EWG über die Umweltverträglichkeitsprüfung bei bestimmten öffentlichen und privaten Projekten vom 3. März 1997 (kurz: UVP-Änderungsrichtline).

[3] Vgl.: Ginzky (2001: 174); Jessen-Hesse (2002); Volmer (2001: 195).

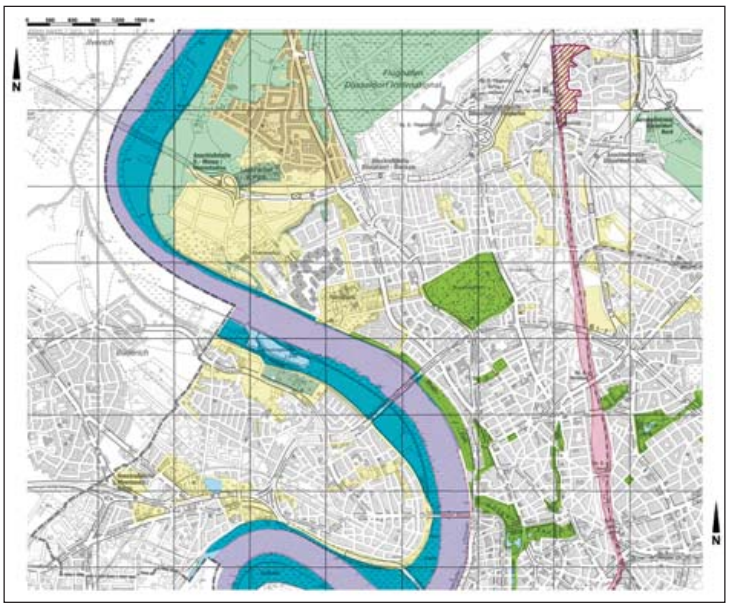
[4] In Deutschland unterliegen nach dem am 23.09.2004 in Kraft getretenen *Europarechtsanpassungsgesetz Bau (EAG Bau)* nach § 2 BauGB neu B- und F-Pläne künftig generell der Pflicht zur Durchführung einer Umweltprüfung.

[5] § 1a Abs. 1 BauBG (Bodenschutzklausel): *„Mit Grund und Boden soll sparsam und schonend umgegangen werden, dabei sind Bodenversiegelungen auf das notwendige Maß zu begrenzen"*. Wesentliche Bodenschutzaspekte sind auch in § 2 Abs. 2 Raumordnungsgesetz (ROG) verankert.

[6] Vgl.: § 2, Abs. 2 + 3 BBoSchG.

Planungsorientierte Freiraumbewertung am Beispiel der Stadt Düsseldorf

Angewandt wurde die Funktionsbewertung beispielsweise bei dem ExWoSt-Forschungsvorhaben *‚Städte der Zukunft'* in der Stadt Münster sowie bei der Erstellung des *Freiraum-Informations-Systems (FIS)* der Stadt Düsseldorf. Bei Letzterem wurde eine umfassende Flächenbewertung vorgenommen. Neben Boden und Wasser wurden auch die Funktionen von Klima, Arten- und Biotopschutz und die Erholungsfunktion berücksichtigt. Das Ergebnis bildete ein effektives Flächen-Informations-System als Planungsgrundlage für die weitere Siedlungsentwicklung.



