

## 1 Introduction

The previous part 1 holds a lot of information on the planning systems in the different states of North West Europe. In this part we will compare this information and detect a common ground either in the structure of the systems (chapter 3 and 4), the importance of and fine-tuning between levels (chapter 5), the characteristics and role of the most important planning documents (chapter 6) or in the approach to the integration of spatial planning with water management and ecology (chapter 7). Finally we will analyse in what way the different countries can learn from each other or work together in achieving goals and integration (chapter 8). As a basis for this analysis we will first summarize the main characteristics of the different countries and nations (chapter 2).

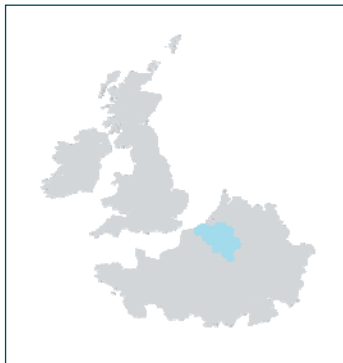
## 2 Characteristics of the different states

Even though the seven states, countries and nations (see figure 1), that were analysed in this project are all part of the European Union, they differ a lot when it comes to size, administrative divisions and governmental organisations. Table 1 reflects the differences.

SUBJECT STATE	SIZE km <sup>2</sup>	POPULATION & DENSITY	ADMINISTRATIVE DIVISIONS	CAPITAL	GOVERNMENT	LANGUAGE
BELGIUM	30,528	10.40 Mio 342 / km <sup>2</sup>	3 communities 3 regions	Brussels	Federal constitutional monarchy	Flemish French German
FRANCE	543,965	63.59 Mio 112 / km <sup>2</sup>	22 régions 100 départements 342 arrondissements 36,682 communes	Paris	Unitary republic	French
GERMANY	357,050	82.44 Mio 230,9 / km <sup>2</sup>	16 federal states 439 districts & cities	Berlin	Federal republic	German
IRELAND	70,273	4.23 Mio 60,3 / km <sup>2</sup>	29 counties & 5 cities & 5 boroughs	Dublin	Republic	English Irish
LUXEMBOURG	2,586	0.47 Mio 171 / km <sup>2</sup>	3 districts 12 cantons 116 communities	Luxembourg	Grand duchy	French German Luxembourgish
THE NETHERLANDS	41,526	16.37 Mio 395 / km <sup>2</sup>	12 provinces 458 communities	Amsterdam	Parliamentary democratic constitutional monarchy	Dutch Frisian
UNITED KINGDOM	244,820	60.21 Mio 243 / km <sup>2</sup>	4 countries 9 regions 34 counties 260 districts 115 unitary authorities & boroughs 32 councils	London	Constitutional monarchy	English Welsh Scottish Gaelic

Table 1: Specific indicators per state, Royal Haskoning

## 2.1 Belgium



Belgium is a Federal State. Over the years many competences have shifted from the national to the regional level. The Federal and regional governments each have their own responsibilities and powers and co-exist independently.

The Federal State only has very little responsibilities when it comes to the national territory and since the state reform of the 1980's, only a limited number of policies or plans are created by the Federal State.

This change in responsibilities was based on the thought the Belgian regions (Flemish Region, Wallonian region and Brussels) are quite different and face different planning problems (mostly urbanisation). Since the reform it has become easier to develop tailor-made policies and decrees.

Each region consists of different provinces and each province of different communities. In their plans, the Province and the Communities are naturally subject to the supervision of the higher authorities, specifically the Federal State, the Communities, the Regions and (in case of the communities also) the Provinces.

## 2.2 France



The French Republic is a democracy which is organized as a unitary semi-presidential republic. The French parliament is a bicameral legislature comprising a National Assembly (*Assemblée Nationale*) with 577 members and a Senate. The Senate's legislative powers are limited; in the event of disagreement between the two chambers, the National assembly has the final say, except for constitutional laws.

France is divided into 26 administrative *régions*: 22 are in metropolitan France and four are overseas *régions*. The regions are further subdivided into 100 *départements*. The *départements* are numbered (mainly alphabetically).

The *départements* are further subdivided into 342 *arrondissements*, but they have no elected assembly and serve only for the districting of state administrations. The *arrondissements* are further divided into 4,035 cantons, but again these serve only administrative and electoral purposes. Finally, the *arrondissements* are divided into 36,682 *communes*, which are municipalities with an elected assembly.

## 2.3 Germany



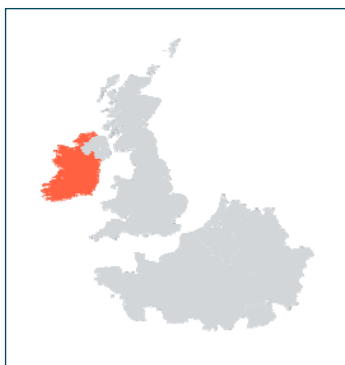
Historically consisting of several sovereign states with their own history, distinct German tribe dialects, culture and religious beliefs, Germany was unified as a nation state amidst the Franco-Prussian War in 1871. Since 1949, Germany is a democratic parliamentary federal republic.

The republic is made up of 16 Federal States (*Bundesländer*), which each have their own constitution and parliament. At the national level a parliament also exists, which consists of the *Bundestag* (Lower house) with 601 members and the *Bundesrat* (Upper house) with 69 members.

The *Bundestag* provides the *Bundesregierung*. The members of the *Bundestag* are selected through general elections. The members of the *Bundesrat* are appointed by the governments of the Federal States. The number of the members in the *Bundesrat* is dependent on the population of the Federal State. The *Bundesregierung* is installed by the *Bundeskanzlerin*. The legislative authority is in hands of each of the three *Bundes* institutions and the Federal States. The legislative process at the Bundeslevel follows a complex scheme in which all institutions are involved in different consultation rounds.

It is stated in the constitution on which matters the national institutions have sole power to initiate laws. These are among other things the defence and protection of civilians, fight against terrorism, postal and money service and air traffic. In other areas the Federal States have prime legislative power. This means that the Federal States can set up laws, without the interference of the national institutions. The Federal States can however fine-tune their approaches in the different Minister Conferences on specific subjects.

## 2.4 Ireland



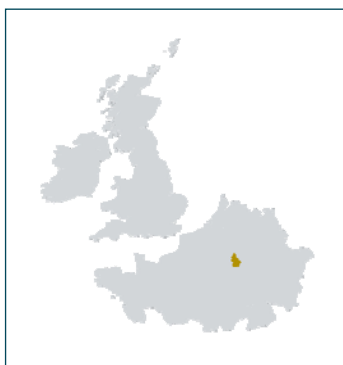
From 1801 to 1922, Ireland was part of the United Kingdom of Britain and Ireland. Under the Government of Ireland Act (1920), six counties in the north-east of Ireland were defined as 'Northern Ireland'. These six counties chose to remain part of the United Kingdom under the Anglo-Irish Treaty, which was negotiated by representatives of the British Government and the Irish rebels after the War of Independence (1919-1921). The rest of Ireland was defined as 'Southern Ireland'.

In 1948, Southern Ireland officially became a Republic, after the Constitution of Ireland came into force in 1937.

The Republic of Ireland is a parliamentary democracy and is characterised by a relatively strong centralised system of governance. The National Parliament (in the Irish language, *Oireachtas*) consists of the President and two Houses: a House of Representatives (*Dáil Éireann*) and a Senate (*Seanad Éireann*). The Head of the Irish Government (*The Taoiseach*) is appointed by the President on the nomination of the House of Representatives.

Local government in Ireland consists of a number of local and regional authorities at the county/city level (29 County Councils, 5 City Councils, 5 Borough Councils and 75 Town Councils), regional level (8 Regional Authorities) and Regional Assemblies (Border, Midland & Western, and Southern & Eastern). Local Authorities are multi-purpose bodies who are responsible for an extensive range of services, three of which are planning, environmental protection and water supply. In addition to that, a fundamental role of democratically elected local government is representation of local communities, voicing local concerns and responding to local needs.

## 2.5 Luxembourg

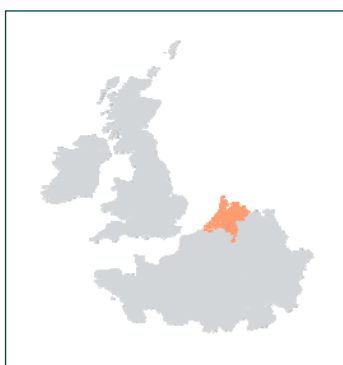


The Grand Duchy of Luxembourg is a parliamentary form of government with a constitutional monarchy by inheritance. As a result of the constitution of 1868, the executive power is implemented by the Grand Duke or Grand Duchess and the cabinet which is formed by the prime minister and several other ministers.

The legislative power is vested in the Chamber of Deputies. The *Conseil d'Etat* exists next to the Chamber and is composed by 21 ordinary citizens and appointed by the Grand Duke. The *Conseil* advises the Chamber of Deputies in drafting legislation.

The state is divided into 3 districts, 12 cantons and 118 communes of which 12 have the status of city. Districts and cantons do not have an official administrative role. The central government is mainly responsible for the territorial structure of population, economic activities, infrastructures and investments. The communes are responsible for the communal long and mid-term development, land use, zoning, buildings, rural areas and natural areas.

