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REGIONAL PLANNING PROGRAMME,
FOR THE GENERAL SPATIAL DEVELOPMENT
OF THE TERRITORY OF THE FRG

Nota introduttiva di F. Archibugi

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Centro di studi e piani economici

Il Centro di studi e piani economici (Centro Piani) è una organizzazione indipendente, privata, non-profit, e non politica, che ha lo scopo principale di promuovere e sviluppare ricerche nel campo della pianificazione e della planologia, e favorire la collaborazione multidisciplinare degli esperti - a cominciare dai suoi associati - in tali ricerche.

Il Centro Piani fu fondato a metà degli anni '60 a Roma e ha cooperato alle prime esperienze del Governo italiano nel campo della programmazione economica. Successivamente, dissociandosi dalle alterne vicende dell'esperienza italiana, ha sempre più orientato la sua attività nel campo della ricerca, teorica e applicata, relativa alla "planologia", stimolando intorno ad essa la convergenza delle "scienze della pianificazione" e di metodologie avanzate di valutazione e decisione politica.

Fra le sue finalità, vi sono quelle di sviluppare e diffondere ricerche empiriche di prospezione a medio e lungo termine, con l'approfondimento delle relazioni fra tali ricerche di prospettiva e gli studi di pianificazione, nonché dei supporti tra ricerca scientifica, innovazione, sviluppo economico e qualità della vita. Sempre fra le sue finalità vi è quella di studiare le forme di utilizzazione nella pianificazione integrata pubblica, di metodi automatici di informazione, di metodi avanzati di elaborazione dei dati e di tecniche di valutazione.

Per realizzare opera di supporto e di assistenza tecnica ai programmi multilaterali e bilaterali di cooperazione nei paesi in via di sviluppo il Centro Piani ha creato una speciale sezione operativa il Development Planning Centre (DPC), finalizzato a dare supporto in particolare ai progetti di pianificazione all'UNDP. Il DPC, oltre che della esperienza degli associati del Centro Piani, si avvale di giovani energie nel volontariato civile (sia nei paesi sviluppati che in quelli in via di sviluppo), che procura di formare e addestrare specificamente alle tecniche e alle esperienze di pianificazione integrata dello sviluppo.

Il Centro Piani ha messo in opera - con il contributo finanziario del Consiglio Nazionale delle Ricerche - un Sistema Informativo sulla Scienza della Pianificazione (SISP) attraverso il quale persegue una costante opera di documentazione, sugli sviluppi della Planologia.

Il Centro Piani nel perseguimento dei suoi fini e nell'esecuzione delle sue ricerche promuove convegni e seminari, distribuisce borse di studio, realizza corsi di formazione nelle tecniche e nei metodi di pianificazione integrata.

Il Centro Piani promuove numerose pubblicazioni, affidandole a Editori specializzati o realizzandole in proprio, organizzate in apposite serie. Ogni anno viene aggiornato un apposito Catalogo delle Pubblicazioni.

Il Centro Piani ha una sua propria sede in Roma, nella periferia sud della città, in cui è locata una Biblioteca specializzata nel campo delle Scienze della pianificazione, collegata con il SISP. La Biblioteca è a disposizione degli studiosi e degli studenti.

Il Centro Piani i cui associati sono singoli studiosi ed enti, è diretto da un Consiglio Direttivo - di durata triennale - che produce un Rapporto di attività annuale presentato ai soci e poi pubblicato.

Il DPC è diretto da un Comitato composto dai coordinatori dei diversi gruppi settoriali di lavoro del DPC stesso.

Il documento che viene qui ristampato, in una versione inglese a cura dello stesso Governo federale tedesco, é un documento ufficiale chiamato: "Programma di Pianificazione Territoriale Federale" (BundesraumordnungProgramme, in inglese approssimativamente tradotto Federal Regional Planning Programme), scaturito da un accordo realizzato da una "Conferenza dei Ministri di Pianificazione delle Regioni" (che in Germania si chiamano Landern) del 14 febbraio 1975, ratificato dal Governo federale il 23 Aprile 1975.

La procedura e l'intenzione di giungere ad un tale Programma, erano state sancite da una decisione del Parlamento tedesco del 3 luglio 1969, che invitava il governo federale "a definire la distribuzione regionale di fondi federali influenti la struttura spaziale attraverso un Programma federale di Pianificazione territoriale fondato su una strategia concreta di sviluppo spaziale di tutto il territorio della Repubblica federale tedesca".

Il Programma, essenzialmente orientato allo sviluppo a lungo termine del territorio federale, veniva "per la prima volta" (come detto nella introduzione allo stesso) a fissare:

- gli obiettivi qualitativi che derivano dalla Legge federale sulla Pianificazione territoriale (che data dal 1965)
- gli obiettivi dei vari tipi verticali di pianificazione, realizzati da differenti Ministeri federali
- gli obiettivi di sviluppo a livello di L nder

nel quadro di una generale strategia valida per il territorio federale nel suo insieme".

Gli obiettivi del Programma erano stati espressi in quello di " creare uguali condizioni di vita per tutti i cittadini del paese" e si dichiarava che per "qualit  della vita" si intendeva "una adeguata offerta di abitazioni, opportunit  di occupazione e infrastrutture pubbliche ad una ragionevole di-

stanza, e un ambiente decente".

Il documento di Programma, qui ristampato, fu in pratica predisposto dal Ministero federale per la Pianificazione territoriale, per le Costruzioni e per lo Sviluppo Urbano fra il 1972 e il 1973. Una delegazione ufficiale del Ministero, accompagnata da esperti dell'Institute fur Raum-Forschung (un organismo pubblico di ricerca, con sede a Bad-Godesberg, che esiste dall'epoca fra le due guerre per le Ricerche sul Territorio, e che é un organismo di supporto del Ministero), venne anche a Roma, nel periodo di elaborazione del documento, avendo sentito parlare degli studi che si stavano preparando presso il Centro di studi e piani economici per le "Proiezioni Territoriali del Progetto 80". Ricordo bene la riunione che abbiamo avuto per un giorno e mezzo alla sede del Centro (allora già trasferita in Via Tomassetti) nella quale illustrammo ai colleghi tedeschi le linee ispiratrici del nostro studio, che si era travasato nel documento ufficiale del Progetto (1969), ed esponemmo - cartografie alla mano - le caratteristiche dei "sistemi metropolitani" in cui era stato diviso il territorio nazionale, in uno sforzo di creare un quadro sistematico di riferimento per gli interventi nel territorio.

Ricordiamo l'interesse e la sostanziale convergenza di valutazione che si sviluppò nel dibattito, assai raramente raggiunta in quei tempi negli stessi ambienti a noi più vicini in questo paese.

E fu da noi accolta con grande soddisfazione più tardi - nel 1975 - la notizia che i colleghi tedeschi erano riusciti a tradurre in un documento ufficiale del Governo, gli stessi criteri e le stesse linee direttive che avevano costituito l'ossatura essenziale del nostro lavoro, mentre in Italia si stava consumando il definitivo smantellamento delle ultime timidissime velleità di avviare un processo politico-amministrativo orientato dalla programmazione.

La lettura del documento che viene qui riprodotto richiama infatti con impressionante simiglianza i concetti e i metodi già utilizzati nelle Proiezioni del Progetto 80. Ma soprattutto su un punto l'impostazione é la stessa: nella ripartizione del territorio nazionale in un certo numero di "unità territoriali", che nel Progetto 80 erano chiamate "sistemi metropolitani" e che nel Programma tedesco sono chiamate "unità territoriali" (Gebiet-Einheiten ovvero, in inglese, "Regional Units") attraverso cui si cerca di realizzare una "distribuzione spaziale dei compiti funzionali". Nel Programma tedesco - non differentemente che dal Progetto 80 - l'equilibrio territoriale realizzato attraverso tale ripartizione del territorio in unità funzionali omogenee, cioè aventi le stesse funzioni, anche se con dimensioni demografiche assai differenti, ha come strumento strategico la realizzazione di "centri" ed "assi" di sviluppo.

L'autonomia di queste "unità" territoriali viene concepita - e quindi realizzabile - attraverso la dotazione minima di quei "servizi" e di quelle infrastrutture che possono qualificare un elevato e soddisfacente tenore di vita. Proprio quei servizi e quelle infrastrutture per le quali é decisiva e strategica la distribuzione funzionale dei fondi federali.

Il pensare allora al territorio distribuito in queste "unità" di riferimento diventa funzionale alla razionalizzazione della distribuzione, sullo stesso territorio dei fondi federali.

Come tutto ciò possa avvenire con la concertazione e il consenso delle autorità dei Länder é problema che non riguarda il Programma qui riprodotto, bensì il sistema di leggi e procedure amministrative (a partire dalla legge sulla pianificazione territoriale del 1965 già citata) in essere in Germania. Il Programma indica i contenuti dell'intervento, non le modalità attraverso cui si realizzano, a cominciare dall'accordo sullo stesso Programma.

Ulteriori caratteristiche (di cui molte, come si é detto, assai simili a quelle del Progetto 80) del Programma tedesco potranno essere percepite dalla lettura del documento che segue.

Non siamo in grado di conoscere come viene giudicato oggi in Germania il Programma dal punto di vista dei suoi contenuti, dopo dieci anni dalla sua formulazione. Né abbiamo sufficienti informazioni, alla data attuale, del suo grado di funzionalità come strumento di riferimento per la distribuzione dei fondi federali; e, più in generale, come strumento di applicazione di una politica di riequilibrio territoriale. Comoscendo la serietà e la precisione delle modalità operative della pubblica amministrazione in quel paese, saremmo propensi a ritenere che la utilizzazione del Programma dovrebbe essere stata soddisfacente. (Comunque il Centro di studi e piani economici pensa di poter concludere con il supporto del Ministero del Bilancio e della Programmazione economica uno studio sulle Procedure della Programmazione economica nell'ambito del quale si ha l'intenzione di approfondire lo stato della situazione della Legge e del Programma sulla Pianificazione territoriale in Germania federale, aggiornato ad una data più recente possibile.)

Una cosa é certa. Che partiti pressapoco con gli stessi tempi, (anzi in Italia saremmo partiti con un sensibile anticipo negli anni '60) e con dichiarazioni certamente più vivaci in Italia sulla politica di programmazione economica che non in Germania (paese apparentemente ostile ad ogni forma di pianificazione e ideologicamente orientato su registri diversi); ciò malgrado, senza troppi discorsi l'apparato politico-amministrativo di quel paese é riuscito, in un ragionevole numero di anni, a portare a termine una operazione politica, di cui il presente Programma costituisce una tappa importante e significativa, che induce a credere ad una sua efficace applicazione; mentre da noi siamo solo riusciti a dissipare ogni seria iniziativa in tal senso in un fatuo e ste-

rile vaniloquio "politologico", indicatore più di pressapochismo ed immaturità tecnica e culturale che di un reale impedimento politico.

Ed é anche in ragione di ciò, che la diffusione modesta che seguirà alla ristampa di questo documento ufficiale tedesco fra i "reprints" del Centro Piani, fa sperare che questa piccola iniziativa possa sia pure impercettibilmente migliorare il grado di consapevolezza di tecnici e di operatori, a livello politico come amministrativo, su come si dovrebbe intendere, e fare, la pianificazione territoriale, in questo paese.

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Franco Archibugi

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Regional Planning Programme

1975

for the general spatial development
of the territory of the Federal Republic of Germany
(Federal Regional Planning Programme)

FR.G

Agreed upon by the Conference of Ministers for Regional Planning on 14. February 1975,
and by the Federal Government on 23. April 1975.

The issues of the series of publications "Regional Planning" are passed to interested persons in a limited number.

The expressions in English do not in all cases correspond exactly to the original German terms due to different cultural and administrative traditions, and to the fact that a number of terms are loaded with specific value judgments in each of the two languages.

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Introduction

In its unanimous decision of 3 July 1969, the parliament of the Federal Republic of Germany called upon the federal government "to stipulate the regional allocation of federal funds affecting the spatial structure in a Federal Regional Planning Programme based on a concrete spatial development strategy for the territory of the Federal Republic of Germany."

At their conference of 13-15 October 1970, the Prime Ministers of the Laender governments considered that it was urgent "that the Conference of Ministers for Regional Planning, constituted from among the Federal and the Laender governments according to para. 8 of the Federal Law concerning Regional Planning (Raumordnungsgesetz) draw up a programme of this kind right away" – the main outlines to be derived from the objectives of regional and Laender planning as set up by the Laender.

After thorough consultation, the Conference of Ministers for Regional Planning agreed to accept the programme which is now presented. For the first time this Programme puts

- the qualitative objectives which can be derived from the Federal Law concerning Regional Planning,
- the objectives of the various vertical types of planning carried out by the different Federal departments, and
- the development objectives at the Laender level

into the framework of a development strategy for the territory of the Federal Republic of Germany as a whole.

1. Improvement in the quality of life through a long-term strategy for the general spatial development of Federal territory

1.1 The starting point and basis of this Programme is the Federal Law concerning Regional Planning (Raumordnungsgesetz – ROG –) of 8 April 1965 (BGBl. I p. 306) which calls upon Federation and Laender to create, safeguard and continue to develop healthy living and working conditions, as well as balanced economic, social and cultural opportunities in all parts of the Federal Republic of Germany. By means of long-term regional planning policies, which put the emphasis on the requirements of the country as a whole, the Federation and Laender aim to contribute towards achieving spatial conditions which ensure a minimum standard for the quality of life at an adequate level, and towards improving living conditions, in all parts of the Federal Republic. The Laender are already working towards this objective through the implementation of various programmes and plans. The purpose of the Federal Regional Planning Programme, as the joint Federal and Laender strategy for the spatial development of the Federal Republic as a whole, is to create equal living opportunities for all the citizens of this country and ensure that this will be a permanent state of affairs.

Quality of life implies an adequate supply of housing, employment opportunities and public infrastructure fa-

cilities at a reasonable distance, and a decent environment. All these components of the quality of life must be guaranteed at the same time, one cannot make up for the lack of another. A high quality of life and equal opportunities in all parts of the Federal Republic depend upon our resources being safeguarded for many years to come.

The Federal Regional Planning Programme postulates the policy of differentiated and qualitative growth.

The desired quantitative growth of the gross national product is not the only indicator of economic, social, and political achievements and progress – the questions of the Where, How and Why of economic growth must also be taken into consideration. Whatever is relatively advantageous economically to certain groups or areas, but at the undue expense of the country in general, must be dispensed with. Conversely, growth must be accelerated in areas where the supply and demand of goods and services has so far been at a level below that required for a satisfactory quality of life.

The objective of improving and safeguarding the quality of life in all parts of the Federal Republic is in jeopardy in both densely populated and rural areas:

- in a number of densely populated areas environmental conditions are approaching a critical limit, infrastructure facilities and natural resources are being stretched to the limit because of the high influx of people, in some cases the limit has already been exceeded.
- rural areas are to a considerable extent devoid of viable settlement structures; there are inadequate infrastructure facilities and insufficient employment opportunities.