Ausschnitt des Freiraum-Informations-System der Stadt Düsseldorf

Angestoßen wurde dieses Projekt durch immer mehr Bauwünsche, die sich auf die vorhandenen Freiflächen richten. Die Investoren sind an einer schnellen Auskunft über mögliche Baugebiete, deren Restriktionen, deren zeitliche Verfügbarkeit und den aufzuwendenden Kosten interessiert. Mit dem Kataster wird das Ziel verfolgt, vorhandene Informationen zu den noch unbebauten Grundstücken zusammenzustellen. Ergebnis ist ein Kartenwerk für das gesamte Stadtgebiet, aus dem ersichtlich ist, welche Funktionen durch eine Bebauung betroffen sein können und wie gewichtig die Auswirkungen sind.
Hierzu wurden die umfangreichen gesamtstädtischen Fachgutachten und Kartenwerke, die zu nahezu allen Umweltbelangen vorliegen, zusammengestellt und weiter verarbeitet. Für die verschiedenen Freiraumfunktionen wurde folgende Bewertungen durchgeführt: Sie werden entweder als Vorrangflächen mit besonders hohem Schutzstatus oder Schutzbedarf (zum Beispiel Wasserschutzzonen I und II, Naturschutzgebiete) oder als Vorbehaltsflächen mit geringerem Schutzstatus oder Schutzbedarf (zum Beispiel Wasserschutzzone 3, klimatischer Ausgleichsraum) ausgewiesen. Insgesamt sind etwa 39 Prozent der Flächen des Stadtgebietes mit Vorrangfunktionen belegt. Dies sind etwa 74 Prozent des Düsseldorfer Freiraums. Durch die konzentrierte Darstellung der Freiraumbelange können Planungen gezielt bearbeitet und dadurch beschleunigt werden. ■

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Summary
Soil evaluation has become more importance for spatial planning. The European Directive 2001/42/EG of Strategic Environmental Assessment (SEA) provides new chances for spatial planning. The SEA directive intends to investigate the environmental impact of plans and programs requiring permission. Therefore, local development and zoning plans have to be weighed with regard to their environmental relevance. The investigation and evaluation of effects on soil is essential.
The intention of the integrated settlement planning is the protection of high-capacity soils, e.g. for agriculture or flood protection, as well as the conservation of rare and valuable soils, e.g. Fluvisols and Gleysols. Maps of soil functions and the localization of aggregated regions of soil functions can be used as instruments and basis for spatial planning. By this means settlement and building projects can be directed to areas of secondary importance within the scope of soil precaution.

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Vital soil – the next step towards a European soil strategy

Conclusions of the Joint Conference of the Dutch EU Presidency and the European Commission held on November 18 and 19, 2004 in The Hague, The Netherlands

The member states of the EU consider a clear description of objectives and principles of soil protection and management as important elements of the soil strategy. The Joint Conference of the Dutch EU Presidency and the European Commission took note of the reflections of the Commission representative with regard to the presentation of the thematic strategy and the various possibilities of its form including a framework. The replies show that the priority threats identified in 2002 (contamination, erosion, loss of organic matter and biodiversity and sealing) still merit the highest attention.