## 2.6 The Netherlands



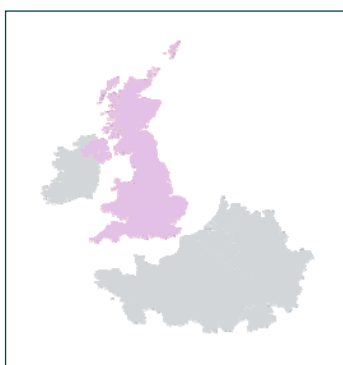
The Netherlands is a decentralised unitary state with three hierarchical governmental levels: the national, the provincial (12 in total) and local (municipal) level. Each level contains of bodies with legislative and executive powers.

The Netherlands is a constitutional monarchy with a parliamentary system. The central government, the executive, consists of the monarch and the Ministers.

Central government (council of ministers) decides on national legislation, policy statements regarding national issues and national planning key-decisions (i.e. designation of certain areas for specific types of land use is legally binding).

The provincial government decides on policy statements regarding provincial issues and regional plans (specific decisions can also be legally binding). Municipal council decides on policy statements regarding local issues and detailed designation of land use (municipal land use plans are legally binding). Although each of the governmental levels has certain degree autonomy of policy, the national level prevails over provincial orders, which in turn prevails over the municipalities and water boards.

## 2.7 United Kingdom



The United Kingdom consists of Great Britain and Northern Ireland. Great Britain comprises England, Scotland and Wales.

Scotland became part of Great Britain in 1707. While many laws made by parliament in London apply to England and Wales, Scotland has a different legal system and many laws applying to Scotland differ from those in England and Wales. Northern Ireland became part of the United Kingdom 1921.

The Republic of Ireland has a different set of statutory instruments from the rest of the United Kingdom.

The Parliament of the United Kingdom is the supreme legislative institution in the UK and British overseas territories. Apart from the Sovereign or Head of State (the Monarchy), the UK parliament has two chambers, the House of Commons and the House of Lords. The members of the House of Commons are elected directly by the people in each constituency, who can each vote for one candidate, with the candidate with the most votes being elected. The House of Lords is an unelected chamber comprising members of the Church of England ('Lords Spiritual') and members of the Peerage (Nobility) (also known as 'Lords Temporal'). Lords Spiritual serves in the House of Lords as long as they continue to occupy their ecclesiastical positions, whereas Lords Temporal serves for life.

### 3 The structure of the national planning systems

In this chapter the national planning systems of the different countries and nations will be discussed. Special attention will go out to detecting a common ground in the structure of the systems.

LEVELS	NATIONAL		SUB NATIONAL					LOCAL	
	UNION / REPUBLIC	COUNTRY	FEDERAL STATES	REGIONAL	PROVINCIAL	DEPARTMENT	WATER BOARDS	INTER-MUNICIPAL	MUNICIPAL
BELGIUM									
FRANCE									
GERMANY									
IRELAND									
LUXEMBOURG									
THE NETHERLANDS									
UNITED KINGDOM									

Table 2: Levels on which planning takes place in different states in Northwest Europe, grey means 'available', Royal Haskoning

#### General conclusion

Table 2 shows that there is a large difference between the different levels on which spatial planning is initiated in each state. This is mainly due to the historic deviances in administrative divisions and depends largely on the authority of the central government and the current trend in many countries to decentralize certain government activities.

Most states possess a national planning document. Exceptions are Belgium, France and the United Kingdom. In Belgium and the United Kingdom the lower government levels of respectively the regions and countries have all planning powers and there is no planning activity on the national level (with the exception of some national issues like the national railways or landscape protection). In France there is planning activity on the national level, but this is not laid down in a national strategic plan, but in different development directives and sectoral plans.

The municipal or local level has most powers in each country. However, the local government doesn't have pure autonomy in setting up plans. In most countries there is a constant interaction between the different government levels. On the one hand plans set up at lower government levels have to fit within the framework set up by plans of higher government levels and have to be approved by the superior authority. This ensures that plans are not contradictory and that visions and principles are put into concrete terms from level to level. On the other hand lower level governments and local plans can provide input for new strategic regional or national plans. In some cases autonomy is even smaller. In France for example, state involvement is quite high (e.g. the State acts as a partner in the planning process) despite the sole responsibility for planning at the local level. In Luxembourg the national government gets most involved as it finances the local development plans.

The following chapters consist of short abstracts per state, in which the number of government levels on which spatial planning is initiated is discussed (chapter 4) and in which the amount of fine-tuning between government levels is analysed (chapter 5).

## **4 Levels of the spatial planning systems**

### **4.1 Belgium**

Since the state reform of the 1980's, until which most planning powers were in hands of the Federal State, only a limited number of policies or plans are created by the Federal State. At this moment the Federal State only has planning responsibilities when it comes to the national railways, seaports and site/landscape protection. Spatial planning is an activity that mainly takes place at the government levels below the national level. In the Flemish Region spatial plans and policies are made up at the regional, provincial and municipal level. This is also true for Brussels, with the exception of the Provincial administrations which do not exist in Brussels. In the Walloon Region the regional and municipal governments have most power with regard to spatial planning. The provinces only play an advisory role in relation to spatial planning and do not prepare spatial plans themselves. They do have responsibility for issuing building permits.

### **4.2 France**

Spatial planning in France takes place at various government levels. The way spatial planning is approached varies a lot among the different levels. At the regional, inter-municipal and municipal level actual planning documents are being set up. At national level there is no territorial development / spatial planning document in the sense of a framework document. Spatial planning is safeguarded by the DATAR department, which is in charge of co-ordinating sectoral decisions affecting spatial development and planning. DATAR is concerned with the cohesion and balanced and sustainable development of the national territory.

### **4.3 Germany**

Planning in Germany takes place at four levels: the federal republic, federal states, regions and municipalise. Legislation regarding spatial planning is only being set up at the level of the federal republic and the federal state. The difference between these laws is that the laws set up by the Federal Republic can be characterized as basic goals or principles of Germany's spatial organisation, whereas the laws set up by the federal states hold general guidelines for regional, sub-regional and local planning.

Development programmes are being set up at both the level of the Federal States and the Regions. Land use plan are only being set up at the local level.

#### 4.4. Ireland

The statutory planning system in Ireland was initially developed from the UK model. Responsibility for operating the planning system in Ireland mainly rests with local government or local planning authorities. At the national level the framework for planning is formed by developing policy directives and policy statements to be considered by the local authorities. The Department of the Environment, Heritage and Local Government is the responsible authority in this regard.

Regional Authorities also exist. They have an administrative and monitoring role and focus principally on the coordination of the activities of local and other public authorities. At present, there is no regional spatial planning policy at the regional level

#### 4.5 Luxembourg

Spatial planning in Luxembourg takes place at the national and local level. With regard to spatial planning Luxemburg does not have an official governmental layer between the local and the national level (i.e. the cantons and districts do play an official role). Communal governments are working together on matters of spatial planning.

#### 4.6 The Netherlands

Planning in the Netherlands takes place at three different levels: the national level, the provincial level and the local level (municipalities). At the national level a national law on spatial planning (*Wet Ruimtelijke Ordening WRO*) exists which regulates the responsibilities and relevant principles but gives no legal obligation to the citizen. Based on this law, policy reports about the national and regional development (*Nota Ruimte*) are published regularly. The elaboration of the strategic principles takes place at the provincial level and local level. The organization and tasks of the 12 Provinces are governed by the Province Act. Provinces integrate the policies of the different sectors of government within their regional plans, called the *streekplan*. Even though the *streekplan* is not obligatory, all the Provinces have prepared such a *streekplan*. At municipal level the structure plan (*structuurplan / -visie*) considers the future development for the area of a municipality or for a part of it. The structure plan is not obligatory but the provincial government can order it to be set up for a certain area and that certain issues have to be considered. The most important planning instrument at the municipal level is the local land use plan (*bestemmingsplan*) which is legally binding. This plan designates the land use and regulates the development in the area.

#### 4.7 United Kingdom


The National Parliament is in charge of the overall policy framework, but land-use planning in the UK is a responsibility of each of the four countries. Planning legislation is a responsibility of each of the four parliaments and/or assemblies and planning policy is a responsibility of each countries government departments.

Other government layers exist below this national government level per country. England has the most levels (regions-counties-districts and unitary authorities and boroughs). Wales and Scotland both have one level below the national level (respectively districts and councils) and Northern Ireland doesn't have any level below the national one.