Regional planning policy has to counteract these faulty trends in order to prevent the spatial disparities becoming more acute in future – and, as far as possible, to allow them to be eliminated altogether.

1.2 In accordance with the principles and objectives of regional and Laender planning, the elimination of large scale disparities must be brought about within the framework of the present Programme, primarily by the vertical types of planning with their measures which influence the spatial and settlement structures. Defence policies, whose requirements are frequently at odds with other regional planning requirements, are also, as far as their scope allows, helping to achieve the desired spatial and settlement structures.

The Federal Regional Planning Programme constitutes the overall frame of reference which should enable, or make it easier for, Federation and Laender to achieve a greater efficiency in those plans and measures affecting the spatial structure. The same applies to the employment of federal funds affecting the spatial structure. Federation and states will each be responsible for suitably adapting their respective spatial plans and measures to match up with the objectives expressed in the Programme. As a coordinating programme it has to take into consideration the vertical planning carried out by the various Federal departments and the planning at Laender level in the different Laender. Objectives stated in the Programme, which are adopted by

the Laender as their regional and Laender planning objectives, are to be observed by the Federal and Laender authorities, the municipalities and municipal associations, and the other planning bodies mentioned in para. 4, section 5 of the ROG (para. 5, section 4, ROG).

The necessity for coordinating the employment of funds affecting the spatial structure can be seen from the analyses and forecasts of development trends in the different parts of the Federal Republic. The disparities these disclose show that, for lack of a strategy for the general spatial development of the Federal Republic, the use of such funds has not so far been sufficiently related to the improvement of the spatial and settlement structures. Forecasts indicate that the faulty spatial developments can become more pronounced in future, if the goals developed jointly by Federation and Laender are not reached in time. The existence of the Federal Regional Planning Programme will encourage understanding and willingness in government and society for the coordinated employment of funds affecting the spatial structure.

2. The approach used for the Programme

The Federal Regional Planning Programme is to influence the plans and measures affecting the spatial structure in such a way that an equally high level of living conditions is created and maintained in all parts of the Federal Republic. In order to do so, the principle of a gradual, continuous elimination of bottlenecks is to be applied in order to improve the structure primarily of those parts of the Federal Republic which in their development are furthest behind the federal average. This is the only way to prevent the increasing depopulation of sizable, particularly underdeveloped areas and worsening social conditions for the population remaining in those areas.

2.1 The development level attained in different parts of the Federal Republic differs in the following aspects:

- provision of infrastructure facilities,
- range of employment opportunities,
- quality of the environment, and
- settlement structure.

The Federal Regional Planning Programme identifies as retarded areas on which regional planning policy is to focus, those areas of the Federal Republic which, as far as infrastructure and/or economic structure are concerned, fall furthest below the federal average. In an initial approach an attempt has been made to use space-related social indicators to describe structural differences between major spatial units.

The purpose of identifying these retarded areas is to be able in future to allocate funds affecting the spatial structure in such a way that these areas benefit from them to a greater extent than they have done thus far.

2.2 An instrument of some importance for the implementation of this Programme for the spatial and functional concentration of the relevant promotion measures and, at the same time, the improvement of the settlement structure, is the combination of development

centres and axes of general spatial importance. The concept of development centres is derived from the system of central places.

The development of centres and axes of this kind is particularly necessary in the retarded areas on which regional planning policy is to focus, as identified by the Programme, in order to initiate long-lasting and large scale development impulses in these areas. However, even outside of retarded areas, there may be a question of promoting development centres in areas where a greater spatial planning effort has to be focused in order to do away with considerable disparities.

The Federal Regional Planning Programme does not express any objectives for central places or for the settlement structure outside of the development centres and axes of general spatial importance. Like the central places, the development centres are determined by the Laender. The same applies to the axes, unless they are already identifiable from the programmes and plans of the Laender, on account of their major significance for the Federal Regional Planning Programme.

3. The significance of the Programme

The object of this long-term strategy for the general spatial development of the Federal Republic is to prevent as far as possible the out-migration of the population from certain areas, and at the same time to ensure the concentration of available funds which is necessary to even out the spatial disparities. The Federal Regional Planning Programme therefore provides a basis for the realization of long-term and large-scale, qualitative and quantitative objectives within the framework of a differentiated social and growth policy.

The Federal Regional Planning Programme

- makes use of the findings in the federal government's 1972 Regional Development Report and the Regional Development Reports of the Laender, plus the resolutions and recommendations of the Conference of Ministers for Regional Planning,
- proceeds from the main indicators of the overall economic development trend until 1985,
- takes account of Laender programmes and plans in line with para. 5, section 1 of the ROG,
- contains the objectives and focal points for the general spatial, long-term development of the Federal Republic,
- as far as its environmental objectives are concerned, is in accordance with the environmental programmes of the federal government and the corresponding objectives of the Laender,
- takes into consideration, in its approach, the development trends in other European countries, particularly in the neighbouring states, as well as results of international cooperation in the field of regional planning.
- provides, particularly as far as the statement of its objectives is concerned, important data and indicators for the cooperation with neighbouring countries in frontier areas, as well as for the formulation of the envisaged joint European spatial development and regional policies.

Over and above this, it provides information for our society – for groups, institutions, and individual citizens. Against the background of this spatial over-view, political, social, and economic decisions at local and higher levels can be brought closer in line with the concepts of the regional planning policy.

With this Programme, Federation and Laender have taken the first steps towards coordinated regional planning policies for the general spatial development of the Federal Republic. The purpose of the Programme is a future-oriented shaping of the living conditions in our country. The Programme will be updated as required in the light of new findings and experience.

I. Objectives for the general spatial development of Federal territory

1. Regional strategy within the framework of general politics

The objectives of the regional planning policy are part of the major social policy objective "Improvement of the Quality of Life" for all citizens. To achieve this, all parts of the Federal Republic have to be developed so that their spatial structure is as conducive as possible to the free unfolding of the individual personality in society. This means that equally good living conditions must be achieved in all parts of the country, as a main prerequisite for equal opportunities for everyone.

As far as this Programme is concerned, equally good living conditions means that a quantitatively and qualitatively adequate supply of housing, employment opportunities and public infrastructure facilities at a reasonable distance, plus a decent environment, are available to the population in all parts of the Federal Republic. Conditions ought not to be allowed to fall below a certain level in any of these regions.

This Programme contains objectives for the general spatial development of the Federal Republic. They express in concrete terms the objectives and principles contained in paras. 1 and 2 of the ROG, taking the Laender level programmes and plans into consideration. The Programme is to be instrumental in the implementation of the aims of the general development, viz. that in the long term

- the opportunities for spatial development in the different areas be utilized to the best advantage, but not at the expense of a healthy environment,
- large scale disparities in the living conditions be eliminated. This applies particularly to areas which are lagging behind considerably in their general development, or threatening to lag behind, also to the frontier areas. More funds are to be allocated to these particular areas.

The objectives of the Federal Regional Planning Programme are therefore to be implemented in a spatially differentiated strategy, through

- the improvement of the infrastructure (including housing),
- improvement in the quality of the environment,
- improvement in the regional economic structure.

The spatial framework of reference for these measures in this Programme is given primarily by the regional units (cf. II.1).

The Federal Regional Planning Programme is primarily tailored to the elimination of large-scale disparities between the different regional units. Over and above this, its general objectives also make it instrumental in eliminating disparities within these units.

1.1 Improvement of the infrastructure

One important prerequisite for achieving equally good living conditions is that all parts of the Federal Re-

public be adequately provided with public and private infrastructure facilities, including housing. The infrastructure

- serves to provide the populace with the basic service facilities,
- constitutes an essential basis for regional economic development, and
- often influences the environmental situation as well.

It is therefore necessary that

- the large-scale disparities in the infrastructure be eliminated in such a way that greater investments are made in the infrastructure in regional units in which the amenity deficits are particularly large,
- within the regional units, investments be spatially concentrated in an attempt to achieve amenities which are as efficient and easy-to-reach as possible.

This means that in the regional units a quantitatively and qualitatively adequate provision of amenities in all areas of the infrastructure is to be the objective. The amenity level to be aimed at should take into account the rising standard of living of the population. The facilities for education, health and social welfare, leisure time activities, sport and recreation, traffic, housing, and others, are to be developed until an equal amenity level is achieved and permanently established in all regional units.

1.2 Improvement in the quality of the environment

The environmental policies are based on the environmental programme of the federal government and the environmental programmes and reports of the Laender.

These aim to

- provide and develop the type of environment which human beings require in order to be healthy and enjoy a decent existence,
- protect the ground, water, air, plants and animals from harmful influences,
- correct any damage or disadvantages caused by such influences, and
- preserve the salient features of the landscape.

On the one hand, the objectives and requirements of environmental protection are of considerable importance as far as regional development is concerned, while on the other, the principles and aims of regional development also apply to spatially relevant environmental protection measures. The realization of the objectives also entails interactions of the same kind: by ordering and shaping space, regional development makes a valuable contribution to effective environmental protection, while the space-oriented measures of environmental protection help fulfil the objectives of spatial development.

In order to improve the natural resources and their ease of regeneration, the ecological and landscape potential must be kept, or made, as effective as possible,

both in densely populated and in rural areas. The aim should be for a balance to be achieved between the demands made by the users on the area and the limited carrying capacity of its environment, the physical, psychological and social stress on the populace being kept to a minimum in the process (cf. para. 1, section 1, ROG).

In future the settlement structure is to be developed in such a way that, in orienting it with respect to development centres and axes, sufficient regeneration areas can be provided and allocated to settlement areas, and adequate service and removal facilities can be made available. Areas with ecological counter-balancing functions, and for leisure and recreational activities, should be made available or earmarked, particularly in the vicinity of densely populated and ecologically strained areas; land use is to be made instrumental in the realization of these tasks. These regeneration areas should be utilized as far as possible for agriculture and forestry.

Agricultural areas lying fallow are in general to be used so that their ecological equilibrating influences, or alternatively, their suitability for leisure and recreational activities, are maintained or enhanced.

In areas where the resources are already severely strained, any further increase in the general strain on the environment has to be prevented. Steps should be taken to prevent any further growth in the population and/or in the number of jobs which would have a lasting adverse effect on the quality of life. Additional requirements for building land should in general only be met if sufficient regeneration areas are left, or can be created. And even in areas which are not under any particular ecological strain, no large additional strain on the environment should be tolerated if these areas have taken over regeneration functions for other, more severely strained areas.

From the point of view of spatial organization, the following aims are to be observed in safeguarding and improving the quality of the environment:

- setting aside of sufficient regeneration areas, including designing the infrastructure for areas used for leisure and recreational purposes; areas should be earmarked for building purposes, including roadways, only when an adequate number sufficiently large, efficient regeneration areas in a suitable configuration are left intact, or created,
- setting aside of suitable areas and provision of adequate facilities for water supply and the ecologically sound removal of waste water and waste products, including their further utilization and recycling.

Regional planning is to ensure that, in all space-related planning and implementation within the framework of the weighing up of conflicting demands on any area, environmental protection requirements are given due consideration. The basis for this is the resolution of the Conference of Ministers for Regional Planning of July 15, 1972 and the follow-up memorandum of the steering committee of the Conference of Ministers for Regional Planning, of August 9, 1972. ¹⁾

1) Published in a pamphlet of the Federal Ministry of Regional Planning, Building and Urban Development; cf. also the resolution of the Conference of Ministers for the Environment, of April 6, 1973.

1.3 Improvement of the regional economic structure

The aim in improving the regional economic structure is to achieve a well-balanced regional economic development in the Federal Republic. This should not be at the expense of full employment, stability and overall economic growth, which are to be given long-term support. At the same time, the economic and employment structure to be developed in all parts of the Federal Republic is to be as broadly-based as possible.

What a well-balanced regional economic development means in terms of this Programme is that an economic productivity is achieved which does not fall below a certain level, and which is not likely to fall off in the foreseeable future. In order to improve employment opportunities and income levels, more effort is to be made to create additional jobs of a superior type in those regional units which include sizable areas:

- a) of the border zone adjacent to the German Democratic Republic
- b) whose economic potential has lagged considerably behind the federal average, or threatens to do so.

In order to mobilize un-utilized or insufficiently utilized production factors, incentives are to be created in these areas

- to establish new jobs through the location of new and/or the expansion of existing industrial plants,
- to safeguard existing jobs through rationalization and conversion.

This refers to:

- investment aids to private enterprise,
- the development of infrastructure facilities, and
- the provision of land for industrial and manufacturing purposes.

In this way the income level in the regional units concerned is to be raised, as a prerequisite for improving the standard of living, and any adverse effects of the structural changes counterbalanced.

In areas with an already high level of industrial development, however, measures are to be taken to counteract an expansion of the economy, if this threatens to put too great a strain on the environment and/or the infrastructure. In such cases there would only be a question of promoting the economy to the extent of supporting any necessary restructuring or rationalization.

The settlement structure and spatial conditions are to be created and safeguarded in order that land utilization for agriculture and forestry, which is an important production sector of the total economy, is maintained at the appropriate level (cf. para. 2, section 2, item 5 of the ROG).

There is also to be a continuation of the support for the structural changes in agriculture and forestry, in that its adaptability (mobility of the production factors) is to be encouraged. It must, moreover, be taken into consideration that land utilization for agriculture and forestry can have welfare effects, particularly as regards natural resources and the recreational value of the countryside. The measures taken to promote agriculture and forestry have therefore also to be tailored to

these functions through spatially differentiated structural policies within the framework of the target spatial and settlement structures.

2. Objectives for the development of the spatial structure of Federal territory

2.1 Balancing the general spatial structure

With the development potential available in future, the aim is to be for a well-balanced concentration of residential and work places within all parts of the Federal Republic. Particularly in predominantly rural areas, this entails evening out deficiencies in the spatial and settlement structures. This concentration, laid down in the ROG (para. 2, section 1, item 2), is necessary in order to achieve "urban living patterns" in rural areas too, at particular locations. The purpose of this is to prevent a large scale depopulation of under-developed areas by ensuring that the conditions necessary for urban living patterns are created here too, within easy accessibility distance, which will enable the people living in these areas to remain in their homeland.

In areas in which the advantages of concentration have not yet been adequately utilized, particularly suitable settlement areas are to be selected for concentration, primarily through the implementation of development centres (cf.2.2).

In areas in which a sufficient level of concentration has been reached, and as yet no undesirable consequences of this have occurred, this level of concentration is to be maintained. The centres of such areas are to continue to fulfil efficient economic and service functions.

Any pressure for further growth in areas of high density should be opposed, primarily by measures which benefit predominantly rural and retarded areas, as well as the border zone adjacent to the German Democratic Republic. In order to prevent the rural areas lagging even further behind, primarily as the result of large scale depopulation, they should be made considerably more attractive through the creation of qualified job opportunities and the development of the infrastructure, as well as the provision of a certain level of economic productivity.