Main Conference Output

- *EU soil policy* should build on the agreed principles of European environmental and health policies and the principles of sustainable development and should be developed with transparent and inclusive approaches to assessments, planning and decision-making.
- Soil is an asset and, although the *benefits* of its sustainable use have not yet been fully quantified, the costs of degradation, while significant at the on-site level, are very much more substantial in terms of off-site effects. Climate change, globalization, food security, urbanization and the changing age structure of the rural population are all significant issues with regard to soil degradation and protection.
- In line with the EC Treaty and the future Constitution, *soil protection requirements must be integrated into all relevant EU policies*, with priority given to the internal market policy and the Common Agricultural Policy notably through the use of cross-compliance introduced in the 2003 CAP reform, and to land use and spatial planning policies implemented by the Member States.
- However, soil also needs a *policy framework* to prevent any dissipation of its protective role and the need to protect it and its functions for future generations. Participants suggested that an EU soil protection policy be established which would require appropriate action at local, regional, national and EU level and clarification of rights and obligations on land owners and soil users. The policy framework should be established with long term objectives and a planned approach with due respect for subsidiarity. This framework approach can lead to greater ambition for protection and greater focus for the integration challenge.
- Working in groups the participants dealt with the following:
  - *Research* can usefully be structured around driving forces, pressures, (soil) status, impacts and (policy) responses, requiring different approaches and disciplines at the various stages. With a strategic research agenda in place, there is now a need for an action plan with priorities and the allocation of funds (national + EU), notably in the future *7th Framework Programme for Research*. In this view, the brochure Scientific basis for the management of European soil resources will be sent to Member States for comment.
  - *Soil erosion, a multi-faceted phenomenon* with various dynamics in the different regions of the EU, requires responses including the use of cross-compliance in agriculture and with objectives established through the framework policy approach.
  - *Soil organic matter content is a key indicator of soil health.* Priority should be placed on setting incentives and stimulating farmers to adopt management practices for optimum levels of soil organic matter. The participants noted the interlinkages between biodiversity, erosion, and soil organic matter with the consequence that damages will coincide and the benefits of policy measures may be multiple.
  - Experience with existing *legislation* relating to contaminated soils identifies a need for a more intensive *exchange of knowledge and good practice*, and for building the further development of policy on such experience. Here, the policy framework could also include a platform or forum to monitor and manage progress within the policy frame.
  - In order to ensure the benefits of the exogenous organic matter and guarantee the protection of the soil the importance of a revision of the sewage sludge directive and the introduction of biowaste legislation, were stressed. The Commission is encouraged to present draft-legislation on both issues. Standards for compost should address all relevant issues. Separate collection should be promoted.
  - The *monitoring system* has to be policy relevant, address the 8 threats, be cost-effective and make use as far as possible of existing instruments and schemes for instance *CORINE (Coordinated Information on the Environment)* and *LUCAS (Land Use Change Analyse System)*. Remote sensing and new legislation e.g. *INSPIRE (Infrastructure for Spatial Information in Europe Initiative)* have an important role to play. Monitoring should be developed in a step by step approach, addressing issues of comparability and harmonisation and should focus on risk areas. Use should be made of indicators and instruments in place for other linked media.
- The conference recognized the *need for developing awareness for soil protection* and considered the focal point of national soil directors as necessary to increase this awareness both in public and policy terms. ■

Further information and contact
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Unit B1: Agriculture and Soil, B-1049 Brussels (Belgium)
www.europa.eu.int/comm/environment/soil/

3. Internationale Jahrestagung ELSA e.V. 2004 in der Europäischen Akademie Bozen, Südtirol (I)

Erosion – eine Herausforderung für den kommunalen Bodenschutz

*Die von der Autonomen Provinz Bozen-Südtirol mitgetragene Jahrestagung des Europäischen Boden-Bündnis ELSA e.V. wurde vom 23.-24, September 2004 in der Europäischen Akademie EURAC in Bozen durchgeführt. Experten aus Italien, Deutschland, Österreich, England, den Niederlanden, Slowenien, Liechtenstein und der Schweiz befassten sich mit verschiedenen Themen der Erosionsproblematik im Alpenraum und im übrigen Europa. Kernpunkte der Tagung bildeten konkrete Handlungsansätze in den betroffenen Regionen und Gemeinden, aber auch strategische Überlegungen der Europäischen Kommission im Rahmen der Europäischen Bodenschutz Strategie. Verabschiedet wurde eine umfassende Jahreserklärung des Boden-Bündnisses (**Bozener Erklärung**) zur Stärkung der Gefahrenprävention .*

von links: R.D. Jenny, ELSA e.V.; B. Krummenacher, Geotest, Davos; Montanarella, EU-Kommission, E. Tasser, EURAC.