## 5 Fine-tuning between the levels

### 5.1 Belgium

LEVELS	NATIONAL		SUB NATIONAL					LOCAL	
STATES	UNION / REPUBLIC	COUNTRY	FEDERAL STATES	REGIONAL	PROVINCIAL	DEPARTMENT	WATER BOARDS	INTER-MUNICIPAL	MUNICIPAL
BELGIUM									



→ Fine-tuning: by involvement in the planning process

→ Fine-tuning: higher level plans act as a framework

→ Fine-tuning: higher level approves lower level plans

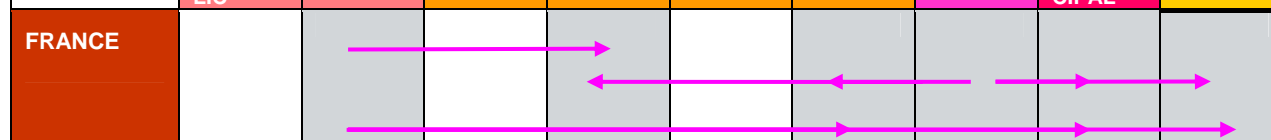
Most plans and policies in Belgium are subject to framework control which means that the more detailed plans at the lower levels should not contradict the more strategic plans at higher levels: the regional plans form the direct framework for the provincial plans and the provincial plans form the direct framework for the municipal plans. Municipal plans will also have to be approved by the regional government. After consideration by an Advisory Commission in the region of Brussels and Walloon region, and after approval by the local Council, the municipal plans are submitted to the regional Minister who will take, or not, an approving decree conferring force of law to the plan.

Fine-tuning also takes place after the public enquiry has taken place and objections and remarks have been brought in. These objections and remarks will be considered by a regional (in the Walloon region and region of Brussels) or provincial (in the Flemish region) Advisory Commission.

With the introduction of the water test or water assessment, especially in Flanders in April 2006 the water boards are strongly involved in the planning process.

### 5.2 France

LEVELS	NATIONAL		SUB NATIONAL					LOCAL	
STATES	UNION / REPUBLIC	COUNTRY	FEDERAL STATES	REGIONAL	PROVINCIAL	DEPARTMENT	WATER BOARDS	INTER-MUNICIPAL	MUNICIPAL
FRANCE									



→ Fine-tuning: by involvement in planning process

With the decentralisation laws of 1983 (which shared competences and decision power between State, Region, Department and Municipalities) and the second set of reforms in 2004, local authorities have become major actors in development and spatial planning.


The past years the involvement of central government in regional and local spatial planning has diminished and the principle “central government supervision after the fact” prevails. This means that even though regional and local governments are fairly autonomous, the central government still supervises regional and local governments’ actions and plans after the fact. The supervision mainly concerns the assurance of the lawfulness of the plans and actions. In this regard prefects (*Préfets*) have been installed: regional prefects and departmental prefects. The Regional prefect supervise the regional governments and their public corporations, as well as interregional public corporations that have their registered office in the *Région*, by setting up the central government’s strategic guidelines for the *Région*. Regional prefects have the sole power to negotiate and sign agreements with regional governments and their public corporations on behalf of the central government.

The Departmental prefects supervise the departmental governments and the *Communes*, along with local and interdepartmental public corporations with their registered office in the *Département*. Departmental prefects help the Regional prefects in elaborating the central government’s strategic guidelines and have the sole authority to deal with the *Départements*, the municipalities and their public corporations.

Next to that, since 1992 the French water boards are playing a central role in the planning process, providing a directive framework for spatial planning with their *Schéma Directeur d’Aménagement et de Gestion des Eaux*.

### 5.3 Germany

LEVELS	NATIONAL		SUB NATIONAL					LOCAL	
STATES	UNION / REPUBLIC	COUNTRY	FEDERAL STATES	REGIONAL	PROVINCIAL	DEPARTMENT	WATER BOARDS	INTER-MUNICIPAL	MUNICIPAL
GERMANY									



- Fine-tuning: higher level plans act as a framework
- Fine-tuning: higher level approves lower level plans
- Fine-tuning: lower level gives input to higher level

There are always interactions between the different government levels in Germany. Plans set up at lower government levels have to fit within the framework set up by plans of higher government levels. The general framework of spatial planning (law) is laid down by the Bundesgovernment in the “*Rahmenvorschriften für die Gesetzgebung der Länder über...die Bodenverteilung, die Raumordnung und den Wasserhaushalt...*“ (Guidelines for the legislature of the Federal States about...division of land, spatial planning and water management). The Federal guidelines are further elaborated into the State development Programmes (*Landesentwicklungsprogramm*), which subsequently are elaborated in regional development plans (*Regionalplan*) and further into the local land use plans (*Flächennutzungsplan*).

To further ensure that visions and principles are not contradictory plans set up at lower government levels have to be reviewed and/or approved by higher government levels: regional plans have to be reviewed and approved by the Federal State government and local plans have to be reviewed by the regional government.

Finally, the planning system also works bottom-up as lower level governments provide input to the higher level planning process, by communicating municipal or regional goals to the subsequently the regional and the state governments.

## 5.4 Ireland

LEVELS	NATIONAL		SUB NATIONAL					LOCAL	
STATES	UNION / REPUBLIC	COUNTRY	FEDERAL STATES	REGIONAL	PROVINCIAL	DEPARTMENT	WATER BOARDS	INTER-MUNICIPAL	MUNICIPAL
IRELAND									

→ Fine-tuning: higher level plans act as a framework

→ Fine-tuning: higher level approves lower level plans

→ Fine-tuning: lower level gives input to higher level

The National Spatial Strategy acts as a framework for spatial planning on all levels of the Irish government. The Department of the Environment, Heritage and Local Government has an active approach in this regard. As well as overseeing the preparation of Regional Planning Guidelines, the Department is monitoring the preparation of County, City and Local Area Development Plans to ensure that they are consistent with the objectives of the National Spatial Strategy. Development plan guidelines will be prepared to assist this process. An Inter-Departmental Committee was established to oversee the process of implementation.

The eight Regional Authorities have specific responsibility for reviewing the development plans of local authorities in their region and, where relevant, the development plans of local authorities in adjoining regions. The Regional Authorities also provide input for the new National Development Plan.

## 5.5 Luxembourg

LEVELS	NATIONAL		SUB NATIONAL					LOCAL	
STATES	UNION / REPUBLIC	COUNTRY	FEDERAL STATES	REGIONAL	PROVINCIAL	DEPARTMENT	WATER BOARDS	INTER-MUNICIPAL	MUNICIPAL
LUXEMBOURG									





→ Fine-tuning: by involvement in planning process

→ Fine-tuning: higher level plans act as a framework

The *programme directeur* forms the framework for local plans. Next to that the national government also gets actively involved in the development of the *plan de développement communaux*, as it finances these plans.

## 5.6 The Netherlands

LEVELS	NATIONAL		SUB NATIONAL					LOCAL	
STATES	UNION / REPUBLIC	COUNTRY	FEDERAL STATES	REGIONAL	PROVINCIAL	DEPARTMENT	WATER BOARDS	INTER-MUNICIPAL	MUNICIPAL
THE NETHERLANDS									

-  Fine-tuning: by involvement in planning process
-  Fine-tuning: higher level plans act as a framework
-  Fine-tuning: higher level approves lower level plans
-  Fine-tuning: lower level gives input to higher level



Vertical coordination is an important part of the Dutch planning system. Each lower tier plan implements and further elaborates the guidelines set up at the higher government levels: the National Spatial Strategy (*Nota Ruimte*) provides a framework for the Regional Spatial Strategies (*streekplannen*) and subsequently for the local spatial strategies (*structuurplannen*) and land use plans (*bestemmingsplannen*). Next to that the lower tier plans have to be reviewed and/or approved by the authorities at the higher levels. For example, the *bestemmingsplan* has to be approved by the provincial executive.

Bottom-up practices also take place. Both the national and the provincial governments incorporate strategies on specific projects or geographical areas handed to them by lower level governments, in their plans.

Finally, with the introduction of the *watertest*, the involvement of water boards in developing local spatial plans has grown immense.

## 5.7 United Kingdom

LEVELS	NATIONAL		SUB NATIONAL					LOCAL	
STATES	UNION / REPUBLIC	COUNTRY	FEDERAL STATES	REGIONAL	PROVINCIAL	DEPARTMENT	WATER BOARDS	INTER-MUNICIPAL	MUNICIPAL
UNITED KINGDOM									

-  Fine-tuning: higher level plans act as a framework
-  Fine-tuning: higher level approves lower level plans

The national plans for Wales, Northern Ireland and Scotland can be characterized as spatial strategies, laying down the main aims for the spatial structure. These aims will be further elaborated in the local and city plans. In England there is no national strategic plan. However, in 2004 it has been agreed upon that eight Regional Strategies (plus the London plan) will be set up, providing a spatial framework for the lower tier plans and documents.

To further enhance consistency, local spatial strategies have to be reviewed by the national governments or planning inspectorates. Finally, at this moment the possibilities for a more active role of water and waterboards in the spatial planning process are being discussed in the light of the Water Framework Directive.