The goal of eliminating large-scale disparities can sometimes lead to conflicting aims. A conflict could arise between efforts aimed at as high a general economic growth as possible, which would be primarily concentrated in areas of high density, and the goal of developing a well-balanced economic structure, particularly in predominantly rural areas. By migrating to the densely populated areas, the labour force would in the short term, increase its contribution to the gross domestic product; however the conditions enabling them to remain in the mainly rural areas must be created, particularly since – from the long-term point of view – this would make greater social benefits possible, and therefore at the same time contribute to the improvement of the quality of life for everyone. A migration away from rural areas would result in an undesirable decrease in the utilization of the existing infrastructure, as well as an

erosion of the social structure. In the densely populated areas there would be an increasing pressure for growth with a further deterioration in the environmental conditions, a more acute shortage of land etc. Particularly in rural areas this migratory tendency should be counteracted by the promotion of qualified job opportunities and the elimination of the disparity in infrastructure – which at the same time would be a contribution to long-term and well-balanced economic growth.

Problems of social erosion can also occur in densely populated areas. In as much as they jeopardize the productivity, they must be counteracted by measures to improve the social structure.

2.2 Development of the settlement structure

Equally good living conditions call for an efficient settlement structure in all parts of the Federal Republic. Among the basic requirements here are an adequate concentration of places of residence and work, a wide range of infrastructure and communications facilities, and a provision of service facilities commensurate with the needs of the population.

This is to be achieved by determining those retarded areas on which regional planning is to focus, within the framework of the pattern of central places, in order to

- ensure a sufficient provision of the population with amenities in the different linkage areas, taking reasonable distances into consideration,
- be able to offer a wide range of consumer goods and services,
- promote the evolution of adequately large and varied labour markets,
- support the integration into the long-distance transportation network,
- improve the economic conditions for efficient, local public transportation systems, particularly railway transportation,
- help safeguard ecological equilibrating areas and recreation areas, especially for local recreation, and counteract an overspill of population into the countryside.

As far as the Federal Regional Planning Programme is concerned, the objectives for an improvement of the settlement structure are limited to the development aspects of general importance with a view to eliminating large-scale disparities.

The main instrument for this purpose is the implementation of development centres and axes.

In areas in which growth poles are insufficiently provided for, promotion measures are to be implemented to eliminate this structural deficiency – primarily through the spatial and functional concentration of places of residence and work, as well as infrastructure facilities, in development centres.

The purpose of these development centres is to initiate long-lasting development impulses over sizable areas. They are primarily of importance in regional units which are particularly under-developed, as a means of eliminating large-scale disparities. In other regional

units, development centres can also be identified for the purpose of eliminating significant intra-areal disparities (cf. III.2.1).

In the determination of the development centres (which is the responsibility of the Laender), the spatial interrelationships derived from the desired development of the settlement structure which can be represented graphically as axes, have to be given due consideration. For it is along the lines of these axes that the type, performance and spatial, concentration of the roadways and, as far as possible of the supply lines too, are to be oriented. Development centres, as part of a large-scale, long-term strategy for the development of the spatial structure of the Federal Republic, can only fulfil their functions if there is an adequately developed network of such axes available within the regional units.

The axes of overall spatial importance (cf. map no. 16) are of fundamental significance for the general pattern of spatial interrelationships, both within the Federal Republic and with abroad, being used in the first instance for the long-distance exchange of goods, services and people. Within the framework of the Federal Regional Planning Programme they are particularly important as regards the elimination of inadequate communications between the different regional units, and the improvement of the spatial and settlement structures.

Any development centre is given priority only as long, and to the extent which is necessary, to eliminate large-scale disparities in the spatial and settlement structure. The same is also true of the development of axes.

The development centre concept derives from the system of central places¹⁾ upon which the programmes and plans drawn up by the Laender are based. This system is strengthened rather than restricted, by the spatial – structural objectives of this Programme. As a matter of fact, a number of federal space-related measures, or measures with federal participation, are aimed at continuing to maintain the functional efficiency of the central places.

2.3 Spatial distribution of functional tasks

Large-scale disparities can only be evened out and equally good living conditions achieved in a healthy environment if, too, in all parts of the Federal Republic, a wide range of functions, appropriate to the spatial conditions and development objectives, is created, maintained, or improved.

In the light of the spatial structure aimed at, such a range of functions calls for a functional distribution between densely populated areas, and the undeveloped areas. It is the task of the more densely populated areas, the main centres in particular, to provide a large choice of work places and superior service functions for the population of a fairly large, functionally dependent area.

Undeveloped areas are primarily those areas which are of importance as far as the following functions are concerned (priority areas):

- Areas which are particularly suitable for agricultural and forestry production. This priority function is to be safeguarded and developed through the promotion of suitable forms of agricultural and forestry production and management.
- Areas for leisure and recreation, for which functions a suitable landscape is to be safeguarded or created, the amenities developed, and social conditions improved.
- Areas with natural water resources which are needed for the long-term safeguarding of the water supply and should therefore be kept largely free from any possibly harmful utilization.
- Areas with special ecological compensating functions in which the ecological potential for compensating environmentally strained areas is to be safeguarded and developed.
- Areas which are of considerable importance from the point of view of raw materials and mineral resources.

The above functions can overlap spatially. Priority has been given to the function of agricultural and forestry production in order to ensure that the population is adequately provided with agricultural products, and safeguard a competitive agricultural and forestry economy. In the process, the beneficial effects (ecological compensation, recreation) deriving from the use of land for agriculture and forestry are to be taken into consideration. The priority function for leisure and recreation is to be supported primarily by measures to take care of the landscape and develop a functionally appropriate infrastructure. Also, if applicable, the forms of agriculture and forestry management should be encouraged which help considerably to preserve or improve the recreational function of the landscape.

Sufficient areas are also to be provided or safeguarded for local recreational purposes, particularly in densely populated regions.

Taking account of the special function of the priority areas should not lead to any decline in the economic development of these areas or the income level of the population living there. The determination of priority areas can restrict the economic development in some ways, but these restrictions are to be kept to a minimum. If unreasonable disadvantages result, or threaten to result, they are to be evened out through state development measures.

Within the framework of the spatial distribution of functional tasks, it is also necessary, over and above the needs of a region, to identify in good time locations for power supply installations in areas which are intrinsically suited for this purpose.

As far as the spatial structure is concerned, the requirements of civil and military defence, as defined by federal defence policies and commitments to international agreements, have to be taken into consideration, which means that defence interests are to be respected in the different areas. It is therefore not possible to assume that certain areas, priority areas for instance, can

1) Resolution of the Conference of Ministers for Regional Planning of February 8, 1968 on "Central places and their linkage areas", reproduced in the 1968 Regional Planning Report of the Federal Government (BT-Drucks. V/3958, p. 149).

be kept completely free from equipment and installations of the defence department, and from military exercises. However, such equipment and installations should be localized in such a way that they contribute to implementing the objectives of regional and state planning, as far as particular defence requirements permit.

3. Significance of the target spatial structure for the different regional units and Berlin

The concept for the large-scale and long-term development of the spatial structure takes into account the differing requirements of the different regional units in line with the principles laid down in para. 2, section 1 of the ROG. The categories are the following, each characterized by a similar structure and similar problems

- densely populated areas (agglomerations),
- rural areas,
- areas which are lagging behind in their general development, or are threatening to do so,
- the border zone adjacent to the German Democratic Republic.

These area categories, which overlap to some extent, do not cover the entire territory of the Federal Republic.

The concept for the spatial structure leads to the following objectives in particular for the different categories:

Densely populated areas

In the case of densely populated areas it is primarily a question of safeguarding and increasing their performance through an improvement in infrastructure and environmental conditions. This is largely to be achieved in the following ways

- town planning measures, especially urban renewal and development measures (e.g. a system of intra-urban centres and axes), and improvement of urban land policy,
- provision of housing accommodation commensurate with housing needs,
- measures to conserve the performance of the natural resources,
- improvement of traffic conditions including the safeguarding of areas for traffic corridors, particularly along the lines of axes,
- improvement in the local public transport system, particularly railway transportation,
- safeguarding and development of parks, leisure, sport, and recreation areas,
- development of relief centres (para. 2, section 1, item 6, ROG).

Besides these, further measures may be considered in stagnating agglomerations - depending on their structure and state of development - which primarily

- are instrumental in improving the economic structure (e.g. elimination of industrial monostructures, loca-

tion and expansion of locally-based or structure-strengthening businesses or implementation of restructuring measures),

- help to improve the locational advantages of the area in relation to the overall region - particularly with the aid of measures to improve transport facilities, and
- expand certain sectors of the infrastructure supply (e.g. university facilities).

In severely strained agglomerations measures are to be taken to counteract any further increase in the population and any increase in work places, to the extent that such increases would lead to a reduction of the development potential in retarded parts of the Federal Republic, or impair the quality of living conditions in the agglomerations. That should also help to conserve the development potential in retarded parts of the Federal Republic. Disadvantages resulting from over-concentration are to be eliminated by regulatory measures in the above-mentioned agglomerations.

Rural areas

The rural areas as referred to in the ROG have not been delimited thus far. They take in areas outside of the agglomerations and their outskirts, as well as areas outside of other densely populated areas.

The objective is to achieve in the rural areas living conditions which are, from the point of view of the economy and infrastructure, as good as those in the other parts of the country. Development potential has therefore to be directed more intensively to these areas, and in the retarded areas in particular.

The special measures to be taken here are to

- fix and implement development centres,
- create, maintain, and improve the amenities in central places, and also the communications needed to open up the rural areas and provide services for the inhabitants,
- conserve or create superior and secure jobs and in this way to strengthen economic performance,
- conserve the agriculture and forestry on the land suitable for it, and orient it towards future needs,
- implement measures for rural land reforms,
- implement measures for the conservation of the performance of natural resources within the framework of the spatial distribution of functional tasks, and
- implement measures connected with urban development and housing.

Areas which are lagging behind in their general development, or are threatening to do so

This category¹⁾ takes in large parts of the rural areas (rural problem areas) as well as industrial problem areas in some agglomerations. Priority in these areas goes to measures to eliminate structural weaknesses, and to

urban development measures. In particular, superior work places and amenities have to be created in development centres and other suitable central places. The subsidy provided for by the law on the general project "Improvement in the regional economic structure", of October 6, 1969 (BGBl. I p. 1861), most recently amended by the Law to Amend the Laws on General Projects, of December 23, 1971 (BGBl. I p. 2140) is primarily intended to benefit these areas, and the East-West German frontier zone.

Border zone adjacent to the German Democratic Republic

The demarcation of the border zone is laid down in para. 9 of the (Zonenrandförderungsgesetz) Act to promote the border zone of August 5, 1971 (BGBl. I p. 1237). According to para. 2, section 1, Item 4 of the ROG, priority is to be given to strengthening the performance of this zone in order that, throughout it, an economic and social structure, and living and working conditions, are created, which are equal to those in the Federal Republic as a whole.

The Act to promote the border zone (Zonenrandförderungsgesetz) and the law on the general project "Improvement in the Regional Economic Structure" (Gesetz über die Gemeinschaftsaufgabe „Verbesserung der regionalen Wirtschaftsstruktur“) (Act concerning the Improvement of the Regional Economic Structure

of Oct. 6, 1969 = BGBl. I, p. 1861) take into particular consideration the "special", (politically conditioned) situation of the frontier zone. In the case of appropriate development measures, priority is to be given to the frontier zone, both chronologically and spatially. In particular it is to be linked up with the large agglomerations. The major transportation lines in the East and North of the frontier zone are to be developed as much as possible.

Berlin

The achievement of the objectives for the general spatial development of the Federal Republic, including (West) Berlin, means that special measures must be taken for this city because of its being cut off from the rest of the country.

The alignment of living conditions in Berlin with the standard, and the further development in the Federal Republic of Germany, are being brought about within the framework of the integration of Berlin into the Federal-German legal, economic and financial systems, primarily through the annual federal subsidies for the budget of the Land of Berlin, and the Act to Promote the Economy of the Land of Berlin (Gesetz zur Förderung der Berliner Wirtschaft – Berlinförderungsgesetz – BF), of Oct. 29, 1970 (BGBl. I, p. 1481), last amended by § 6 of the Introductory Act to the Act on Income Tax Reform (Einführungsgesetz zum Einkommensteuerreformgesetz) of Dec. 21, 1974 (BGBl. I, p. 3656).

II. Present situation and development trends

1. Regional units

The 38 regional units (cf. map no. 1) make up the spatial frame of reference for the Federal Regional Planning Programme for

- the large-scale analysis of the present situation regarding the spatial structure (cf. II. 2),
- the large-scale analysis of the distribution of federal funds affecting the spatial structure (cf. II. 3),
- the forecast of large-scale development trends (cf. II. 4), and
- the information on large-scale disparities as regards infrastructure and employment structure (cf. III).

The Programme is based on these regional units for the purposes of observation and information, their structural differences being taken into consideration.

The regional units defined for the purposes of the Federal Regional Planning Programme do not delimit either the "areas" as given by para. 5, section 1 of the ROG, or the "regional planning areas" as given by para. 5, section 3 of the ROG. The criteria used as a basis for the present demarcation, render the regional units unsuitable for the purposes of small-scale regional analysis and planning. The division of Federal German territory into regional units should not, and cannot, prejudice either the area reform within the Laender, or any reorganization of the Laender themselves.

In their joint demarcation of the regional units, Federation and Laender proceeded from the following principles:

1. Areas which complement each other functionally are grouped together.

This takes into account the linkages and division of functional tasks between settlements and other areas, as well as the large-scale relationships within the Federal Republic as a whole. Agglomerations are consequently grouped together with the Back country surrounding them, and with the rural areas, in some cases also with areas lagging behind in their general development.

2. Each regional unit as a rule contains at least one Main Centre, or one region with a fairly high density of residences and work places, and a population of at least 100,000 – or which can be developed into such within the foreseeable future – and, as a functional complement, a number of medium-sized centres. Each regional unit is to have a population of at least 400,000.

The regional units therefore meet the requirement of regional planning policy that the spatial development be based on central place hierarchies (para. 2, section 1, item 3 of the ROG). The severing of close functional relationships between main centres has

been avoided as far as possible – which means that some regional units include several main centres, especially if their linkage areas overlap.

3. Sizable areas which are fairly remote from main centres, have in special cases been designated regional units on their own, if they include at least 400,000 inhabitants and an area of 5,000 sq. kms, and at least one main centre, or if an area within the regional unit with a fairly high density of residences and work places is to be developed as a growth pole.
4. The county boundaries have been adhered to in the demarcation of the regional units.

Particularly troublesome for the demarcation of the regional units was the differing level the reform of administrative boundaries had reached in the different Laender. For statistical and methodological reasons, the boundaries as of the census of May 27, 1970 had to be taken as a general basis. This meant that changes occurring after this point could not be taken into consideration.