Die Tagung war gekennzeichnet von einer starken europaweiten Ausrichtung über den Alpenraum hinaus, obschon da, aber beispielsweise auch in England und in den Niederlanden Erosion und Bodenabtrag als Folge von Hangrutschungen, Landnutzung, Hochwasser und Klimawandel sich teils örtlich, teils großräumig erheblich auswirken. Das Europäische Bodenbüro zeigte anhand von Bodenkarten das europaweite Vorkommen dieser Gefahrengebiete. Vorgestellt wurden grenzüberschreitende Projekte zu Monitoring und Risikoeinschätzung im Rahmen von INTERREG Programmen sowie nationale und regionale Schutzprogramme zur Gefahrenprävention. Doch nicht nur planerische Kartenwerke wurden präsentiert, sondern konkrete Schutzmaßnahmen, die in der forstlichen, landwirtschaftlichen und wasserbaulichen Praxis in den Kommunen vor Ort umgesetzt worden sind.
Die Bedeutung des integralen Bodenschutzes, der vertikalen und horizontalen Vernetzung der verantwortlichen Gremien, Institutionen und Akteure in Europa, vorab das Bestreben für die Beziehungen zwischen der lokalen bis hin zur europäischen Ebene sowie das Bewusstsein über die ökologischen, sozialen und ökonomischen Zusammenhänge wurde seitens der Generaldirektorin Umwelt der europäischen Kommission, *Catharine Day*, besonders hervorgehoben und damit die Rolle und die Arbeit des Boden-Bündnisses gewürdigt.. ■

Dokumente der Jahrestagung 2004 sowie die Bozener Erklärung sind erhältlich unter www.bodenbuendnis.org.

International workshop
Reykjavik, Iceland September 14-18, 2005

Strategies, science and law for the conservation of the world's soil resources

The Soil Conservation Service of Iceland, in conjunction with other Icelandic institutions; SCAPE, which is European Union funded Concerted Action for Soil Conservation and Protection in Europe; and a group of legal and scientific experts from around the world will hold the aforementioned workshop. Other associated key institutions with specific interests in legislative and scientific aspects of soil conservation include the International Union of Soil Sciences (IUSS), the World Association of Soil and Water Conservation (WASWC), the World Conservation Union (IUCN), and the European Confederation of Soil Science Societies (ECSSS).

Objectives
The aims of the workshop include providing a platform for discussing a range of legal and scientific issues associated with the conservation and protection of soil resources, including:

- The state of the world soil resources
- How sustainable management of soil can actually be achieved
- State of scientific and legal knowledge and research needs
- Strategies and policies
- Law and legal management and solutions

The workshop will also be used as a forum to review a draft international legal instrument, tentatively entitled *Protocol on the Sustainable Use of Soil* and the associated guidelines and explanatory material. Representatives from the key global soil science institutions have been assisting the IUCN Environmental Law Programme to prepare these materials as part of the implementation process of the 2000 IUCN Amman *Resolution on Sustainable Use of Soil*. Particular attention is paid in this project to the ecological needs and functions of soil for the conservation of terrestrial biodiversity and the maintenance of human life.

Forum and program
With its extensive problems of land degradation and desertification, and experiences from almost a century of soil conservation, Iceland is an excellent place to study and debate these issues. The government of Iceland and its community has worked in partnership to develop successful ecosystem restoration schemes for vast areas of severely degraded land and to protect existing ecosystems and unique landscapes.

The meeting will include seminar presentations and discussions as well as an emphasis on field presentations, exploring issues of land degradation and soil erosion, mitigation work, and strategies, policies, programs and law for achieving goals of soil conservation and sustainable land use.

Organisation
The workshop will be supported by the European Union through the SCAPE project and the Government of Iceland. More information by SCAPE: www.scape.org or by IUCN: www.iucn.org.

Recommendation on the issue of the international workshop: Ian Hannam & Ben Boer (2004): *Drafting Legislation for Sustainable Soils: A Guide*. IUCN, Gland, Switzerland and Cambridge, UK. (request to: Ann.devoy@iucn.org). ■

TUSEC-IP

newsletter no. 3

Technique of Urban Soil Evaluation in City Regions – Implementation in Planning Procedures
A Project of the EU Community Initiative INTERREG III B Alpine Space

Soil as a natural resource should be protected like air and water. The INTERREG project TUSEC-IP aims at the introduction of a soil evaluation system to local and regional planning procedures in order to improve the consideration of soil protection issues in the alpine space.
The approach of TUSEC-IP is based on the close co-operation of urban planners and soil scientists. Through joint project work on the development of common strategies as well as agreements on the proceeding in the field of soil evaluation, various interim results have been achieved.