## 6 Most important planning documents

This chapter summarizes the most important planning documents per state. These documents have been selected based on one or more of the following criteria:

- Obligated and/or regulated by (spatial planning) law
- Binding character for the public
- Serve as a framework for lower tier governments
- (Legal) documents that hold agreements on spatial planning

### 6.1 Belgium

Planning Instrument (Policy / Plan )		Purpose/Contents
<b>Flemish region</b>		
<b>Region</b>		
Vlaams Ruimtelijk Structuurplan (Flemish spatial strategic plan)	Obliged, Framework, Binding	This regional plan forms the policy framework for the desired spatial structure of the region as a whole. It holds a long term vision on spatial planning of its territory. This plan forms the starting point for the <i>structuurplannen</i> developed at the provincial and municipal level.
Ruimtelijke Uitvoeringsplannen (Flemish spatial implementation plans)	Obliged, Binding	The regional <i>Ruimtelijke Structuurplan</i> is translated in <i>Ruimtelijke Uitvoeringsplannen</i> which forms the base for the execution of the policy as set up in the <i>Ruimtelijk Structuurplan</i> . The <i>Ruimtelijk Uitvoeringsplan</i> designates the land use and regulates development in the area.
<b>Provincial</b>		
Provinciale Ruimtelijke Structuurplannen (Provincial spatial strategic plans)	Obliged, Framework, Binding	These provincial plans form the policy framework for the desired spatial structure of each of the provinces it is set up for. It holds a long term vision on spatial planning of its territory. These plans form an elaboration of the <i>Vlaams Ruimtelijk Structuurplan</i> and are the starting point for the <i>structuurplannen</i> developed at the municipal level.
Ruimtelijke Uitvoeringsplannen (Provincial spatial implementation plans)	Obliged, Binding	At the level of the province the <i>Provinciaal Ruimtelijke Structuurplan</i> is also translated in <i>Ruimtelijke Uitvoeringsplannen</i> which forms the base for the execution of the policy as set up in the <i>Ruimtelijk Structuurplan</i> .
<b>Municipal/local</b>		
Gemeentelijke Ruimtelijke Structuurplannen (Municipal spatial strategic plans)	Obliged, Framework, Binding	These municipal plans form the policy framework for the desired spatial structure of the municipality it is set up for. It holds a long term vision on spatial planning of its territory. These plans form an elaboration of the <i>Vlaams Ruimtelijk Structuurplan</i> and <i>Provinciaal Ruimtelijk Structuurplan</i> .
Ruimtelijke Uitvoeringsplannen (Municipal spatial implementation plans)	Obliged, Binding	At the level of the municipality the <i>Gemeentelijk Ruimtelijke Structuurplan</i> is also translated in <i>Ruimtelijke Uitvoeringsplannen</i> which forms the base for the execution of the policy as set up in the <i>Ruimtelijk Structuurplan</i> .

Project specific ordinances and permits	Binding	At the project level specific ordinances and permits apply. These planning and allotment ordinances ( <i>Stedenbouwkundige verordeningen, verkaveling-verordeningen</i> ), allotment permits ( <i>verkavelingsvergunning</i> ) and building permits ( <i>bouwvergunning</i> ) hold extra rules on top of the ones incorporated in the Decree on the way buildings have to be build.
Watertoets(watertest or water assessment)	Obliged	The <i>watertest</i> has been introduced in 2003 as an instrument to enhance the role water plays in spatial planning procedures.
<b>Region of Brussels</b>		
<b>Region</b>		
Gewestelijk Ontwikkelingsplan (Regional development plan)	Obliged, Framework	This plan defines the goals and priorities of the economic, social and cultural development with regard to mobility in and the environment of the region and holds rules for implementing these goals and priorities.
Gewestelijk Bestemmingsplan (Regional land use plan)	Obliged, Binding	This plan is an elaboration of the <i>Gewestelijk Ontwikkelingsplan</i> . The <i>Gewestelijk Bestemmingsplan</i> forms the top in the hierarchy of statutory plans and holds regulation for land use in defined areas or zones
<b>Municipal/local</b>		
Gemeentelijk Ontwikkelingsplan (Municipal development plan)	Obliged, Framework	This plan falls within the framework formed by the <i>Gewestelijk Ontwikkelingsplan</i> . Just like that plan the <i>Gemeentelijk Ontwikkelingsplan</i> is an important instrument to lay down the development policy of a municipality with regard to design, accessibility, environment etc.
Gemeentelijk Bestemmingsplan or Bijzonder Bestemmingsplan (Municipal land use plan)	Obliged, Binding	This plan further elaborates or supplements the regional plans. The <i>Bijzonder Bestemmingsplan</i> (BBP) is the municipal land use plan that further elaborates and refines the regional land use zones. The plan holds rules and regulations with regard to the land use in these zones.
Stedenbouwkundige verordening or Réglement d'urbanisme (Planning ordinance)	Binding	This ordinance holds general rules and norms for building and exists both at the regional and municipal level. It holds rules and regulations that are binding for both governments and civilians. These planning ordinances are set up both at the regional and the local level.
Stedenbouwkundige vergunningen and verkavelingsvergunningen (Planning permits)	Binding	These permits hold extra rules on top of the ones incorporated in the <i>Bestemmingsplannen</i> . The <i>Stedenbouwkundige Verordening</i> defines when (for what purpose) one has to apply for a planning permit.
<b>Wallonian Region</b>		
<b>Regional</b>		
Schéma Directeur de l'Espace Régional Wallon (SDER) (Development plan of the Walloon regional area)	Obliged, Binding, Framework	The SDER is a cross-sectional document used for spatial planning of the whole of the Walloon Region. The strategy that is laid down in the SDER comprises the project of spatial structure for Wallonia as well as several objectives, which are divided into options and measures and, at another level, into studies and enhanced programming proposals. The project of spatial structure for Wallonia among other things focuses on trans-regional co-operation areas (with Brussels, Lille and Luxembourg and around Liège with Hasselt, Maastricht and Aachen). The SDER incorporates issues like housing conditions, environment, travel, economic activities, urbanism and nature conservation.
Règlement régional d'Urbanisme (Regional urban ordinance)	Binding, Framework	At the regional level, more specific building regulations e.g. concerning height, parking spaces, materials used etc. are laid down in the <i>Règlement régional d'Urbanisme</i> (Regional Urban Ordinance).
Plan de Secteur (Sub-regional plans)		These plans are more detailed and focus on specific parts of the region. There are no plans produced at the provincial level.

Municipal/local		
Schéma de Structure Communal (Local development plan)	Obliged, Binding, Framework	The SDER is further elaborated at the municipal level in the Local Development Plan ( <i>Schéma de Structure Communal</i> ). This plan sets out a vision for development in the municipality as a whole.
Règlement Communal d'Urbanisme (Communal urban ordinance)	Obliged, Binding	The <i>Règlement régional d'Urbanisme</i> (Regional Urban Ordinance) is further elaborated and supplemented at the municipal level in the <i>Règlement Communal d'Urbanisme</i> (Municipal Urban Ordinance).
Plan communal d'aménagement (Municipal zoning plan)	Obliged, Binding	The <i>Plan communal d'aménagement</i> is a land use or zoning plan that covers the municipality as a whole.
Plan particulier d'aménagement (Detailed zoning plan)	Obliged, Binding	The <i>Plans particulier d'aménagement</i> are land use or zoning plans that cover specific parts of the municipality (sub-municipalities). <i>permis d'urbanisme</i> (building permits) and <i>permis de lotir</i> (allotment permits): these (municipal) permits hold supplementary rules to the Code Walloon on building structures, constructions and allotments.

## 6.2 France

Planning Instrument (Policy / Plan)	Purpose/Contents	
<b>National</b>		
Directives Territoriales d'Aménagement (National territorial development directives)	Obliged, Framework	At national level there is no territorial development / spatial planning document in the sense of a framework document. There are documents that define development trends of certain territories which all local plans (whatever the level) must respect. These so called national territorial development directives ( <i>Directives Territoriales d'Aménagement</i> , DTA) mainly concern "physical" areas such as the mountainous and coastal areas.
Schémas de services collectives (Strategic plans for collective services)	Obliged, Framework	Sectoral plans are being set up at the national level ( <i>Schémas de services collectifs</i> ) for the sectors education, culture, health, information and communication, transport, energy, sports and natural and rural areas. These sectoral plans aim at defining targets/objectives which have to serve as "strategic choices in the policies of sustainable development for the next 20 years".
<b>Regional</b>		
Schéma Régional d'Aménagement et de développement du Territoire (SRADT) (Strategic regional plans for the management and development)	Obliged, Framework	The strategies, targets, projects of the national sectoral plans have to be integrated in the regional planning documents, the <i>Schéma Régional d'Aménagement et de développement du Territoire</i> (SRADT) and in to the regional plans of Ile de France (SDRIF), Corsica and Over-sea territories.
Le Contrat Plan Etat / Région (Contract plan between the state and region)	Framework, Agreement	The <i>Contrat de Plan</i> is an agreement between the State and the Region over the implementation of a programme of prior actions for the region, each partner affecting the necessary budget to do so.
Stratégie de l'Etat dans chaque région (PASER) (Plan of strategic action for the region)	Framework	Following the 2004 reforms, the Regional Prefect sets up a PASER or a plan of action for the region aimed on sustainable development, based on the characteristics of the <i>Région</i> . The goal is to ensure the coherence of the action taken by the local central government units. It represents the central government's "point of view" with regard to local governments in the contracting process.
<b>Agglomeration</b>		
Contrat d'agglomération and Charte de Pays (Contract for the agglomeration and charter of a land)	Framework, Agreement	These plans encourage territorial development projects at larger scales. Both, <i>Contrat d'agglomération</i> and <i>Charte de Pays</i> aim at showing a development vision at a larger scale and mobilising all partners / actors in financing development projects interesting the larger territory.