5. Regional planning areas (planning regions) of the Laender have been taken into consideration as far as possible. The demarcation observes the boundaries of the already existing planning regions of the Laender of Hessa, Rhineland-Palatinate, and Sleswick-Holstein. Since, in other Laender, regional planning areas have thus far not been marked out throughout the Land, or these had not yet been finally fixed at the time the demarcation of the regional units was made, there are still considerable discrepancies in this respect at the present time (cf. map no. 2 "Regional units of the Federal Regional Planning Programme and Laender planning regions").
6. Laender boundaries have been crossed by mutual agreement.
7. Linkages between the border zone adjacent to the German Democratic Republic and the rest of the Federal Republic have been taken into consideration.

Parts of 14 of these regional units are situated in this border zone.

The regional units were delimited for the most part in 1970/71. This first demarcation will have to be updated, primarily in order to take into account

- the further development of the spatial and settlement structures, also with regard to the effects of European integration,
- Provisions in Laender and regional planning Programmes that have been prepared in the meantime,
- the planning regions which have meanwhile been demarcated or changed,
- the administrative boundaries which have been changed in the meantime.

In this updating, the spatial system of reference should be arranged so that intra-regional and very large-scale disparities can also be observed in a differentiated manner. In future the smallest elements in the system are to be the "linkage areas of medium-ranking central places"¹⁾, just as the planning regions too, as a rule, are made up of medium-ranking linkage areas.

Since the main data²⁾ and information of the Programme will thus be available at the level of these linkage areas, intra-regional disparities can be better recorded in the updating of the Federal Regional Planning Programme than has been possible thus far.

2. Analysis of the present spatial structure

A large-scale comparison of the spatial structure in the Federal Republic shows that the spatial developments of the past years and the present spatial structure are not fully in line with the objectives of the Regional Development Law (Bundesraumordnungsgesetz - ROG -), viz. to achieve equally good living conditions in all parts of the Federal Republic. However, there are a number of cases where, in recent years, successful changes in the spatial and settlement structures have been achieved, to some extent at least, through an activation of regional and Laender planning. As was established in the Federal Government's Regional Planning Reports of 1968, 1970 and 1972, it has nevertheless only been possible to achieve a partial reduction of the large-scale differences in living conditions in this way. Consequently, in the analysis of the present situation, regional differences existing at the present time in the aspects of the quality of life which can be influenced by regional planning, have come to light. Together with the status quo prognosis (cf. II. 4), they offer a basis for bringing a target-oriented influence to bear on the spatial distribution of the development potential available in the Federal Republic. In order to assess the large-scale differences in certain aspects of the quality of life, the present situation as far as infrastructure, economic and settlement structures are concerned, is set out below.

2.1 Because of the lack of statistics, and an inadequate methodological basis, a comprehensive **infrastructure analysis** is still impossible at the present time. However, important sectors of the infrastructure have already been included in an initial analysis of the present situation. The following indicators available throughout the Federal Republic, which are of varying significance for the determination of general, large-scale infrastructural disparities, have been provisionally used to provide a comparatively rough survey:

Sector:	Indicators:
Education	- secondary modern and grammar school pupils - university students

1) cf. Resolution of the Conference of Ministers for Regional Planning on "Linkage areas of medium-ranking central places", of June 15, 1972.

2) The results of the "1975 Building, Housing and Workplace Census", in particular, will provide an important regional statistical basis for the updating of the Programme.

Health	- doctors in private practice - hospital beds for emergency cases - hospital beds within the norm (subsidizable)
Social services	- nursery school places - places in old people's homes etc.
Sport and Recreation	- gyms and indoor sports facilities - indoor swimming pools and teaching pools
Housing	- living space - appartements with bathroom, WC and central heating
Communications and Transportation	- Federal highways - highways (excluding Federal highways) - time schedule of long-distance federal railways - cruising speed on long distance federal railways - commuters using public transport
Technical supply and removal systems	- public sewerage systems - 100% biologically purified waste water - unpurified industrial waste water

Results of this analysis indicate that there are large regional differences in the provision of infrastructure. Characteristically, the northerly, fringe regions of the Federal Republic (regional units 1, 2, 5, 7, 11), Treves (unit 19), West Palatinate (unit 27), Kempten-Ingolstadt (unit 35), Alb-Upper Swabia (unit 36), and North and East Bavaria (units 22, 23, 32, 33), in particular, are fairly poorly provided with infrastructure. Infrastructural deficiencies are therefore most common in predominantly thinly populated areas. Compared with these, a number of regional units with predominantly fairly high densities of population are relatively well provided for in most areas of the infrastructure, primarily the regional units in the southern Rhine-Ruhr area, and the Rhine-Main area.

2.2 As far as the **employment structure** is concerned, there is a distinct decline from the high-density regional units to the predominantly rural regional units - which corresponds to the large-scale difference in the density of population and settlement structures. This can be seen from an analysis of the gross domestic product per head of economically active population, and of the wages and salaries per employee over the different regional units (~~cf. table 1.2~~). In the manufacturing trades and mining too, regional units with a high density of population show the highest, and predominantly rural regional units the lowest, wages and salaries per employee.

2.3 A large-scale comparison of the economic resources and the provision of infrastructure, primarily shows the structural differences between densely populated and rural areas. These disparities are evidently closely related to the **settlement pattern** in the areas in question.

Important for the assessment of the present situation in any area, from the settlement structure point of view, is the extent to which a functionally-oriented pole-axial settlement grid is available. — For a settlement grid of this kind is a particularly suitable pattern for fulfilling the growing infrastructural needs of society and its growing requirement for qualified job opportunities. The settlement structure largely determines the accessibility of homes, jobs, amenities, and recreation areas, and therefore the attractiveness of any area for its inhabitants. In a large-scale comparison, the following regional units in particular are found to have disadvantageous settlement structures:

strained at the present time. In these areas, certain population groups react by migrating elsewhere — particularly elderly people who are no longer tied to any job (cf. map no. 5).

2.5 The map no. 6 gives a picture of the large-scale comparison of the employment structure, provision of infrastructure, settlement structure, and environmental situation, all taken together.

In the past few years, high-density regional units have become even more densely populated as a result of migration from other areas of the Federal Republic and

Regional units with underdeveloped settlement structures

Regional units	Main Centres* existing or earmarked	medium-sized centres**	average marked area of a medium-sized centre (sq. kms)	towns with over 100000 inhabitants	towns with over 50000 inhabitants	pop. of largest town in 1000's	population density, inhab./sq.km
(1) Sleswick	1	8	519	0	1	95,5	102
(4) Luneburg Heath	0	7	1024	0	2	59,5	78
(6) Osnabrück	1	8	552	1	1	143,9	142
(7) Ems	0	8	883	0	0	48,6	106
(19) Treves	1	8	615	1	1	103,7	98
(22) Bamberg-Hof	0	15	465	0	3	70,6	147
(32) Regensburg-Weiden	1	12	865	1	1	129,6	99
(33) Landshut-Passau	0	17	639	0	1	52,4	100

* as determined by the Laender, areas as of 1970 census, population figures as of 1970 census

** planning stage as of spring 1973

In a number of regional units, there are considerable variations in the spatial and settlement structures within that one area which are already apparent in the population densities. Within the Rhine-Ruhr and Rhine-Main-Neckar areas, population densities vary by over 700 persons/sq. km from one county to another. Depending to what extent these internal structural differences are due to a spatial distribution of functional tasks, therefore falling in line with the priority areas concept in particular (cf. 1.2.3), they are not necessarily to be regarded as a drawback from the point of view of the settlement structure.

2.4 In the face of inadequate employment opportunities and provision of infrastructure, combined with a settlement structure which means travelling long distances, the reaction of the population to these sub-standard living conditions is not infrequently to migrate to other areas. For years now, the working population has been migrating from underdeveloped areas to the more densely populated areas (cf. map no. 5). This one-sided internal migration has often been covered up statistically by the influx of foreigners. The net migration given in the following table (for the years 1967-71)¹⁾, while not absolutely representative, is indicative of these general trends.

On the other hand, the natural resources in a number of densely populated areas are already being severely

from abroad (regional units 16, 18, 24, and 34 in particular).

Net migration of the working population from 1967-71 (migration between regional units, excluding emigration, per 1000 inhabitants)

(34) Munich-Rosenheim	+ 33.2
(24) Frankfurt-Darmstadt	+ 21.0
(18) Cologne	+ 17.9
(16) Düsseldorf	+ 10.6
(32) Regensburg-Weiden	- 10.5
(38) (West) Berlin	- 10.8
(19) Treves	- 12.9
(22) Bamberg-Hof	- 15.7
(21) Central-East-Hessia	- 16.5
(12) Goettingen	- 16.2
(10) Esse	- 17.6
(26) Saar District	- 19.7

Contrasting with these densely populated areas, there are predominantly rural areas in northern Sleswick-Holstein (regional units 1, 2), in west and eastern Lower Saxony (Lower Saxony, units 4, 6, 7), in the Central Uplands (unit 19), the West Palatinate (unit 27), and in northern and eastern Bavaria (units 22, 23, 32, 33), in which the trend is towards a decreasing population as a result of out-migration to other areas, rather than any increase.

¹⁾ At the present time no more recent data are available throughout the Federal Republic.

Conversely, funds have also been concentrated – calculated per head of the population – in some predominantly rural regional units, e.g. 2, 19, 21, 32. So far, however, the funds allocated for the improvement of the infrastructure have not sufficed to improve the infrastructure in areas of this kind to such an extent that large scale disparities were effectively evened out (cf. map no. 9).

3.3 Distribution of the funds for the improvement of the employment structure

In comparison with the expenditure on infrastructure facilities and amenities (33.3 billion DM), the total amount of around 7 billion DM (Federal spending affecting the spatial structure, ERP funds, plus investment allowances and premiums from income and corporation tax revenues) spent on promoting the structure of the economy in the fiscal years 1969/70 seems rather small. The effect of these 7 billion DM on the regional structure, however, is none the less for that – for with this sum investments have been induced in different sectors of the economy which are estimated to be worth over 100 billion DM. This investment volume which is not included in the regional statistics, is due to the fact that the Laend only grants investment incentives to the industrial economy and does not undertake most of the investments itself, as it does in the case of the infrastructure.

In this respect, and on the basis of per capita figures, the regional units 1, 2, 7, 11, 12, 19, and 26, for example, show the most favourable figures (cf. map no. 10). With the exception of regional units 11 and 12, these are regional units for which the development of employment forecast was unfavourable (cf. II.4).

While this goes to show that in the area of employment structure a start has already been made on the road to large scale counter-action, there have still been no satisfactory successes, particularly in the predominantly rural regional units, as far as the evening out of large scale disparities is concerned. We must not, however, overlook the fact that, in the promotion of the regional economy, for example, the amount of DM spent is not the sole indicator of success. Success can be primarily recognized in the creation of more, qualitatively superior work places.

Satisfactory successes can only be achieved when – efforts to eliminate considerable large-scale disparities are continued over a prolonged period of time, – more effort is made to concentrate promotion measures for both the production sectors and the infrastructure.

Any progress check should also take into consideration the extent to which considerable sums of money in the form of follow-up orders flow from these subsidized areas into the more densely populated areas, to have a stimulating effect in turn on the economy there.

In a comparison by branches, financial support was given primarily to shipbuilding, mining, the steel industry, small and medium-sized firms, agriculture and forestry, and fisheries. This sectorally oriented support benefited the regional units 7, 11, 26 in particular.

3.4 Requirements to be met for an updating of the statistics of the regional distribution of funds

Two fiscal years provide only a limited basis for drawing conclusions regarding the regional distribution of funds affecting the spatial structure. More meaningful conclusions will have to be drawn from an analysis made over a prolonged period, and taking further evaluation criteria into consideration. One of the things which must be borne in mind is, that a large proportion of federal funds affecting the spatial structure are tied up in investment measures which extend far beyond the two year period under consideration, and above all only induce spatially effective consequences, once they have been used – consequences whose significance can only be assessed in the long term.

A further, not insignificant proportion of these Federal funds was either only used for peak financing, or else spent together with another larger portion of the measure as a whole. In order to carry out an efficiency analysis of the distribution of funds affecting the spatial structure, it is moreover desirable to include the investment activity and support on the part of the State at all levels (Federation, Laender, municipalities, and other public authorities).

At the present time it is not possible to say how the Federal funds affecting the spatial structure, are split up inside the regional units – among the densely populated areas and rural areas, or the border zone. While the investment funds in various sectors of the infrastructure are put to use in densely populated areas, they also benefit the population in the whole surrounding area. On the other hand, in the field of recreation, for example, the effect can also be the other way around.

For updating purposes, however, a check should be made in order to see whether, in addition to a comparison of the distribution of funds affecting the spatial structure among regional units with a high density of population; on the one hand, and characteristically rural, on the other, the statistics of the fund distribution can be fined down sufficiently to allow a break-down according to the different types of regional unit as defined by the ROG.

4. Development trends in the regional distribution of work places and population up till 1985

The purpose of the present forecast is to indicate probable, but not necessarily desirable, development trends in the regional units, which are of significance for regional planning policy. That is why the forecast is being made on the basis of "status quo conditions". The development path predicted for work places and population is the one which would occur if the present regional planning policy framework were to continue to apply as before, and Federation and Laender were to attach little importance to a target-oriented development of the spatial and settlement structures of the Federal Republic, along the lines of this Programme. The status quo forecast for the Federal Regional Planning Programme includes several alternatives which describe a development path for the population and places of employment within which the probable development lines of the 38 regional units under status quo conditions run their course.

This forecast is to incorporate the expected extent of the large-scale migratory movements, which can be deduced from the development of places of employment, and for this reason the changes in them and population are first of all predicted, to serve as leading parameters for a line of development of the different regional units under status quo conditions.

A forecast of this kind should be closely related to the "Analysis of the present spatial structure" (cf. II.2). While the analysis of the present position indicates existing large-scale disparities, the forecast shows clearly the future extent of the differences in spatial development in the mid eighties – and in particular the dangers of a large-scale migration of the population away from certain parts of the Federal Republic into regional units with a high density of population.

The stepping-up of the regional planning measures to implement the goal of a balanced, general spatial structure (cf. I.2.1) is being promoted and justified by the results of this forecast.

4.1 Development trends for the Federal Republic

The forecast of the population as a whole, and of the labour force, has been carried out on the basis of status quo conditions – i.e. it is not in any way a target projection. These status quo forecasts for the Federal Republic and the regional units are calculations which are partly based, using a method standardized throughout the Federal Republic, on considerations which are specific to the different regional units.

4.1.1 The population forecast covers the prediction both of the natural population development and of the net emigration. Since the census of 1970, the population of the Federal Republic of Germany grew from 60.7 million to around 62.0 million in 1974. For the most part this increase is due to a net influx of 1.1 to 1.5 million foreigners: the natural population trend in that period was characterized by a rapidly decreasing birth rate. This trend will probably continue – but tending to fall of slightly. We can assume that the death rate will exceed the birth rate by 1985, so that the present population figure – purely from a consideration of births and deaths – will have fallen to 60.4 to 60.8 million by 1985.