Annual Meeting in Stuttgart-Hohenheim

On 13 and 14 September 2004, the project held its public annual meeting at the University of Hohenheim, Germany. Project participants from Austria, Italy, Slovenia, Switzerland and Germany, external experts as well as the interested public were invited in order to get information about the work status and to discuss central issues of the project. The results of the study *"Legislation and planning procedures of selected city regions"* – as part of the project's survey of the conditions and opportunities of the implementation of soil evaluation on local and regional level – were presented and discussed. The meeting led to a vivid exchange of experiences with the implementation of different existing approaches of soil evaluation systems. Planners were given the opportunity to emphasise their requirements on soil evaluation which arise by problematic spatial developments. Functions and methods of soil evaluation were reflected with regard to the objective to introduce and work with a scientifically founded, transparent as well as internationally applicable soil evaluation system.

The Soil Evaluation System of TUSEC-IP

In co-operation of the Austrian Federal Environmental Agency (Vienna) with the Universities of Torino, Hohenheim and Innsbruck and with the continuous input of other project partners TUSEC-IP has produced the draft of a soil evaluation system which is based on the integration of different evaluation methods. Different soil functions are taken into consideration to allow a flexible use of the system for the evaluation of urban soils.
As the system runs as part of ordinary planning procedures, minimising efforts of time, staff and finances for data supply as well as for the proceeding of the evaluation are important framework conditions. Although the modular system is applicable for very different planning cases, basically two different levels can be distinguished. Hence the soil evaluation system of TUSEC-IP is separated into two levels – the *"A-Level"* and *"B-Level"* – which characterise two different approaches of soil evaluation in planning procedures (see table p. 31).
The soil evaluation system is orientated on different soil functions (soil as base for life and living space for animals, plants and soil organisms, its function as archive of nature and culture and as protection area for ground water etc.). The evaluation of each soil function is linked to different soil properties and is based on the analysis of different soil parameters. Whereas the "A-Level" requires soil sampling and mapping, the "B-Level" mainly works with data from existing sources (agricultural soil map, forestal site mapping, geological maps).

„Vergleichen wir die drei wichtigsten Lebensgrundlagen Boden, Luft, Wasser, so müssen wir feststellen, dass der vorsorgende Bodenschutz noch immer den geringsten Stellenwert hat. Dies widerspricht seiner Bedeutung und muss sich in unserem Interesse und in dem der nachfolgenden Generationen ändern."

Helmer Honrich, Annette Eickeler, Werner Gruban, Thomas Bork
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Die Beschäftigung mit vorsorgendem Bodenschutz hat in der Landeshauptstadt München eine lange Tradition. München war eine der ersten Städte in Deutschland mit einer flächendeckenden Versiegelungskarte. München ist Gründungsmitglied des Boden-Bündnisses europäischer Städte, Kreise und Gemeinden (ELSA e.V.). Der Münchner Stadtrat hat ein Leitbild sowie Leitlinien zum Bodenschutz beschlossen und über eine Leitlinie Ökologie in der Stadtentwicklung PERSPEKTIVE MÜNCHEN verankert. Die Umsetzung der Ziele und Leitlinien in die tägliche Praxis erweist sich jedoch als schwierig. Weiterhin werden Böden zerstört, entfernt und versiegelt.
Um dem entgegenwirken zu können, müssen die Verantwortlichen, vornehmlich Planer/innen und politische Entscheidungsträger/innen, wissen, welche Leistungen für Wasser und Luft sowie für Mensch, Pflanze und Tierwelt mit dem Verlust von Böden verloren gehen. Diese Kenntnisse besitzt München derzeit so gut wie nicht und wenn Informationen vorhanden sind, dann können diese in der Praxis oft nicht angewendet werden.
Da nicht nur München vor diesem Problem steht, sondern mehr oder weniger alle Städte und Gemeinden in Europa, hat München unterstützt von ELSA e.V. und in Kooperation mit Universitäten, Institutionen und Städten aus fünf Ländern des Alpenraums das Projekt TUSEC-IP auf die Beine gestellt. TUSEC-IP soll Planungsfachleuten ein Instrument an die Hand geben, mit dem sie die Leistungen der Böden bewerten können und das dazu beiträgt, dass diese Fähigkeiten der Böden im Sinne einer nachhaltigen Stadtentwicklung auch den nachfolgenden Generationen zu Gute kommen. TUSEC-IP wirbt für einen achtsamen Umgang mit Böden heute und in Zukunft.