<b>Intermunicipal</b>		
Schéma de Cohérence Territorial (SCoT) (Scheme for the integrated territory)	Obliged, Framework	At the intermunicipal level <i>Schéma de Cohérence Territorial</i> (SCoT) are being set up. Since 2001, the SCoT replaces the <i>Schémas Directeurs</i> : covering the territory of several municipalities, they aim at elaborating development strategies at a relevant geographical scale and are planning frameworks for local land use documents. Its' priority is to bring about coherence between sectoral policies (housing, facilities, mobility etc...) at a larger scale than that of the municipality.
<b>Municipal/local</b>		
Plan local d'urbanisme (PLU) (Local urban plan)	Obliged, Binding	On the municipal level the main local land use plan including the rules is the <i>Plan local d'urbanisme</i> (PLU) which replaces the <i>Plan d'Occupation des Sols</i> (POS). Placing sustainable development as the priority, the PLU is to define the development strategy of a municipality (or a group of municipalities) taking into consideration all the issues including environmental ones and elaborate the local land use rules in coherence with this strategy

### 6.3 Germany

<b>Planning Instrument (Policy / Plan )</b>		<b>Purpose/Contents</b>
<b>National</b>		
Raumordnungsbericht (State of the spatial structure)	Obliged, Framework	The Federal <i>Raumordnungsgesetz (ROG)</i> prescribes that the <i>Bundesamt für Bauwesen und Raumordnung</i> (Federal division for building and spatial planning) should regularly set up statements on the way spatial planning in Germany is taking place and will take place in the near future. This so-called <i>Raumordnungsbericht</i> not only analyses current spatial and settlement structures but also the trends and developments that influence these spatial and settlement structures. The <i>Raumordnungsbericht</i> acts as a source of information for the sectoral ministries.
<b>Federal states</b>		
Landesentwicklungspläne (State development plan)	Obliged, Framework	The Federal <i>Raumordnungsgesetz (ROG)</i> prescribes that a summarizing and supervising plan has to be drawn up for all the territory within the Federal State, the so-called <i>Landesentwicklungspläne</i> . These <i>Landesentwicklungspläne</i> have to coordinate the relevant spatial developments and activities in the territory of one Federal State and to summarize the aims, principles and other demands of planning.
<b>Regional</b>		
Regionalplan or Gebietsentwicklungsplan (Regional development plan)	Obliged, Framework	At the regional level the <i>Regional Plan or Gebietsentwicklungsplan</i> is set up, which elaborates the principles and aims of the <i>Landesentwicklungspläne</i> .
<b>Municipal/local</b>		
Flächennutzungsplan, Bebauungsplan (Land use plan)	Obliged, Binding	The local level is the most important level for the implementation of the requirements of the regional policy. Land use is prescribed by the <i>Flächennutzungsplan</i> ( <i>Preparatory land use plan</i> ) and by the <i>Bebauungsplan</i> ( <i>Local land use plan</i> ). They are regulated in form and content by the <i>Baugesetzbuch (BauGB)</i> and these are legally binding.

## 6.4 Ireland

Planning Instrument (Policy / Plan)		Purpose/Contents
<b>National</b>		
National Spatial Strategy (NSS)	Framework	This strategy was produced by the Department of the Environment, Heritage and Local Government in 2002 and presents a 20-year national planning framework for Ireland. It aims to achieve a better balance of social, economic and physical development across Ireland, supported by more effective planning. Key to the strategy is the concept of balanced regional development.
National Development Plan	Framework	This plan is a strategic investment plan for Ireland, involving investment of over EUR 52 billion of Public and EU funds (in 1999 prices) over the period to 2006. The plan involves significant investment in health services, social housing, education, public transport, rural development, industry, water and waste services, childcare and local development. The new National Development Plan (2007-2013) is currently in preparation.
<b>Regional</b>		
Regional Planning Guidelines	Framework	Long-term strategic planning framework for the development of the region for which the guidelines are prepared. Guidelines are for a period not less than 12 years not more than 20 years. The guidelines provide a framework for the county and city plans.
<b>Municipal/local</b>		
Local Development Plan	Obliged, Framework	A framework for all developments in the planning authority area. Local authorities have the duty to prepare these plans every 4 years.
Strategic Development Zones	Binding	Under Part IX of the Planning & Development Act (2000, Amended 2002), specific sites may be designated as strategic development zones by the Government, for development of economic or social importance to the State. Once designated, a planning scheme must be prepared setting out how the site is to be developed.
Local Area Plans	Binding	In addition to the development plan, local area plans can set out specific types of development in a particular area.
General Policy Directive	Binding	Related to particular areas of Planning Policy, for example to air quality or to the impact of large scale retail development. The directive must be considered by planning authority in coming to a decision and by <i>An Board Pleanala</i> in making a decision on an appeal.
Operational Programme for Local Urban and Rural development:	Binding	For the implementation of the Government's local development initiatives. The programme provides support via three sub-programmes to bring about social and economic development at local level, to enable communities to be involved in that development in a formal was and to achieve physical improvement to the local environment.

## 6.5 Luxembourg

Planning Instrument (Policy / Plan)		Purpose/Contents
<b>National</b>		
Programme directeur (Guiding programme)	Framework	On the strategic national level the <i>Programme directeur</i> is the most important spatial planning document. It concerns the whole of Luxembourg. In it are the strategic goals of the national government and the necessary means to achieve these goals. The responsible ministry is the <i>Ministère de l'Intérieur et de l'Aménagement du territoire</i> .

Plan directeurs sectoriels (Sectoral guiding plans)	Framework, Binding (For municipalities, not for citizens)	A set of sectoral plans exists on the operational level. The <i>plan directeurs sectoriels</i> can be divided in the <i>plan directeurs sectoriel primaire</i> and the <i>plan directeurs sectoriel secondaire</i> . There are <i>plan directeurs sectoriels primaire</i> on transport, housing, preservation of landscape and forests and zones of economic activity. Among other things they include a description of the need for action in relation to spatial development and a description of the spatial effect of these measures. The <i>plans directeurs sectoriel</i> are directly binding for municipalities and indirectly binding for citizens.
Integratives Verkehrs- und Landesentwicklungskonzept (IVL) (Integrated traffic and land development plan)	Framework	In addition to the <i>plan directeurs sectoriels</i> in 2004 the <i>Integratives Verkehrs- und Landesentwicklungskonzept</i> (IVL) has been developed. It is an internal document for the synchronisation between the <i>plan directeurs sectoriels</i> . It focuses on the spatial development of Luxembourg based on the relation between infrastructure settlement structures and open space.
Plan d'occupation du sol (Land use plan)	Binding	A very specific instrument of the national government is the <i>plan d'occupation du sol</i> (land use plan). It surpasses the autonomy of municipalities by determining the land use of a certain area. For example a <i>plan d'occupation du sol</i> has been made for the airport of Luxembourg City.
<b>Regional</b>		
Plan directeur regional (Regional guiding plan)	Framework, Binding	Although an official government layer between the local and the national level does not exist in Luxembourg there is the <i>plan directeur regional</i> , on which several communal governments cooperate. The plan consists of two parts: the <i>schéma de développement</i> and the <i>schéma d'aménagement</i> . Only the <i>schéma d'aménagement</i> has a binding character.
<b>Municipal/local</b>		
Plans de développement communaux (Communal development plans)	Framework	On the strategic level municipalities have the <i>plans de développement communaux</i> at their disposal. In these plans the local government and inhabitants can set the guidelines for a development project for the short-, medium- and long-term. There are two types of <i>plan de développement communaux</i> ; one for the countryside and one for urban areas. They are financed by the national government.
Plans d'aménagement (Management plans)	Binding	On the operational level there are two <i>plans d'aménagement</i> . The <i>plan d'aménagement généraux</i> (PAG) is for the whole of the municipal territory and determines the land use for various zones. The plan consists of a graphic part that shows the different zones and a written part that holds the rules concerning those zones. The <i>plan d'aménagement particulier</i> (PAP) is for areas that are designated by the PAG. In a PAP the local government can express extra demands to ensure a good spatial planning in that specific area.
Building permit	Binding	A building permit is given based of the rules in the PAG or in certain cases also on those in the PAP.