The actual size of the population will, however, largely depend on the net international migration in future. Its direction and extent are particularly dependent on

- the development of work places in the Federal Republic,
- developments within the other EEC countries, and a broad in general, and
- the effects of government policies concerning aliens.

The uncertainty in the status quo forecast, particularly regarding the number of foreigners in the Federal Republic in Future, would make it seem advisable to assume a fairly wide range of alternatives for the total population of 1985, viz, from around 59 to around 62 million inhabitants.¹⁾

1) This range for the estimate will have to be checked at the updating stage.

The population falling into the employable age group (15-65 years old) will increase by about 6% over the period 1970/85 because of the high birth-rate in the years the persons now approaching that age were born. The size of the working population (1970: 26.3 million) will not, however, increase to the same extent, because in the case of the

- 15 to 25 year olds, we can assume that a larger proportion will receive further education and therefore remain for longer in the education system,
- 60 to 65 year olds, fewer will be working since the flexible retirement age will mean a shorter working life.

On the other hand, however, the number of women aged between 25 and 55 in the labour force will increase – a trend which can also be observed in other industrialized countries, and which must be seen i.a. in the context of the falling birth rate.

These various development trends, some of them tending in opposite directions, plus the effects of the economic development on the labour market, mean that the size of the labour force in 1985 can only be estimated at somewhere between 26 and 28 million (see footnote).

4.1.2 From the following estimates of the growth of places of employment in different sectors, the basic trends in the change of the employment structure over the period 1970/85 can be inferred, and it is on these that the regional growth differences and the demand for labour essentially depend:

- continuing **sharp decrease** in the number of jobs in the agricultural sector, from 2.0 to around 1.1 million,
- **decrease** in the number of jobs in locally-based manufacturing industry, from 2.7 to around 2.3 million,
- **increase** in the number of jobs in ubiquitous manufacturing industry, from 5.7 to around 6.1 million,
- continuing **sharp increase** in the number of jobs in the service sector, from 15.8 to around 18.8 million.

It is upon such changes in the range of available work places, that the upper variant of the status quo forecast and of the development of the labour force is based. The Programme now follows below from this upper variant. In the case of variants lying below this one, within the range referred to, the increase in the number of jobs, particularly in the service sector, may well prove to be smaller.

Whereas in the past, industry and the services have always been able to fall back on an indefinite supply of foreign workers, this will no longer be possible in future. This means that the demand for labour in the high growth sectors of the economy will have to be largely reduced through rationalization measures and/or met through the mobilization of additional labour (e.g. by increasing the employment rate among women as a result of more part-time job opportunities). The planned immigration restrictions for foreign workers could, however, have an adverse effect on areas of the Federal Republic threatened by depopulation, if, during a subsequent boom in the economy, the already over-populated, over-strained agglomerations were to exert an

even greater pull on the German and privileged foreign workers in the areas threatened by depopulation, without there being any appropriate and effective counteraction at regional level. However, a migration from other regional units - even if these have a certain excess labour force - to satisfy the labour demand of one particular region, would, in any event, run contrary to the regional planning policy picture of a target population distribution (cf. I.2.1).

4.2 Status quo forecast of the regional development of places of employment

The regional differences in the development of work places - which have been calculated for the upper variant - are due to the combined effect of a large number of factors, so that there is scarcely any single case in which one development component can be considered the sole deciding one.

- The future work place development in any regional unit goes up, for example, the more the percentage of rapidly shrinking open land (agriculture or mining) goes down, or the greater the percentage of rapidly growing manufacturing sectors (electrical engineering or chemicals), or of the service industry.
- Recent years have shown that the attractiveness of any region, i.e. its leisure value, its range of sophisticated infrastructure facilities, or alternatively, its agricultural appeal, largely determines its development prospects.
- The presence of untapped employment potential is also a factor which has a positive effect on the development prospects of any region.

4.2.1 The map no. 11 shows that the traditional growth and concentration areas along the axis Cologne - Frankfurt - Mannheim/Ludwigshafen - Karlsruhe - Stuttgart - Munich (regional units 18, 24, 28, 29, 30, 34) would have high growth rates in places of employment until 1985, as would the south-western region of the Upper Rhine and Lake of Constance - regional units 36, 37. Depending on the intensity of the regional economic growth, the following work place growth rates must be anticipated in these areas:

Regional units with a clearly above-average work place development over the period 1970-1985

Regional unit	as a %	In 1000's
(29) Upper Rhine - Northern Black Forest	15	85
(37) Upper Rhine - Southern Black Forest	15	125
(34) Munich-Rosenheim	15	194
(30) Neckar-Franconia	13-12	223-197
(18) Cologne	13	139
(24) Frankfurt-Darmstadt	11	157
(28) Rhine-Neckar-Southern Palatinate	11	94
(36) Alb-Upper Swabia	11	71

These regionally concentrated growth trends, however, run contrary to the regional planning policy picture of a well-balanced development of the spatial and settlement structures of the Federal Republic and may not therefore be taken as future planning bases; in fact

these development trends ought to be counteracted, in accordance with III.1.1.

4.2.2 A development in the opposite direction would most likely occur in parts of the northerly, westerly, or easterly, fringe regions of the Federal Republic of Germany where there are areas threatened by a well-below-average growth of places of employment, or even by a decline in their absolute number.

Besides the two traditional mining areas on the Ruhr (regional unit 15) and Saar (regional unit 26), and West Berlin (regional unit 38), these are for the most part predominantly rural areas of North Germany (regional units 1, 2, 4, 6, 7), the western Eifel-Hunsrück area, West Palatinate, and Middle Eastern Hessia (regional units 19, 27, 21), and of the East Bavaria border areas (regional units 22, 32, 33).

Regional units with a stagnating development of places of employment over the period 1970-1985

Regional unit	percentage	In 1000's
(38) Berlin (West)	-6	-55
(22) Bamberg-Hof	0	-1
(19) Treves	0	0
(33) Landshut-Passau	0	-1(+)-2
(26) Saar District	1-3	4-13
(1) Sleswick	2	3
(32) Regensburg-Weiden	2	10
(15) Esse	2	25
(6) Osnabrück	3	8
(2) Middle Holstein-Dithmarschen	3	14
(21) Middle Eastern Hessia	3	16
(27) West Palatinate	4	8
(4) Luneburg Heath	4	9
(7) Ems	4	11

In the long run the growth of places of employment in these areas will depend on the extent to which new industry and services can be successfully located there.

4.2.3 The forecast for the development of places of employment shows that, under status quo conditions, it is above all South Germany whose continuous economic development until the mid-eighties is endangered by a considerable increase in regional disparities. There we have areas with a very high growth pressure relatively close to areas with a stagnating economy.

In contrast to this, Northern Germany (regional units 1-7, 10, 11) does not show such large disparities in its development of places of employment. It is, however, characterized by a general development which is below average, one of the reasons for a migration trend from North to South.

4.3 Status quo forecast of regional population development

The regional population trends in the different regional units will most probably run very different courses.

- Regional age-structure differences and varying fertility rates by regions will continue to be the cause of

considerable variations in the natural population trend among the regional units.

- Some of the working population with their families will probably migrate away from various regional units on account of the relatively poor working and living conditions – as they have done in the past (cf. II.1).
- The number of foreigners will fluctuate considerably, these being concentrated, as in the past, in a few, mostly densely populated regional units.
- The calculations are based on the upper variant.

4.3.1 Without migration, most of the regional units will have to reckon with a considerable decrease in population by 1985, on account of their birth-rate deficit (cf. map no. 12). The only region now with a surplus of births worth mentioning is the North-West Germany (regional units 6, 7, 8). Birth-rate deficits are particularly high in regional units with a high population density.

4.3.2 Regional population trends in future will therefore depend to a large extent on migration.

High migration gains of gainfully employed persons and their families will be registered by areas with a high growth of places of employment and a labour shortage. This applies to the axis Düsseldorf – Cologne – Frankfurt – Mannheim/Ludwigshafen – Karlsruhe – Stuttgart – München (regional units 16, 18, 24, 28, 29, 30, 34), also to the North German regional units of Hamburg and Hanover (units 3, 10), and the regional unit (31) Ansbach-Nuremberg (cf. map no. 13).

Regional units	as a % of the 1970 population	net migration 1970–1985 in 1000's
(34) Munich-Rosenheim	20	540
(24) Frankfurt	12	350
(30) Neckar-Franconia	12–10	392–340
(29) Upper Rhine – Northern Black Forest	11	138
(3) Hamburg	10– 8	286–222
(31) Ansbach-Nuremberg	10– 8	154–126
(18) Cologne	9	222
(10) Hanover	9	174
(37) Upper Rhine – Southern Black Forest	9– 8	164–144
(16) Düsseldorf	8	270
(28) Rhine-Neckar- Southern Palatinate	8	142

These regionally concentrated growth trends, however, run contrary to the objectives of a regional planning policy of a well-balanced development of the spatial and settlement structures of the Federal Republic and may not therefore be taken as future planning bases; in fact these development trends ought to be counteracted, in accordance with III.1.1.

A comparison of the migration forecast with the forecast of places of employment development (cf. map no.

11) draws attention to the importance of the regional population structure for the development prospects of the different regional units.

On account of its favourable population structure, the regional unit Alb-Upper Swabia (36) could, for example, cater for part of the future growth of places of employment out of its regional labour force potential. On account of their unfavourable regional age structure, the regional units (3) Hamburg, (10) Hanover, (16) Düsseldorf, (31) Ansbach-Nuremberg, on the other hand, would require very high migration gains in order to be able to meet the labour demands of an average growth of places of employment.

4.3.3 The population would migrate away from those regions of the Federal Republic in which there was, generally speaking, no satisfactory range of qualified jobs to choose from. Particularly threatened by out-migration for this reason would be the regional units (1) Sleswick and (4) Luneburg Heath, North-West Germany including the Ruhr area (regional units 6, 7, 8, 15), (21) Middle-Eastern Hessia, as well as areas in the west of the Federal Republic (regional units 19, 20, 26, 27), and East Bavaria (regional units 22, 32, 33).

Regional unit	as a % of the 1970 population	net migration 1970–1985 in 1000's
(26) Saar District	-11(-) 9	-122(-)104
(7) Ems	-10	- 78
(19) Treves	- 9	- 44
(8) Munster	- 8	-86(-) 84
(6) Osnabrück	- 7	- 44
(1) Sleswick	- 6	- 24
(33) Landshut-Passau	-6(-) 5	-60(-) 54
(32) Regensburg-Weiden	- 5	- 48
(15) Esse	- 3	-112
(27) West Palatinate	- 2	- 10
(21) Middle Eastern Hessia	- 1	- 14
(20) Koblenz	- 1	- 12
(4) Luneburg Heath	0	- 2

The latest forecasts prepared by the State of Bavaria also show that there will be a negative development trend in the regional unit (22) as follows

(22) Bamberg-Hof	- 3	- 26
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4.4 Consequences of the development trends in the distribution of places of employment and population for the living conditions in the different parts of the Federal Republic

4.4.1 The gradient in the economic structure between the generally congested, expanding areas and the stagnating monostructural or predominantly rural areas, as reflected by the forecast for places of employment, will probably become steeper, assuming that status quo conditions prevail.

- Regional units with an above-average growth of places of employment would, with their expanding

and socially differentiated labour markets, create above-average opportunities for professional, and therefore also social, advancement in future, for part of their population. However, there would also be the danger that a large, regionally concentrated demand for unskilled labour would result in the formation of ghettos of social minority groups in these regions. The so-called "immigrant worker ghettos" in some expanding regional units with a high density of population, show clearly what apparently insurmountable integration problems will have to be solved if nothing is done to counteract the regionally concentrated growth of places of employment.

- The living conditions of the inhabitants of regional units with a stagnation in the development of employment figures would improve only marginally, or not at all, on account of below-average wage levels or incomes, too few opportunities for promotion, and insufficient job security.

4.4.2 The development of the **environmental situation** would be characterized in part by a gradient in the opposite direction. A larger than average strain could be imposed on the natural resources in the densely populated regional units tending towards rapid growth. The negative developments caused by sewage, air pollution, noise, the depletion of resources, could grow rapidly and have an adverse effect on the living conditions of all the inhabitants. There are, however, already signs that in stagnating regional units too, from which the population is outmigrating, the pressure on water reserves for the supply of drinking water, and the degree of environmental pollution, are still continuing to increase.

4.4.3 As far as the **provision of infrastructure** is concerned, the spatial disparities which can be expected by 1985 are not becoming as clearly discernible as they are in the case of the development of places of employment.

There will probably be some lack of infrastructure facilities in both stagnating and expanding regional units. This may well be particularly noticeable in predominantly rural regional units threatened by out-migration, in the case of the high-quality infrastructure serving a comparatively large area (universities, hospitals in retarded areas).

On the other hand, in regional units with a high population density, for which high net immigration has been forecast, the standard of basic infrastructure facilities will deteriorate, assuming status quo conditions. Over and above this

- the already frequently strained situation in as regards housing and the real estate market could become even more acute,
- private transportation could continue to increase steeply, causing an even more severe strain on the highway system,
- the areas reserved for sport and leisure activities could continue to shrink, or else be pushed so far out to the periphery of settlements that they would no longer be within easy access for local recreation.

4.4.4 These results, which are to be anticipated under status quo conditions regarding regional planning policy, would not be in accordance with the objective of improving the quality of life of the population by eliminating large-scale disparities, as described in section I. The future development of the spatial and settlement structures in the Federal Republic of Germany will be determined by large-scale concentration processes on the one hand, and depopulation processes on the other, even with a decreasing trend in overall population figures, unless this development is more effectively counteracted than hitherto, by Federal and Laender regional planning policies.

III. General spatial distribution of the development potential available

1. Problem areas and retarded areas on which regional planning policy is to focus

From a comparison of the "Objectives for the general spatial development of Federal territory" (section I) with the "Present situation and development trends" (section II), conclusions for regional planning policy can be drawn which are set out in the present section below. They concern

- problem areas of the overall spatial distribution of population, in which a tendency to substantial migration movements would have undesirable consequences for the spatial and settlement structures,
- retarded areas characterized by particular structural weaknesses in which increased subsidies will be necessary to develop a properly functioning spatial and settlement structure,
- focusing the use of investment funds affecting the spatial structure on development centres and axes.

It will be shown in this section how the limited development potential (funds and resources) available can be used most effectively to achieve the objectives of regional planning policy.

1.1 Problem areas of the overall spatial distribution of population

In the past 25 years the population of the Federal Republic of Germany has grown rapidly as a result of relatively high net immigration and of a surplus of births. According to the development trends discussed in section II.4, however, no further increase in the population is to be expected, at least until the mid eighties. In fact, we must reckon with the population remaining at its present level, at most, in the Federal Republic, with the possibility of a considerable decrease in population not to be excluded either.