Levels of the TUSEC-IP Evaluation System

	"A-Level"	"B-Level"
Scale	Larger than 1:10.000	1:10.000 and smaller
Binding character	Legally binding	Legally not binding
Applicability	For single planning sites (e.g. planned land-use changes, contaminated sites…)	For the entire municipal district (or urban area)
Data base	Data mapping (expert knowledge needed)	Mainly works with existing data ("secondary data" e.g. aggregated as "soil map based on secondary information")
Linkage	Use of "A"-results for verifying punctually results of the "B-Level"	Results of "A" can be used (in aggregated form) as input for "B"

The definition of data requirements and of methods of data ascertainment has been crucial for the development of applicable procedures. A pedological manual developed by the project soil group describes the structure and procedure of the TUSEC-IP soil evaluation system. It explains the use of different methods with reference to soil properties and soil functions. In order to "translate" the contents of this pedological expert document into the language of planners, and with regard to the objective to make the system appropriable to daily-life planning practice, the development of a *planner handbook* with guidelines for urban planners is on its way. Cornerstones of this guidance for planners are the description of implementation opportunities and restraints, information on data proceeding and estimations of efforts and costs. Necessary input for the development of the handbook are experiences of the partner municipalities, which are about to test the soil evaluation system in various running planning cases.

Application of the Soil Evaluation System

As reported in the TUSEC-IP newsletter no. 2 a so-called pretest phase was run in which soil evaluation methods were tested in three pilot areas in different countries. The results of this testing phase were used as input for the elaboration of the evaluation system. Since September, marked by an official kick-off meeting in Linz (Austria), the partner municipalities of the project have joined forces to set the evaluation system into their planning practice. Various planning cases also in surrounding municipalities, to which the evaluation system will be introduced as tool for decision-making, have been identified. Through the continuous input from the developers of the evaluation system and an intense exchange among the planners as experts on the implementation side, the system will run a testing phase that will last about one year. During this time experiences of this test will be used to "refine" the system as well as to develop overall implementation strategies how soil evaluation can contribute to a more sustainable use of soil in spatial planning practice in the alpine space.

Important Next Steps

Until April the planner handbook already tested in one planning case will be available and usable for the implementation phase. After the definition of pilot planning cases in all partner countries, the first important steps for proceeding soil evaluation are to survey the data situation and to evaluate the usability of data in the participating local authorities in order to define the basis for the evaluation. The running pilot projects will be evaluated by different criteria like the efficiency of the soil evaluation, the applicability of the system, necessary staff and financial resources as well as opportunities and restraints of the application. These criteria are one essential basis for the development of the implementation strategies. ■

Eva C. Lupprian (blue! advancing european projects) for the City of Munich, Department for Health and Environment

About the TUSEC-IP Newsletter

This is issue no. 3 of the TUSEC-IP newsletter which is published regularly in the local land & soil news. The newsletter keeps you posted about the progress and results of the project. All issues of the TUSEC-IP newsletter are available on the project website www.tusec-ip.org.

TUSEC-IP Calendar

On 21 - 22 April 2005, a further TUSEC-IP workshop will be held in Reutlingen, Germany. Main objective of the meeting is the reconciliation of the work status and experiences of the municipalities which are testing the evaluation system in different planning cases. Questions of data supply as well as the contents of the planner handbook will also be under discussion. In autumn 2005 the next annual meeting of TUSEC-IP will take place in Zurich.