## 6.6 The Netherlands

Planning Instrument (Policy / Plan)		Purpose/Contents
<b>National</b>		
Rijksnota / PKB (National planning policy document)	Framework, Binding	Several planning policy notes exist on the national level (for example concerning the main ports, military areas and the rivers). They all have an indicative character, which means that lower tier governments have to keep this policy note into mind while setting up planning documents. Certain parts of the policy notes are directly binding (concrete policy decision or “ <i>concrete beleidsbeslissing</i> ”).  This mostly concerns projects or areas of national importance. Next to that, some parts of the policy notes are so important that they get special status. The central government can only deviate from these so-called decisions of great importance (“ <i>beslissing van wezenlijk belang</i> ”) by altering the policy note (and thus restart the extended public consultation program that is an important part of the planning process).
Nota voor de Ruimtelijke Ordening (National spatial planning policy document)	Obliged, Framework, Binding	This planning policy note (a PKB) holds the national spatial strategy for the whole of the Netherlands. The most noticeable adaptation in National Spatial Strategy with regard to earlier national planning documents is its governance model. Central government will only determine the general strategy for the development of the Dutch territory and a more detailed strategy on matters involving the national interest. Where provincial, regional or local interests are paramount, provincial, regional or local parties will be given greater freedom to determine their own course of action.
<b>Province</b>		
Streekplan (Provincial strategic spatial plan)	Framework	This spatial plan is set up at the provincial level for the whole province or parts of the province. It elaborates the national spatial planning guidelines (spatial main structure). It also integrates spatial aspects of the management of water, the environment, national heritage etc. Some provinces have fully integrated the spatial planning document with the provincial environmental document, provincial water document and/or provincial traffic document into the <i>omgevingsplan</i> (area plan)
Landinrichtingsplan (Land development plan)	Obliged, Binding	This plan is set up at the provincial level for a specific area focusing on developing better rural possibilities by rearranging rural acres
Reconstrucieplan (Reconstruction plan)	Framework, Binding	This plan is set up on the provincial level and is based on the (provincial) <i>streekplan</i> / <i>omgevingsplan</i> . Legally it is based on the <i>Reconstructiewet Concentratiegebieden</i> (‘Reconstruction Law Concentration Areas). After the agricultural animal diseases its objective is to reconstruct the agricultural areas.
<b>Municipal/local</b>		
Bestemmingsplan (Land use plan)	Obliged (for the countryside), Binding	This plan (and the procedure for exemption (article 19)) is developed at the municipal level. It can be categorized as a legal land use plan which regulates the use of the area. It’s the only legally binding plan for the citizen.
Structuurplan (Preparatory land use plan)	Framework, Binding	The <i>structuurplan</i> is set up at the municipal level. In this land use plan the desired main spatial structure is planned for a municipality.
Convenant	Legal agreement, Binding	This is a legal contract between parties concerning spatial planning of a specific area or a specific project. It holds information on the goals to be achieved and the way in which cooperation will take place. It can be set up by all levels of government authority.
Bouwvergunning (Building Permit)	Obliged, Binding	The building permit is given by the municipality when a plan meets the demands of the legal land use plan and the ‘building-decision’ ( <i>Bouwbesluit</i> ).
Watersoets(water test or water assessment)	Obliged	The water test has been introduced in 2003 as an instrument to enhance the role water plays in spatial planning procedures.

## 6.7 United Kingdom

Planning Instrument (Policy / Plan)		Purpose/Contents
<b>England</b>		
<b>Regional</b>		
Regional Spatial Strategies (8) and The London Plan	Obliged, Framework	These strategies provide a spatial framework to inform the preparation of Local Development Documents, Local Transport Plans and regional and sub-regional strategies and programmes that have a bearing on land use activities. Currently, all regions are modifying their current Regional Planning Guidance to incorporate the necessary changes to transform them into an initial series of Regional Spatial Strategy documents.
<b>Municipal/local</b>		
Local Development Frameworks	Obliged, Framework	The Local Development Framework will be comprised of local development documents (which include development plan documents, which are part of the statutory development plan and supplementary planning documents which expand policies set out in a development plan document or provide additional detail).
<b>Scotland</b>		
<b>National</b>		
Spatial Planning Framework	Framework	The Spatial Planning Framework is a framework to guide the spatial development of Scotland to 2025. It is not intended to be a prescriptive blueprint, but serves as a framework for the structure and local plans
<b>Municipal/local</b>		
Structure Plans	Obliged, Framework	These plans set out the broad policies for the spatial planning in an area. They provide an overview of how development, infrastructure and protection and enhancement of the area should be addressed. They cover a 10 to 15 year time span and should be reviewed every five years. They are drawn up by planning authorities.
City Region Plans (4)	Framework	These plans set out the broad policies for the spatial planning in the four largest cities. They provide an overview of how development, infrastructure and protection and enhancement of the area should be addressed.
Local Plans	Obliged, Framework	Local plans provide detailed planning policy expanding on the relevant structure plan. They are informed by the guidance contained within the National Planning Framework and the Scottish Planning Guidance. They contain locality-specific detail, setting out the policies and guidance to aid developers with their development proposals. In future, LDPs will be prepared across the country. In the four largest cities, they will be required to conform to the new city region plans.
<b>Wales</b>		
<b>National</b>		
National Spatial Plan	Obliged, Framework	The National Assembly for Wales has a report called 'People, Places, Futures - Wales Spatial Plan', which sets out its aims for sustainable planning over the next 20 years. This plan is further developed in the Planning Division's program called 'Planning: delivering for Wales'.
<b>Municipal/local</b>		
Local Development Plans	Obliged, Framework, Binding	Local level plan focusing comprised of development objectives and ways in which these objectives can be met. Each local authority in Wales must refer to the national plan before they produce their local planning documents

N. Ireland		
<b>National</b>		
Regional Development Strategy	Obliged, Framework	Shaping Our Future is a Regional Development Strategy which offers a strategic and long-term perspective on the future development of Northern Ireland up to the year 2025.
<b>Municipal/local</b>		
Local Plans for Each District	Framework	Development plans are set up for each local government district. This is done in consultation with the local council and the local community. A development plan sets out what sort of development will be allowed and where. All development plans are required to be in line with the Regional Development Strategy and Planning Policy Statements. Development Plans may be in the form of area plans (covering a large area such as a district council), local plans (covers an area within a district council) or subject plans (covers a particular issue)

## 7 Relations between and integration of spatial planning, water and ecology

### General conclusion

Over the past decade European sectoral regulations on nature and water management have been broadened in the search of a more sustainable and balanced development. The Water Framework Directive, the Habitat and Birds Directives and the currently discussed Flooding Directive are good examples in this regard. As a result, water management and the protection and development of natural values have become central issues in the spatial planning systems in Northwest European countries. More and more national and local planning documents integrate environmental aspects or sectors that (might) have a spatial impact. Next to that specific instruments have been created to further enhance integration. A good example is the water assessment or water test which has been introduced in the Netherlands and the Flemish region (and is being discussed in the United Kingdom). In these countries the introduction of the water assessment has enlarged the role of water management in the planning process. Next to that the introduction of specific nature protection zones in the light of Natura 2000 has improved the fine-tuning of spatial planning and nature development.

Experiences in the planning practice have also enlarged the integrated approach. Due to flooding in the nineties, flood damage prevention strategies are getting more and more common in each state. Integration and balancing spatial activities is the focal point of these strategies. On the one hand, spatial planning can diminish hazardous effects of flooding (for example prohibiting building in flood areas) and on the other hand natural quality and biodiversity can profit from a more balanced approach incorporating ecological valorisation.

The integrated approach is not only reflected in most of the national spatial strategies or planning documents, but also in other plans like the “space for the river plans” which have been set up in the Netherlands and the United Kingdom. Where a national spatial strategy does not exist, the federal or national government finds other ways to get involved, for example by setting up specific contracts (like in France).

The following paragraphs summarize if and how integration is taking place between spatial planning, water management and ecology, within each state of Northwest Europe.

## 7.1 Belgium

FLEMISH REGION	NATIONAL	REGIONAL	MUNICIPAL LOCAL
WATER MANAGEMENT		●	●
SPATIAL PLANING		●	●
ECOLOGY		●	●

In the Flemish region spatial planning plays an important role in water management, especially in reserving room for the widening of rivers, diminishing the percentage of asphalted areas and creating new storage areas. The fine tuning of objectives and in particular securing space takes place in the *Ruimtelijk Structuurplan*. The integration of specific criteria for building along rivers and river basins takes place at the local or project level in the planning and allotment ordinances and permits.

The water assessment laid down in the water test can also be seen as a way to integrate water management with spatial planning at the local or project level. During this water assessment authorities have to continuously ask themselves whether the plan, permit or programs will lead to hazardous effects on the water system. If so conditions and measures have to be enforced. If this is not possible, approval will be denied. The water boards will be asked to advice in the process of water assessment. The aim is to prevent (more) residential development taking place in (possible) flood areas or at least apply measures to reduce the chance of flooding.

Finally the environmental policy plan, the *MINA plan*, tries to enhance the effectiveness, efficiency and internal coherence of the environmental policy (including natural management), on different levels. It also provides a framework for co-operation with other policy fields. The objectives as laid down in the *Ruimtelijk Structuurplan* are fine-tuned with the *MINA plan*.

The *Ruimtelijk Structuurplan* is further elaborated in *Gemeentelijke Ruimtelijke Structuurplannen*. These Municipal Development or Structure Plans translate the (integrated) visions on spatial planning, water management and ecology as stated in the *Ruimtelijk Structuurplan* to the local level.

BRUSSELS	NATIONAL	REGIONAL	MUNICIPAL LOCAL
WATER MANAGEMENT		●	●
SPATIAL PLANING		●	●
ECOLOGY		●	●

In the Region of Brussels the *Gewestelijk Ontwikkelingsplan* introduces the program for the green and blue network as a means to further enhance the connections between different green and blue spaces within the region. The program for the blue network (which was introduced in 1999) specifically aims at the network of rivers, ponds and other large water elements. The program (among other things) aims at the prevention of and protection against flooding and the improvement of the recreational, landscape, social and ecological value of the water structures and elements.