The net immigration for a number of regional units predicted by the status quo forecast (cf. II.4) can in future scarcely be the result of immigration from abroad, i.e. they can now only be achieved through outmigration from other regional units. There is the danger in this development of an increase in the large-scale outmigration from a number of regional units, to an extent even exceeding the forecasts (cf. II.4). Already in the past (1967-1971), the outmigration of parts of the working population from some regional units of the Federal Republic has been considerable (cf. II.2).

The Federal Regional Planning Programme, however, assumes that reductions in population as a result of out-migration should not occur in any regional unit, i.e. neither in the rural, structurally weak regional units, nor in stagnating regional units with a high population concentration.

Regarding the overall target distribution of population, a distinction has to be made, from the regional

planning point of view, between the following types of problem areas (cf. map no. 14):

- areas tending to have a negative migration balance compared with other areas of the Federal Republic (areas threatened by net migration losses)
 - I North Sleswick - Middle Holstein (Sleswick)
 - II Ems area, Country of Munster-Lower Rhine (Ems, Osnabrück, Munster, Esse)
 - III Southwestern parts of Eifel-Westerwald, western Saar-West Palatinate (Treves, Saar)
 - IV Eastern parts of Main Frankonia, East Bavaria (Bamberg-Hof, Regensburg-Weiden, Landshut-Passau)
- areas tending to have a high demand for labour from other areas of the Federal Republic and from abroad (areas with pressure caused by in-migration)

A Düsseldorf/Cologne

B Frankfurt

C Stuttgart

D Munich

In future, every sizable gain in internal migration will mean on balance significant reductions in population and labour force in other areas - a situation which threatens problem areas I-IV in particular. Priority as regards financial support must be given to these areas in order to prevent large depopulated zones coming into being in the Federal Republic. These areas must be given a certain priority in the allocation of funds; since, once they have got underway, it is difficult to slow down large-scale outmigrations into expanding regional units, or intercept them by means of development centres.

If a surplus of births is still to be expected in any regional units for the time being, the resulting surplus population should be largely maintained. Where a decrease in population is due to the generally declining birth rate, it can probably only be compensated for to a limited extent through migration into that area.

The regionally concentrated demand for approximately 1 million additional workers (cf. II.2.4) in the areas with pressure caused by in-migration (A-D), is to be counteracted by orienting this surplus demand towards the areas threatened by out-migration.

If due consideration is to be given to the objectives of regional planning policy, then, with decreasing population figures in all parts of the Federal Republic, the development of places of employment should first of all fall in line with the development of the regional labour force potential (cf. I.2.1).

1.2 Retarded areas characterized by particular structural inequalities

The large structural differences between different regional units should be eliminated by evening out the

most severe regional structural inequalities through a larger allocation of funds. The principle of removing bottlenecks gradually and continuously should be followed: structural improvement efforts should be focused on regional units whose amenity level in a number of infrastructure areas, or whose employment structure, is distinctly below the Federal average.

The regional units characterized by particular structural inequalities have been grouped together in the map no. 15 into retarded areas.

As far as the regional structural weaknesses are concerned, in the initial approach used in this Programme only particularly obvious, large-scale structural differences which call for a larger allocation of funds, are referred to. It will only be possible at the updating stage of the Programme to put the measurement of structural differences of this kind on a more reliable basis with the help of a system of social indicators.

1.2.1 Particular efforts should be made to develop the **Infrastructure** in regional units in which deficits in several fields of the infrastructure are especially large.

At the same time, steps should be taken in all the regional units to ensure that severe deficits in even only one sector of the infrastructure are alleviated at an early date – which ought to prevent any new large-scale disparities from coming into being. In regional units in which a long-term adequate provision of the different sectors of the infrastructure has already been achieved, and where consequently no special demands exist, the level achieved must at least be maintained. Particularly, in regional units with a high level of infrastructure and a high density of population, replacement needs can reach a considerable dimension. They have to be covered by the generally necessary fund allocation – as has also the need for new infrastructure facilities on account of changes in qualitative requirements. In this way, the standard of services and economic productivity are to be secured for the future. This applies particularly to regional units with large agglomerations. All these different needs are important: the Federal Regional Planning Programme, however, puts the main emphasis on meeting the largest accumulated needs, which calls for a larger allocation of funds, because for the time being the effective elimination of the large scale disparities in order to achieve equally good living conditions throughout the Federal Republic is the primary consideration.

1.2.1.1 To a greater extent than hitherto, the target spatial distribution of population, with due consideration being given to the different age groups, is to be taken as a standard for the regional control of the **general Infrastructure** investments. The term "general infrastructure" here refers in particular to the sectors education, health, welfare, leisure, sport, recreation, housing, transportation and communication, as well as the various other technical service facilities at the local level.

The regionally accumulating inadequacies in the general infrastructure call for an increased allocation of funds for the improvement of the infrastructure, primarily in rural, thinly populated regional units.

The accumulated needs of these areas must not only be measured in terms of the infrastructure deficit per head of the population – due consideration must also be given to the disadvantages which are due to their lower carrying capacity and to the poorer accessibility of these areas (cf. also 1.2.3).

Despite a relatively good standard of service facilities per head of population in different sectors of the infrastructure, regional units with a high density of population can receive high fund allocations in absolute terms. The reason for this is that in such instances the large size of the population creates a high overall need. The per capita amounts, will, however, generally be smaller than in the regional units with inadequacies, particularly in the infrastructure.

1.2.1.2 The special infrastructure serving agriculture, forestry, and manufacturing, cannot be measured in terms of the number of inhabitants like the general infrastructure. The main factor in this respect is the spatial distribution of investment aids for the improvement of the economic structure, in accordance with the objectives and requirements of regional and Laender planning. In this way, a regionally concentrated development of this special infrastructure is to be linked with the distribution pattern of the investments under regional policy programmes. Furthermore, it is assumed that a certain provision of private amenities, resembling infrastructure facilities, belonging to the tertiary sectors trade, transportation, and other services, plus an adequate choice of housing is desirable in order to back up the creation of qualified places of employment.

1.2.2 The objective of achieving equally good living conditions throughout the country, depends on the existence of a certain level of **economic efficiency** in all parts of the Federal Republic. An appropriate regional distribution of the population can only be achieved if there is a wide range of secure places of employment in all parts. If that is not the case, particularly in regional units which are partly situated in the border zone adjacent to the German Democratic Republic, or which include economically weak areas, then they must be created through increased financial aids within growth-centres of private investments. Retarded areas with particular weaknesses in the employment structure are primarily characterized by

- a forecast deficit in the places of employment with particular regard to the anticipated decrease in the number of jobs in those sectors of industry (cf. II.4) that are dependent on location,
- a low income level of employees in the manufacturing industry and mining (cf. II.2), and
- high unemployment quotas.

The structural deficiency reflected here calls for an increased allocation of funds.

The improvement of the regional economic structure comes about not only through a balance among the different regional units, but primarily through the development of certain parts of regional units as growth centres. Regional economic considerations have to take into

account a large number of other space-related factors which are also to be derived from Gesetz über die Gemeinschaftsaufgabe "Verbesserung der regionalen Wirtschaftsstruktur", (cf. I.1.3).

The retarded areas marked on the map no. 15 which are characterized by particularly severe weaknesses, mainly in the employment structure, are to be used for the general orientation of the regional and sectoral promotion of the economy.

They also include structural defects in the agricultural and forestry sector. Depending on the regional agrarian structure, and to the extent required, these are to be alleviated (with the aid of funds for land consolidation and for improving production and working conditions in agriculture and forestry, for water management and land reclamation measures, and for improving the market structure), in order to achieve a properly functioning and efficient agrarian structure. Funds may also be allocated preferentially to priority areas for leisure and recreational purposes, and to areas with special ecological equilibrating functions, provided these functions are only being safeguarded for the most part through agricultural or forestry utilization.

In areas characterized by particular structural weaknesses, mainly in the employment structure, steps should be taken to counteract too rapid a decrease in the agricultural labour force. In addition to keeping agriculture competitive, it should be borne in mind that they also have the task of conserving the man-made land-scape. In agriculture the aim should also be to introduce efficient types of farm units, in order to remain competitive in the E.E.C. The appropriate provision of infrastructure serving agricultural production activities should also be implemented. At the present time, in order to fulfil para 2, section 2 of the law "Improvement of the agrarian structure and of coastal protection (§ 2 Abs. 2 des Gesetzes über die Gemeinschaftsaufgabe "Verbesserung der Agrarstruktur und des Küstenschutzes") of 3 September 1969 (BGBl I p. 1573), amended by the Act on the Amendments of Former Acts concerning General Projects (Gesetz zur Änderung der Gesetze über die Gemeinschaftsaufgaben) of 23 December 1971 (BGBl. I p. 2140), agricultural policy is in the process of spatial and sectoral defining centres, the spatial aspects of which are to be taken into consideration in the updating of the Programme.

If the structural weaknesses in different sectors in one area reinforce each other, then an increased promotion of one sector can also help eliminate structural inequalities in other sectors at the same time. In this way, a regional deficiency in agriculture and forestry, for example, generally cannot be completely overcome through the promotion of the agrarian structure, but also, or even mainly, through measures to attract industry into the area. The regional units in which structural weaknesses of the economy prevail, tend to be grouped together to form sizable, interconnected retarded areas in which the economic deficiencies are to some extent further aggravated by shortcomings in the infrastructure. They are primarily to be counteracted by an improvement in the spatial macro-structure, integration into the long-distance traffic networks, and the provision of energy supply.

1.2.3 The environmental quality to be aimed at in all the regional units is to conform in the long term with the target system (cf. I.1.2) and, taking space-related aspects into consideration, be primarily achieved through:

- the protection of the regeneration areas against uses with an adverse effect on their functioning,
- measures for the removal of sewage and waste products generally in accordance with environmental principles, including processing and recycling; as far as the infrastructure in this respect is concerned, the connection with fully biological purification plants is of particular importance,
- measures for protection against immissions (clean air measures, noise abatement).

A key problem is the use of additional areas for development purposes. In view of the target concentration of residences and places of employment, the making available of land for development purposes should be restricted for the most part to development centres, relief centres, and central places, in order to prevent any more urban sprawl with its ecological disadvantages. Care must be taken to see that in every regional unit the accumulated needs for sport, leisure, and local recreational areas for the existing population can be met.

2. Principles for the spatial distribution of the development potential

The extent to which the identification of the problem areas and retarded areas on which regional planning policy is to focus (section III.1) will bring about the elimination of large-scale disparities and an improvement in the spatial and settlement structure also depends to a large degree on the distribution of the development potential (cf. map no. 15) within the regional units. This also calls for an orientation framework which will apply throughout the Federal Republic, although it is the responsibility of the Laender to determine the objectives falling within the scope of para 5, section 2 of the ROG.

The basic principle for the intra-areal distribution of the development potential is a stringent location-oriented concentration of promotion measures affecting the spatial structure. Within the framework of this Programme this applies in particular to development centres and axes of overall spatial importance (cf. 1.2.2).

2.1 Development centres

Development centres are to be determined by the Laender in such a way that they can best fulfil their task (cf. section I.2.2) of eliminating large-scale or intra-areal disparities.

The following principles are to be observed:

1. The number of development centres is to be commensurate with the available development potential. On account of the shortage of development potential, only a limited number is to be identified; the special situation border zone adjacent to the German

Democratic Republic is to be taken into consideration in the process.

- 2. Development centres are to be primarily established in retarded areas characterized by particular structural weaknesses. If certain parts of regional units not identified as retarded areas, suffer from severe structural deficiencies, development centres can be implemented here too, for the purpose of eliminating intra-areal disparities; this is particularly applicable to the border zone adjacent to the German Democratic Republic and other areas subsidized within the framework of the general project for the "Improvement of the regional-economic structure".
- 3. As a rule, it is the main and medium-sized centres laid down in the Laender programmes and plans which are used as development centres. On the one hand, however, not all the main and medium-sized centres can be made into development centres, and, on the other, development centres can be made out of other places too, if these promise to be effective in the long term, from the point of view of the objectives of this Programme.
- 4. Development centres are to be well integrated into the intra-areal network of axes and as far as possible to be conveniently located with respect to the axes of overall spatial importance (cf. map no. 16 and I.2.2).

2.2 Axes of overall spatial importance

The purpose of axes of overall spatial importance is to

safeguard the general pattern of spatial interrelationships both within the Federal Republic and with abroad, as well as the communications between the different regional units (cf. I.2.2).

An initial determination of these axes (cf. map no. 16) was also based on the following principles:

The axes of overall spatial importance are to

- connect the densely populated or metropolitan areas with one another,
- integrate peripheral areas, and in particular the border zone adjacent to the German Democratic Republic, into the general system for the exchange of goods and services, and
- confer locational advantages on the areas they touch, and provide impulses for structural development.

The development of the network of axes of overall spatial importance is primarily intended to benefit the retarded areas defined in section III.1, bringing about in these areas above all an improvement in the locational advantages of the development centres and their long-distance communications.

In the programmes and plans of the Laender, the network of axes of overall spatial importance is to be supplemented by additional axes which ensure adequate intra-areal communications in accordance with the target settlement structure.

IV. Importance of the Programme for Federation and Laender

Updating

1. This Programme is based on the following findings:

- The spatial and settlement structure of the Federal Republic shows undesirable disparities between different areas.
- The use of the ways and means capable of influencing the spatial and settlement structure has not been sufficient to counteract this unequal, development effectively.
- In the field of regional planning too, an improvement in the quality of life can only be achieved through joint efforts at all levels of the political decision making process.

Together, Federation and Laender have worked out objectives for the long-term development, and this Programme is the result. It is therefore the basis for open, future-oriented cooperation between Federation and Laender, as well as among the Laender themselves.

1.1 This Programme expresses in concrete terms the objectives and principles of the paras. 1 and 2 of the Federal Law concerning Regional Planning (Raumordnungsgesetz - ROG -) from the point of view of a long-term, general spatial development for the Federal Republic of Germany as a whole. It constitutes the overall frame of reference which should enable, or make it easier, for Federation and Laender to achieve a greater efficiency in those plans and measures affecting the spatial structure. The same applies to the investment of funds affecting the spatial structure. Federation and Laender will each be responsible for suitably adapting their respective spatial plans and measures to match up with the objectives expressed in this Programme. As a coordinating programme it has to take into consideration the sectoral planning carried out by the various Federal departments and the Land planning in the different Laender.

1.2 For the Federation this Programme means:

1.2.1 The Federal authorities will consequently work towards the adaptation of their spatial plans and measures with the objectives expressed, and the focal points determined, in the Programme, in accordance with para. 3, section 1 of the ROG, and section 65, sentence 2 of the Basic Law (Grundgesetz - GG -). They will work towards this adaptation in joint Federal and Laender planning committees.

This applies in particular to

- the general projects of Art. 91a of the GG:
 - extension of existing, and building of new universities, including university hospitals,
 - improvement of the regional economic structure,

- improvement of the agrarian structure and of coastal protection measures.