Website Updates

On the project website of TUSEC-IP (www.tusec-ip.org), you find all information on the project structure, project partners as well as on important interim results.
The report of the annual meeting which took place in Stuttgart-Hohenheim on 13-14 September 2004 is available online. A summary of the final report of the survey of user requirements (catalogue of requirements) is available as download in English and German.

Your TUSEC-IP

As TUSEC-IP understands itself as an "open" project, not only informing the scientific community and the public about the work process and results but also receiving an active feedback on the project subjects is especially important for the project. Therefore, please feel invited to contact the project team in order to let us know about your opinion, experiences or questions.

Contact

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Interreg III B

This project has received European Regional Development Funding through the Interreg IIIB Community Initiative

news & communications

Germany: Progress Report on the National Sustainability Strategy

Germany has published a ***Progress Report on the National Sustainability Strategy*** on October, 27th 2004. The reduction of land use for building purposes is one of four focal areas. Ideally it should be possible in the long run to satisfy demand for building land by recycling land. To achieve this goal a mix of instruments is necessary, e.g. the reshaping of market oriented instruments (e.g. taxes, subsidies, transfers), the strengthening of cooperation especially at the regional level, cost efficiency and transparency of land use management, and the controlling of results by data management and indicators. At the request of the Federal Government the *Council on Sustainable Development* has organised a broad dialogue on this subject with Federal state and local governments and has made specific recommendations. Major activities for the next years will also focus on research. As part of the programm *"Sustainability concepts for practical application"* the German Ministry of Education and Research has published a special focal point *"concepts for the sustainable use of regions"* also for urban regions. Within ***Refina (research on the reduction of land consumption and sustainable land use management)*** innovative concepts for land use management and site recycling will be approved practically.

www.bundesregierung.de/Politikthemen/Nachhaltige-Entwicklung-,11419/Fortschritts-bericht-2004.htm; www.fona.de/de/1_forschung/regionen/urbane_raeume/index.php

EEA*: First digital map of Europe's changing landscapes

Corine Land Cover 2000 (CLC2000) is an update for the reference year 2000 of the first CLC database which was finalised in the early 1990s as part of the European Commission programme to *COoRdinate INformation on the Environment (Corine)*. It provides consistent information on land cover and land cover changes during the past decade across Europe. At present, the Corine land cover database covers 30 countries and is expected to expand its geographical coverage by the end of 2005. *(*EEA = European Environment Agency).*

http://org.eea.eu.int/documents/newsreleases/CLC2000-en; http://image2000.jrc.it/

ELSA contact / order information

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agenda

European Land & Soil Alliance ELSA e.V.
4th Annual International Conference
October 13-14, 2005 in Krems/Stein (Austria)
provides for the topic of
Local strategies on sustainable land use and best practices of European municipalities
www.soil-alliance.org

17.02.2005: Freiburg im Breisgau (D)
***Urban sprawl* in Europa – Handlungsstrategien und Instrumente zur Begrenzung des Flächenverbrauchs**
ICLEI – Local Government for Sustainability:
Training für kommunale Entscheidungsträger und Planungsfachleute. Zielsetzung der Tagung
• Ermittlung und Anwendung von politischen und planerischen Strategien, Richtlinien und Instrumenten zur Begrenzung des Flächenverbrauchs hin zu einer nachhaltigen Entwicklung.
• Anwendung einer Methode zur Modellierung der Ursachen und Konsequenzen von *urban sprawl* (entwickelt unter Leitung des Potsdam Instituts für Klimafolgenforschung im Rahmen des EU-Projektes URBS PANDENS – Urban Sprawl: European Patterns, Environmental Degradation and Sustainable Development).
www.iclei-europe.org

13.-15.04.2005, Waterfront Hall Conference Centre, Belfast. Northern Ireland (UK)
CABERNET 2005: The International Conference on Managing Urban Land.
www.cabernet.org.uk

18.-19.04.2005, Deutsch-amerikanische Konferenz. in Berlin (D)
Brachflächenrecycling: Herausforderungen, Lösungen, Nutzen Difu Deutsches Institut für Urbanistik: www.difu.de

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