The program for the green network specifically aims at enlarging the network of green zones and a more balanced spatial division through developing new green zones and green connections. The most important goals are to meet the demands of the inhabitants of the region, improve possibilities for the mobility of pedestrians and cyclists, enhance the quality of the urban landscape, safeguard natural heritage and enlarge biodiversity.

The *Gewestelijk Ontwikkelingsplan* is further elaborated in *Gemeentelijke Ontwikkelingsplannen*. These Municipal Development Plans translate the (integrated) visions on spatial planning, water management and ecology as stated in the *Gewestelijk Ontwikkelingsplan* to the local level.

In the region of Brussels water assessment of new projects does take place but the assessment itself is not regulated by a law or decree. The regional government takes a lead in setting up rules for specific projects (also based on the rules that have been incorporated in the Flemish water test), although the way these rules are implemented varies per project.

WALLOON REGION	NATIONAL	REGIONAL	MUNICIPAL LOCAL
WATER MANAGEMENT		●	●
SPATIAL PLANNING		●	●
ECOLOGY		●	●

In the Walloon region the *Plan PLUIES (Prévention et Lutte contre les Inondations et leurs Effets sur les Sinistrés)* aims at prevention of and fight against flooding and the effects of flooding disasters. The plan integrates all dimensions at the regional level that connect to the matter and promotes coherence between the general measures focusing on the level of the lower (flood) basins. Next to the Plan PLUIES the *Schéma Directeur de l'Espace Régional Wallon (SDER)* comprises the water management issues that specifically relate to spatial planning at the regional level. The SDER proposes measures to prevent flooding and diminish effects. In general these measures need to be elaborated in the *Plans de secteur* and the communal plans. The SDER also focuses on the issue of dryness. In this regard it aims at diminishing the shortage of drinking water and the infrastructure improvements that are needed in relation to that. Again these measures need to be elaborated in the *Plans de secteur* and the communal plans.

Objectives and structures proposed under Natura 2000 have also been integrated in the *Schéma de développement de l'espace régional (1998)*. In the SDER the Walloon government introduces specific protection and conservation zones (*Zones de protection spéciale* and *Zones spéciales de conservation*) and corridors between the different zones.

The SDER is further elaborated in the *Schéma de Structure Communal*. These Local Development Plans translate the (integrated) visions on spatial planning, water management and ecology as stated in the SDER to the local level.

## 7.2 France

FRANCE	NATIONAL	REGIONAL	DEPARTMENT	INTER-MUNICIPAL	MUNICIPAL/LOCAL
WATER MANAGEMENT		●		●	●
SPATIAL PLANNING		●		●	●
ECOLOGY		●		●	●

In France integration of water management and ecology with spatial planning takes place at the regional level in the *Schéma Régional d'Aménagement et de développement du Territoire* (SRADT) and in to the regional plans of Ile de France (SDRIF), Corsica and Over-sea territories. At the inter-municipal level, integration takes place in the *Schéma de Cohérence Territoriale* (SCoT) and at the municipal level in the *Plan local d'urbanisme* (PLU). The *Schéma Directeur d'Aménagement et de Gestion des Eaux* (SDAGE) set up by the water boards has to be used as a framework in this regard.

Next to that, in many of the *Contrat de Plans* protection from flooding, flood damage prevention and ecologic valorisation of water areas play an important role. The same is true for the *Contrats de Rivières*.

## 7.3 Germany

GERMANY	NATIONAL	FEDERAL	REGIONAL	MUNICIPAL/LOCAL
WATER MANAGEMENT	●	●	●	●
SPATIAL PLANNING	●	●	●	●
ECOLOGY	●	●	●	●

Water management and especially protection against flooding is a central theme in national political discussions surrounding spatial planning (e.g. in the Minister conference on spatial planning), which has resulted in an amendment of water law. The Flood Control Act lays down uniform and stringent legal provisions for the prevention of flood damage on a nationwide level. The Act is based on the Five-Point Programme which was presented by the German government immediately after the floods in the summer of 2002.

The main aims of the Act are:

- Increasing the retention within the surface of the catchment area
- Safeguarding and recovery of natural flood areas
- Risk provision in potentially flood endangered areas (preventing and restricting development of settlements and agriculture)

The flood risk maps (*Risikokarte Hochwasser*) currently produced by all the federal states are important instruments in this regard. To reach the above mentioned goals, regulations for indicating flood areas and flood endangered areas in Regional Planning Acts and Local Building Codes have been tightened, more clearly defined and extended in relation to restrictions of land-use (settlements and agriculture). Next to that the Act obliges Federal States to draw up Flooding Protection Plans related to the catchment area of rivers, coordinating the interests of the municipalities upriver and downriver separately from regional or national boundaries.

Ecology is seen as an important theme in this regard as well: catchment areas have to be regarded as integrated ecological and water management units. Integration between water management and ecology is further induced by the fact that both these themes are a responsibility of one and the same national Ministry: the Ministry for the Environment, Nature Conservation and Nuclear Safety. Finally, the introduction and elaboration of the Birds and Habitat Directives and the Natura 2000 network are a responsibility of the national government as well.







The different strategic spatial plans (*Ländesentwicklungsplan* and *Regionalplan*) of lower tier governments integrate these statements on the integration of water management, spatial planning and ecology.

## 7.4 Ireland

IRELAND	NATIONAL	REGIONAL	MUNICIPAL /LOCAL
WATER MANAGEMENT	●		●
SPATIAL PLANNING	●		●
ECOLOGY	●		●

Both the National Spatial Strategy and the (National and Local) Development Plans hold an integrated approach to spatial planning, combining spatial planning with issues and policies related to water and ecological issues. Integrated planning is seen as the only way to achieve a balanced and sustainable regional development. Especially water issues and the protection of water play an important role. Improving water assets to enhance some urban areas is presented as a means to promote these areas as gateways to Ireland. The National Spatial Strategy also recognizes the importance of an Integrated Coastal Zone Management (ICZM), which provides a holistic approach to the interactions between sectors, agencies and legal codes. The NSS and National Development Plan do not specifically mention Natura 2000 areas, but does aim at strengthening natural heritage and biodiversity. Some of the local development plans do specifically mention the specific conservation schemes.

## 7.5 Luxembourg

LUXEMBOURG	NATIONAL	MUNICIPAL LOCAL
WATER MANAGEMENT		
SPATIAL PLANNING		
ECOLOGY		

The *programme directeur* is an integrated planning document that gives direction to all fields of national policy that has spatial effects, including transportation, water issues, agriculture and natural heritage. As it sets the framework for lower tier plans, integration is also assured in the communal plans. Next to that the *Integratives Verkehrs- und Landesentwicklungskonzept* (IVL) synchronises the different *plan directeurs sectoriels*. It focuses on the spatial development of Luxembourg based on the relation between infrastructure settlement structures and open space. The National Plan for the Sustainable Development (*Plan National pour un Développement Durable*, 1999) further elaborates on the network of natural areas to safeguard biodiversity.

In reaction to the flooding of 1993 and 1995 several regulations or measures have been implemented that combine flood protection with measures concerning ecology or spatial planning. An important regulation is the national regulation of January 2<sup>nd</sup> 2000 that prohibits building in flood areas to diminish possible damage of flooding. Next to that a catalogue has been set up which holds thirty different possible measures for protection against flooding by municipalities. It is up to the municipalities to decide when and where they come into action. Some of these focus on the combination of flood protection with ecological development in river basins.

Finally in the National Parks, actions are taken in teams that consist of both local representatives from the communes and representatives from the ministries that are concerned with development of the rural regions (environment, economy, agriculture, middle class and tourism and internal affairs). These “teams” envisage a sustainable development of the park and its region both in an economic and cultural way (from which local people can profit), with respect for the requirements resulting from the protection of nature and the environment and with special attention for a considerate and careful use of the resources.

## 7.6 The Netherlands

THE NETHERLANDS	NATIONAL	PROVINCIAL	WATER BOARD	MUNICIPAL/ LOCAL
WATER MANAGEMENT	●	●	●	●
SPATIAL PLANNING	●	●	●	●
ECOLOGY	●	●	●	●

In the strategic spatial plans set up at the national, provincial and local level the policies of the different government sectors, such as water management, environment, nature conservation, housing, natural heritage, physical planning and transport are integrated (as long as these aspects have a spatial impact). To ensure the integration of water aspects into the spatial planning process, the 'Water Assessment' has been introduced in 2001. Water Assessment is a process in which water managers are involved actively in the development of any spatial plan from the earliest stages on (so it is more than a test on water aspects of a completed spatial planning).

In flood prevention schemes, such as the *Ruimte voor de Rivier* (Space for Rivers) program, measures for flood prevention are combined with the ecological restoration of river related habitats.

## 7.7 United Kingdom

UNITED KINGDOM	NATIONAL	REGIONAL	MUNICIPAL/ LOCAL
WATER MANAGEMENT	●	●	●
SPATIAL PLANNING	●	●	●
ECOLOGY		●	●

There is an integrated nationwide approach to managing flood and coastal erosion risks. This integrated approach is laid down in the PPG 25 Development and Flood Risk (2001) and the strategic policy document "Making Space for Water"(2005). The approach is a pragmatic one, which means that the national government in the next few years will take actions to include Flood Risk Assessments in all levels of the planning processes and will include gateway questions in the Standard Planning Application form to determine whether a Flood Risk Assessment is required.