The demarcation of areas subsidized within the framework of the general projects should only be adjusted when the Federal Regional Planning Programme has been updated on the basis of the "Mittelbereiche" (central places of medium size and their Back country) (cf. II.1);

- planning for education and research sponsoring according to Art. 91b of the GG,
- the partly federally financed projects of Art. 104a, section 4 of the GG:
 - Act on the financing of municipal transportation, (Gemeindeverkehrsfinanzierungsgesetz),
 - Act on the promotion of urban development, (Städtebauförderungsgesetz),
 - housing subsidies,
 - Act on hospital financing, (Krankenhausfinanzierungsgesetz),
- as well as to other planning, activities, and measures affecting the spatial development.

1.2.2 The Federal Minister responsible for Regional Planning will take steps to ensure that the objectives and principles expressed in concrete terms in the Programme are implemented by all the Federal authorities in their plans and measures affecting the spatial structure.

1.2.3 The Federal Minister responsible for Regional Planning, and the other Federal authorities, will work towards having the Programme taken into consideration in the coordination of Laender level plans and measures affecting the spatial structure.

1.3 For the Laender this Programme means:

The collaboration between Federation and Laender has produced a joint basis for the coordination of Laender development plans and programmes with the objectives of the general spatial-structural development of the Federal Republic of Germany.

The Laender ministers responsible for regional and Land planning will take steps to ensure that programmes and plans at Laender level are brought in line with the objectives and focal point determinations of this Programme, subject to planning legislation at Land level.

For the first time, the Laender are in a position to coordinate their respective plans and programmes on the basis of an analysis and forecast of the general developments throughout the Federal Republic of Germany.

1.4 Objectives stated in the Programme, which are adopted by the Laender as their regional and Laender planning objectives, are to be observed by the Federal and Laender authorities, the municipalities and municipal associations, and the other planning bodies mentioned in para. 4, section 5 of the ROG (para. 5, section 4, ROG).

2. This Programme has been designed for an early updating, for it cannot be used to solve all the problems of a future-oriented regional planning policy. The process of quantifying the objectives on the basis of social indicators is still in its early stages. The debate on how to solve various questions of future significance in regional planning; and certain specific problems (e.g. priority areas, new rapid transit technologies, fallow areas), is still going on. The same applies to location-based functions of national and international importance.

But there are other reasons too, why the Programme must be updated in the near future:

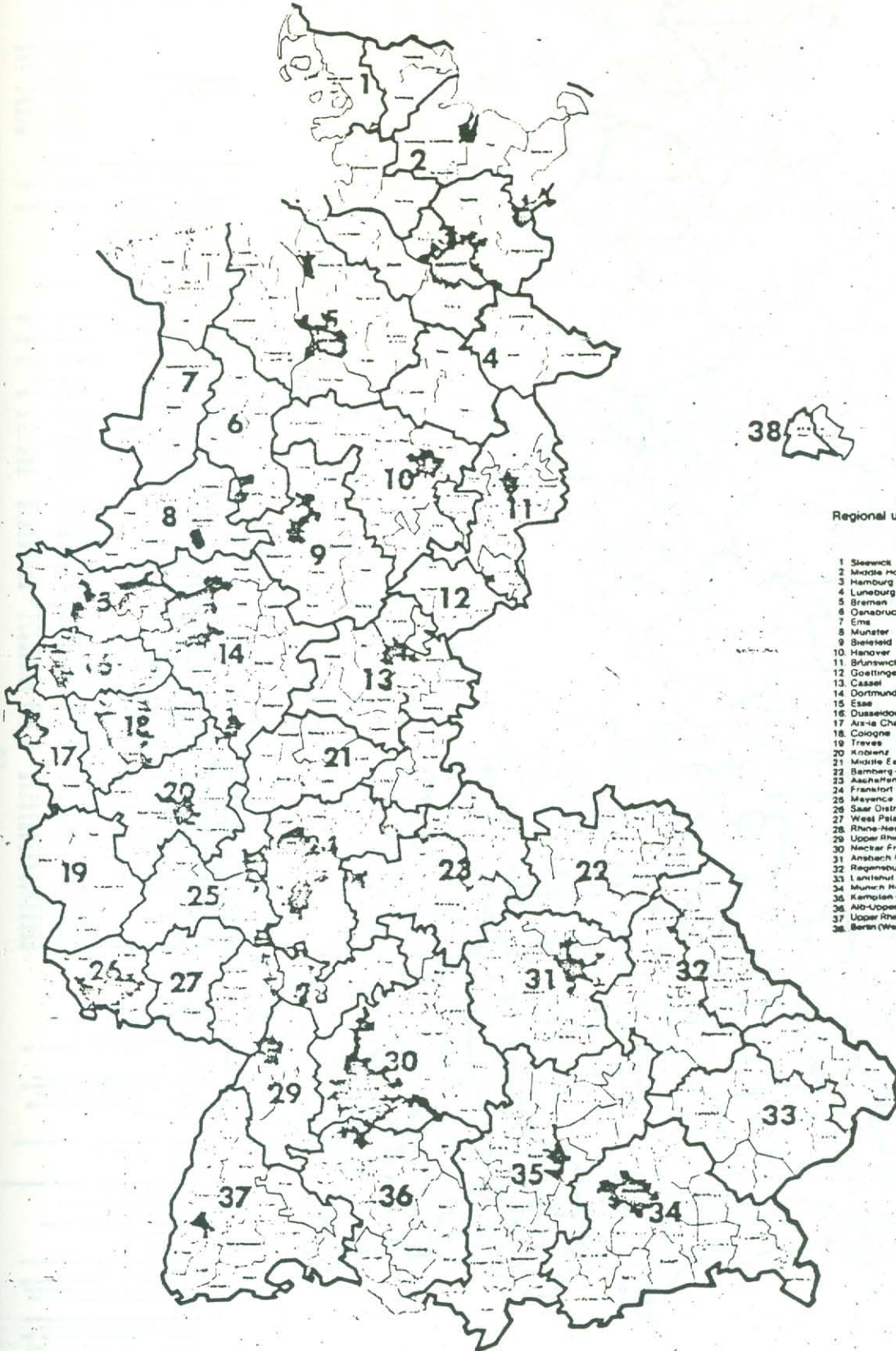
- The demarcation of the regional units must be updated (cf. II.1).
- Many of the basic data used here will soon be out of date; in future, moreover, the data should be given in

such a way that they can be aggregated at Laender level.

- The development trends in population and economy will create new sets of facts.
- The results of monitoring the progress of developments in the spatial and settlement structures could mean that the tools of regional planning policy will have to be improved or revised.
- New scientific findings will have consequences as far as regional planning policy is concerned.
- European regional planning policy is still in its infancy - as its results become more concrete they must be incorporated into the regional planning policy practised in the Federal Republic of Germany.

With this Programme, Federation and Laender have taken the first steps towards coordinated regional planning policies for the general spatial development of the Federal Republic of Germany. Like any other new programme, the Federal Regional Planning Programme is at the same time both the result and the beginning of a process of critical evaluation of the objectives upon which it is based, and the proposed distribution of funds. Seen in this way, the Programme will provide us with an opportunity to shape our future in the interests of our country.

Regional units
for the Federal Regional Planning Programme



Regional unit

	area sq. km	inhab. in 1000's as of 27. 5. 1970	inhab. per sq. km
1	4150	423.5	102
2	7490	1369.3	183
3	8314	2867.3	347
4	7171	356.8	78
5	9478	1870.9	197
6	4419	625.9	142
7	7080	748.7	106
8	4948	1078.2	218
9	6481	1736.9	266
10	7953	1930.4	243
11	5890	1217.1	214
12	2192	415.6	190
13	6712	966.7	144
14	8754	3220.5	368
15	4080	4218.2	1034
16	2953	3222.9	1091
17	2777	919.7	331
18	4051	2519.8	622
19	4922	452.4	96
20	5498	1025.8	188
21	6752	1101.3	163
22	8973	1021.3	147
23	8119	1154.8	142
24	6866	2863.9	433
25	5329	1296.2	244
26	2568	1119.7	436
27	3075	541.1	176
28	5203	1831.6	352
29	3084	1205.9	393
30	10447	3369.9	324
31	7895	1563.7	198
32	10375	1025.5	108
33	10870	1083.5	100
34	12674	2794.6	220
35	13741	1866.0	138
36	8704	1397.0	161
37	9766	1842.8	189
38	480	2122.3	4421

121 Boundary and number of the regional units for the Federal Regional Planning Programme* - fixed in accordance with the boundaries as of the 1970 census -

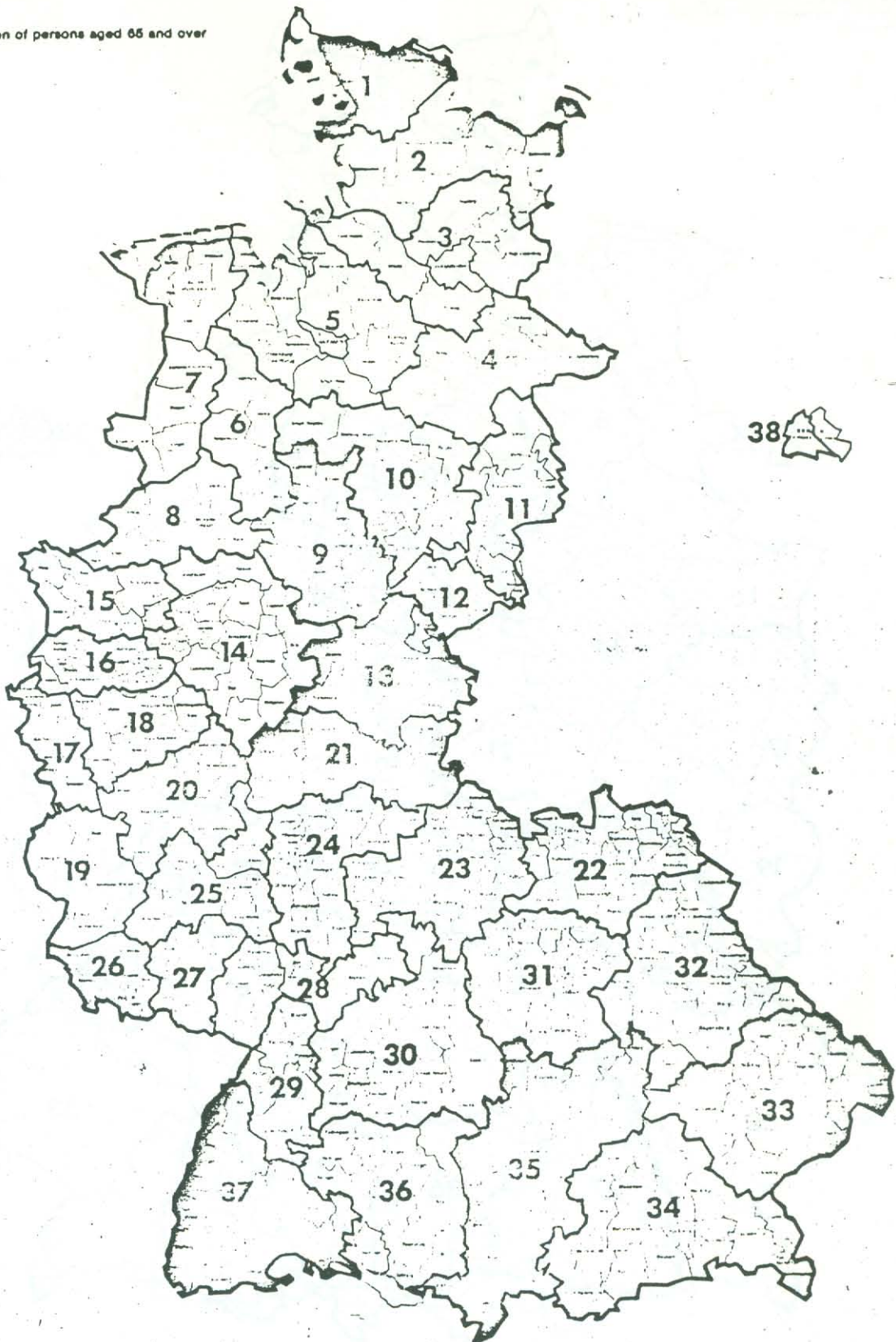
Metropolitan areas/densely populated areas in accordance with the resolution of the 21. November 1968 of the Conference of Ministers for Regional Planning

— Boundary of the East-West German frontier zone

— county boundaries
— boundaries of the administrative districts
— Länder boundaries
— Federal German frontier

* On the map no. 15 for the identification of the retarded areas, the regional units 22, 23 and 31 to 35 are drawn in slightly differently in order to match up with the planning regions.

Net internal migration of persons aged 65 and over



Net figure per 1000 inhabitants
aged 65 and over

- 5** below -3
- 6** -3 up to +3
- 17** +3 up to +12
- 16** +12 up to +20
- 4** +20 and over

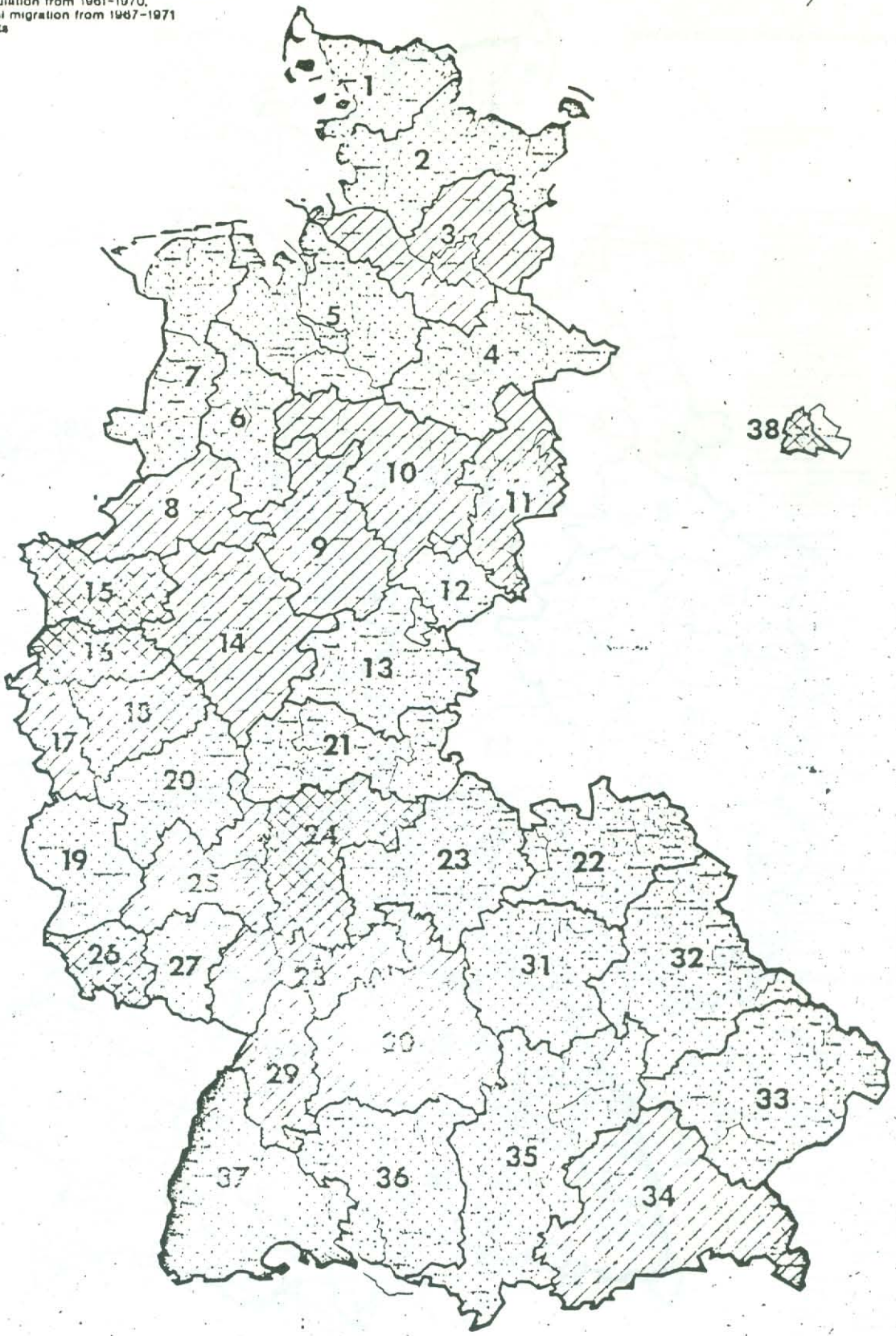
Lowest regional average: -65.8 (38) Berlin (West)
 Highest regional average: +32.8 (20) Koblenz
 Federal average: 0