An integrative approach is also incorporated in the River Basin Management plans which are being set up in each of the countries of the UK. One of the goals of these plans is to maintain a good ecological status. These plans are being linked with the regional and municipal or local spatial plans.

With regard to the integration of spatial planning and ecology (protection of biodiversity and geological conservation) each country also has its own guidelines. Next to that the English report “Working with the grain of nature” (2002) forms the biodiversity strategy for England. It includes the broad aim that planning/construction/development/regeneration should have minimal impacts on biodiversity and where possible enhance biodiversity (for example by enhancing the ecological quality of green urban spaces).

## 8 Learning from each other and working together

### Introduction

In the previous chapters it has become apparent that the states of Northwest Europe vary enormously in the way spatial planning is organised and practiced and in the way integration with water management and ecology takes place. This does not mean that experts in different fields and different countries could not learn from each other and/or try to work together in achieving goals.

In this final chapter we will further address this, by discussing the following:

- Highlighting of existing advanced aspects and approaches
- Outline of existing deficiencies in planning process which run against ecological targets
- Outline of existing deficiencies in planning process which run against protection against flood damage
- Transferable planning methodologies and planning instruments for transnational-oriented projects
- Short description of the relevant aspects for establishing transnational cooperation

The conclusions are both based on the desk research as shown in previous part of the study and on interviews have taken place with water managers, spatial planners and ecologists in Belgium, France, Luxemburg, Germany and The Netherlands.

### 8.1 Advanced or innovative aspects and approaches

One of the main advanced approaches to the integration of water management into the spatial planning process is de water test (*watertoets*). This procedure has been introduced in the Netherlands and the Flemish Region and reassures that water plays a more central role in decision making. In projects this means that municipalities or developers get into contact with the water board of a specific area and talk about the restraints and possibilities the water system offers to the desired development. In the UK the instrument of the Flood Risk Assessment is providing new means to integrate the prevention of and protection against flooding into the spatial planning process.

Despite the absence of a specific testing or assessment instrument with the only exception of the risks maps, most states of North West Europe pay serious attention to the issue of flooding in their spatial planning activities or spatial plans. Most measures that are proposed and actions that are taken are more local oriented and therefore not transferable as a common ground for all the countries. The exception is formed by measures aimed at the moving of dykes further land inward and or demolishing dykes to recreate space for natural processes (in stead of just focusing on the river and the more common measures focused on strengthening the dike). Computer models are used to simulate patterns of natural flooding. Sometimes nature development is also integrated into the model. Next to these computer models, other instruments have been introduced that show and/or asses flood risk; examples are atlases or risk maps showing what areas could be subject to flooding.

## 8.2 Deficiencies in planning process which run against ecological targets

Although nature management and ecological values are often integrated in the spatial planning process, there are some factors that interfere with an effective integration. The most important ones are listed below:

- *Lack of knowledge*: It seems that most spatial planners know too little about the intensity and impact of certain spatial developments on ecological values or have too little information to be able to properly judge why a specific area should be protected in the way it is.
- *“Cultural differences”*: Spatial planners often think of ecologists as being too conservative and not strategic. They therefore tend to not properly involve the ecologists in the decision making process. Ecologists tend to think of spatial planners as being too abstract and too much focused on development.
- *Different administrations*: In many countries or regions spatial development and nature management are part of different administrations and each has their own procedures regarding implementation of laws and integration. In this way it is hard to develop a common approach or vision.
- *Financing*: In many projects the intention is to promote integration, but when it comes to financing a project, options that are cheaper (on the short term, but might be more expensive in the long term) prevail. These cheaper options usually mean no integration takes place and/or the importance of one theme (usually nature) is set aside. Also political parties usually hesitate to invest in expansive integrated projects, when the possible positive (financial or spatial) effects will not take place in their administrative period. Those measures that are implemented are either very technical or take place underground. Ecology usually does not play a big role in this.

## 8.3 Deficiencies in planning process which run against flood damage protection

Even more than nature management, water issues and especially flooding are integrated in the spatial planning process. Still there are some factors that interfere with an effective integration. The most important ones are listed below:

- *Individual effort*: At local level, integration mainly depends on the willingness, knowledge and concern of the leading representatives, state services, technicians or consultants: depending on how sensitive they are to water issues and whether they see the surplus value of integration, it is put on the political agenda. In larger municipalities this is overcome by appointing internal water co-ordinators who have specific experience in certain regions and actively involve the water boards when spatial developments take place.
- *Lack of awareness*: An important reason for the lack of integration is thought to be the fact that there is an absence of threats of flooding and therefore no urgency of integrated planning for flooding. Next to that in many cases up-stream water managers do not feel responsible for down stream problems.
- *Different geographical scopes*: Some land use plans are too insular in character, only focusing on a little part of the water system, thereby sometimes not being aware of the impact of a development on the rest of the water system or chances to be taken in the particular area to benefit the wider water system the area belongs to.
- *“Cultural differences”*: There are cultural differences between the sectoral, centralized, project orientation of the water world and between integral, territorial and decentralized orientation of the spatial development world. Spatial planners often think of water managers as not being strategic enough, while water managers think of spatial planners as thinking too far ahead and not being concrete enough.

- *Lack of knowledge:* Water management is a rapidly changing and innovating sector in most states of Northwest Europe. Water managers feel that the changing sectoral demands of and opportunities arising from the water sector are not considered sufficiently during the process by urban design. A good example, according to one of the people interviewed in Flanders, is that many people still think that water should be fought against with dikes, instead of seeing water as an ally and giving more space to water.
- *Lack of implementation and concretisation:* Integration at the implementation level is not always taking the form that's desired. Sometimes integration is an issue in the strategic planning policy document but it is not properly translated into the land use plan or development plan that effectuates the planning policy document.
- *Different procedures:* In some countries regional and provincial administrations each have their own procedures regarding implementation and integration. In this way it is hard to develop a common approach or vision.
- *Not legally binding:* Many of the advices given out in the water test (that try to enhance integration) are not legally binding and can therefore be set aside more easily during the planning process.
- *Finance:* As with the integration of ecological issues, finance also plays an important role according to the interviewees. With the economic pressure of land prices, they can become an obstacle to sustainable management and flood damage prevention. Also political parties usually hesitate to invest in expansive integrated projects, when the possible positive (financial or spatial) effects will not take place in their administrative period.

#### **8.4 Transferable planning methodologies and planning instruments**

Because of the differences in planning systems it is hard to identify methodologies or instruments that have proved to be successful in one country that can be transferred to other countries. An important exception is the Dutch and Flemish watertest or water assessment (*watertoets*). The watertest or water assessment is an instrument that is not linked to a specific plan system and therefore can be integrated with different kinds of local land use or development plans. This could also be true for the Flood Risk Assessments which are now being developed in the United Kingdom.

Finally, next to the more conservative planning methods, aimed at protecting specific sites of high residential or natural value, development planning is a method that could and should be applied in more states. Development planning is a relatively new approach to planning, focused on the implementation of spatial plans. This is achieved by making earlier allowance during planning for the actual implementation of the plans. It also means giving centre stage to the opportunities that exist in an area rather than making rules and procedures the dominant consideration. Its features are ([www.international.vrom.nl](http://www.international.vrom.nl)):

- Adopting an area-dedicated approach that improves spatial quality in the entire area
- Co-operating and agreeing firm arrangements with stakeholders
- Carrying out various projects cohesively

#### **8.5 Relevant aspects for establishing interregional and/or transnational cooperation**

The INTERREG IIIB programme in which the nofdp project is embedded, is aiming at the promotion of interregional and/or transnational co-operation within Europe. The success of interregional or transnational co-operation is firstly defined by a clear understanding of and respect for the approach to spatial planning in each of the countries that are involved. Each country has its own tradition with regard to spatial planning.

This might have resulted in a difference between the planning instruments or methods that can be applied. For example one region or country might have more detailed, small-scale plans, while another country or region has introduced a more large-scale, integrated plan. There might also be a difference in the method of saving and exchanging the data.

Next to that procedures that are to be followed can differ in character and time-scale and there might be different ideas about the way certain government administrations (at other government levels or concerned with other environmental aspects) and the public should be involved. For example in countries like The Netherlands the general public is used (and given the opportunity to do so by law in many cases) to be involved in the planning process, either in discussion groups or during the official public enquiry process.

It is of specific importance that before starting a project it is laid down extensively who is to be involved, in what way and when. To be effective in the measures that are taken, it is also important to define the relevant scale for management. The geographical and physical features of rivers and catchments areas serve as key factors.

Next to that a specific point of interest in interregional or transnational co-operation is the fact that most regional or local initiatives mainly focus on measures that are effective in the region (e.g. draining water outside the region as fast as possible) or locality instead of implementing measures that are effective for the region as a whole or for different regions. On the other hand when a region or locality is not subject to negative effects of their own water system, it will not feel the urge to do something about it either.