Concentration trends

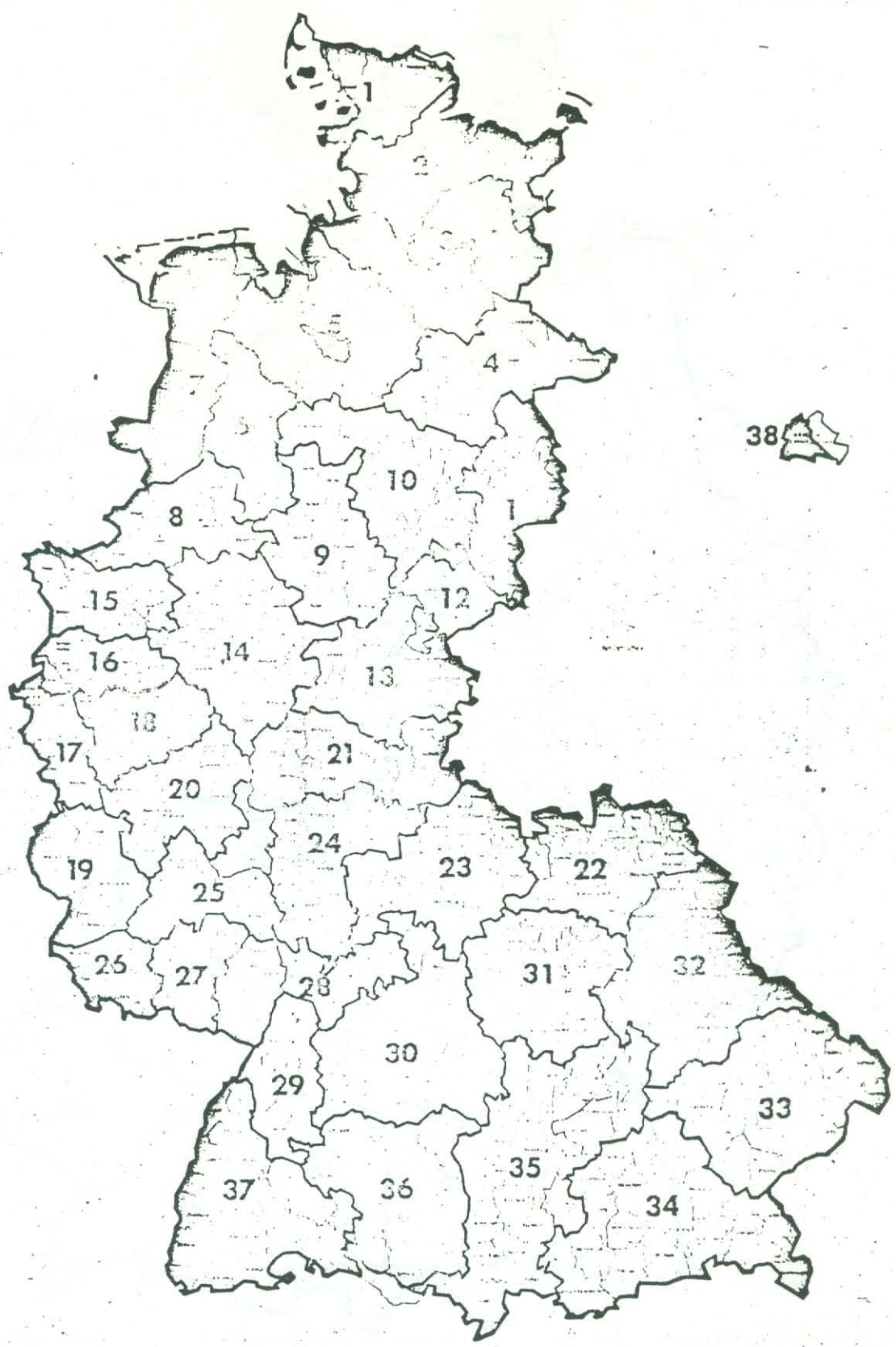
Classification according to the 1970 population density, change in the population from 1961-1970, and the net internal migration from 1967-1971 per 1000 inhabitants

36/








-  strongly increasing trend, internal migration gain
 -  increasing trend, *) balanced or slightly negative internal migration
 -  slightly increasing trend, *) balanced or slightly negative internal migration
 -  stagnating or decreasing trend, internal migration loss
 -  stagnating or decreasing trend, high internal migration loss
- *) caused by positive external migration balance

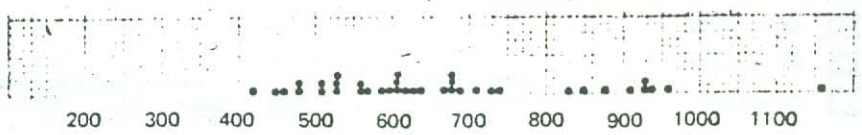
- population density
inhabitants per square kilometre
-  under 200
 -  200 up to 400
 -  400 and over

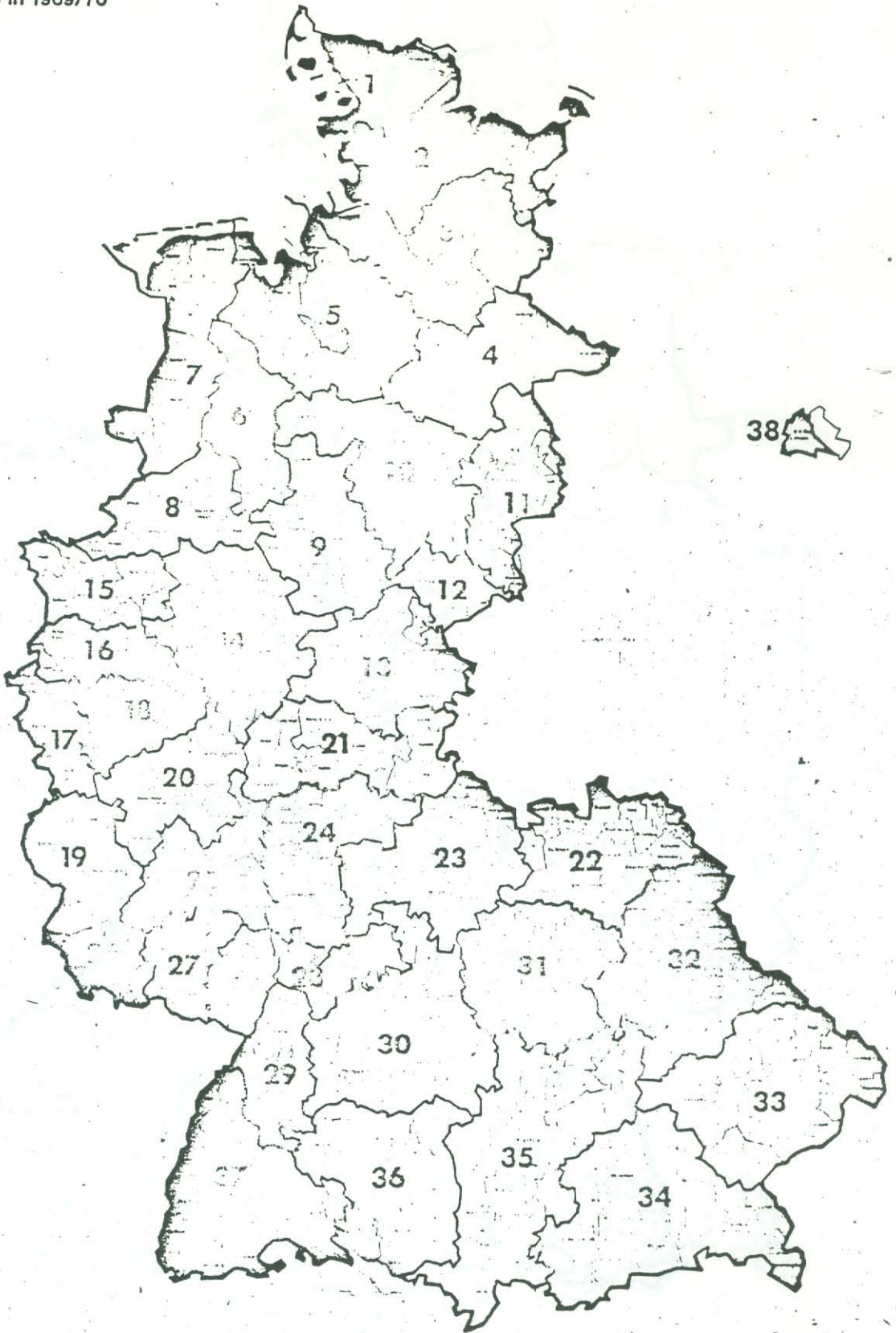


DM per capita

-  5 under 500
-  16 500 up to 650
-  850 up to 800
-  800 up to 900
-  6 900 and over

Lowest regional average: 411.4 (27) West Palatinate
 Highest regional average: 1150.8 (12) Goettingen
 Federal average: 639.3

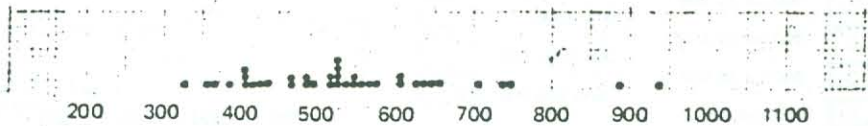




DM per capita

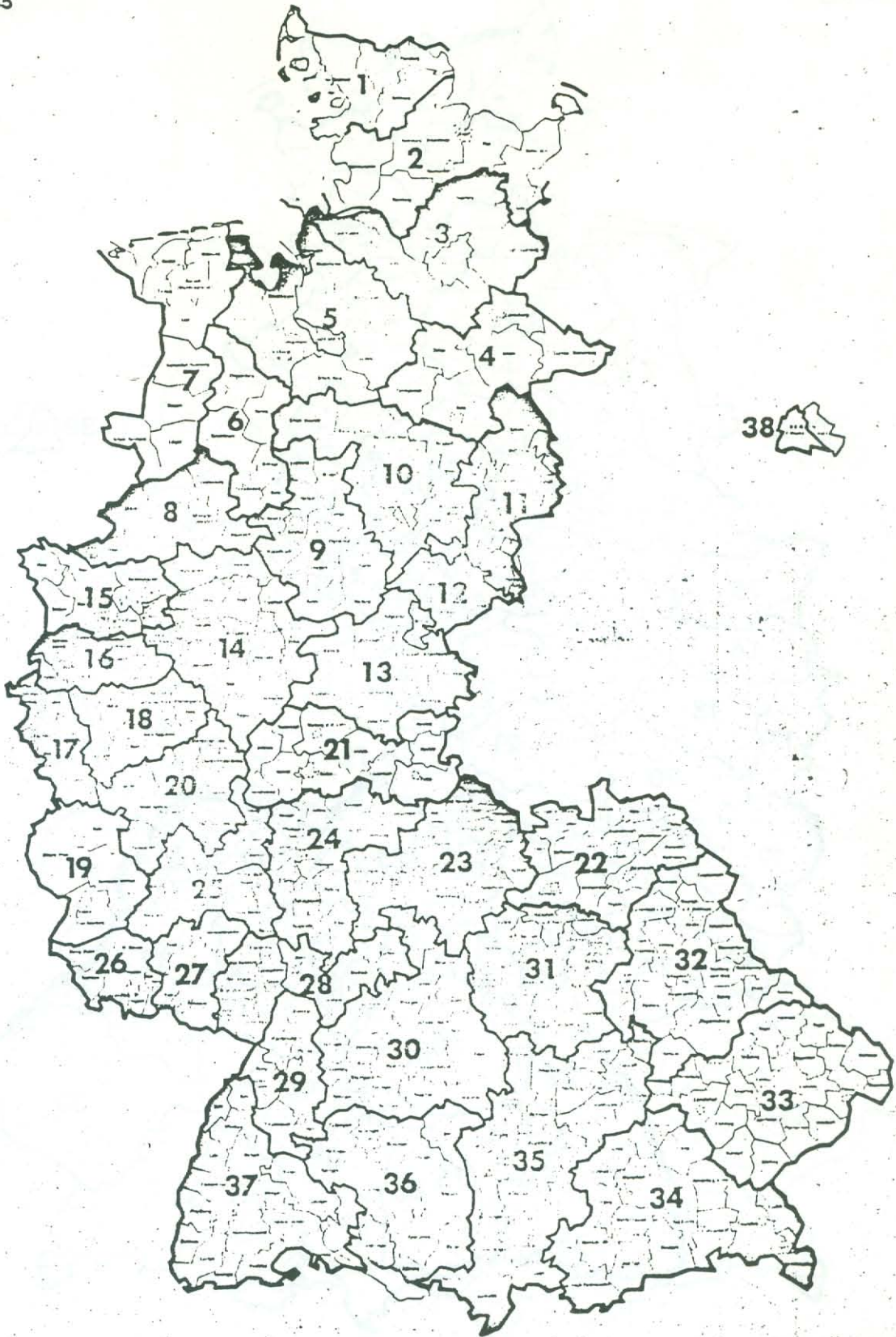


Lowest regional average:	327.70	(27) West Palatinate
Highest regional average:	935.50	(12) Goettingen
Federal average:	542.00	



Status quo forecast
of the development of work places
from 1970-1985

39/



Increase in work places
as a % of the number of work
places in 1970

14	below 5
16	5 up to 11
8	11 and over

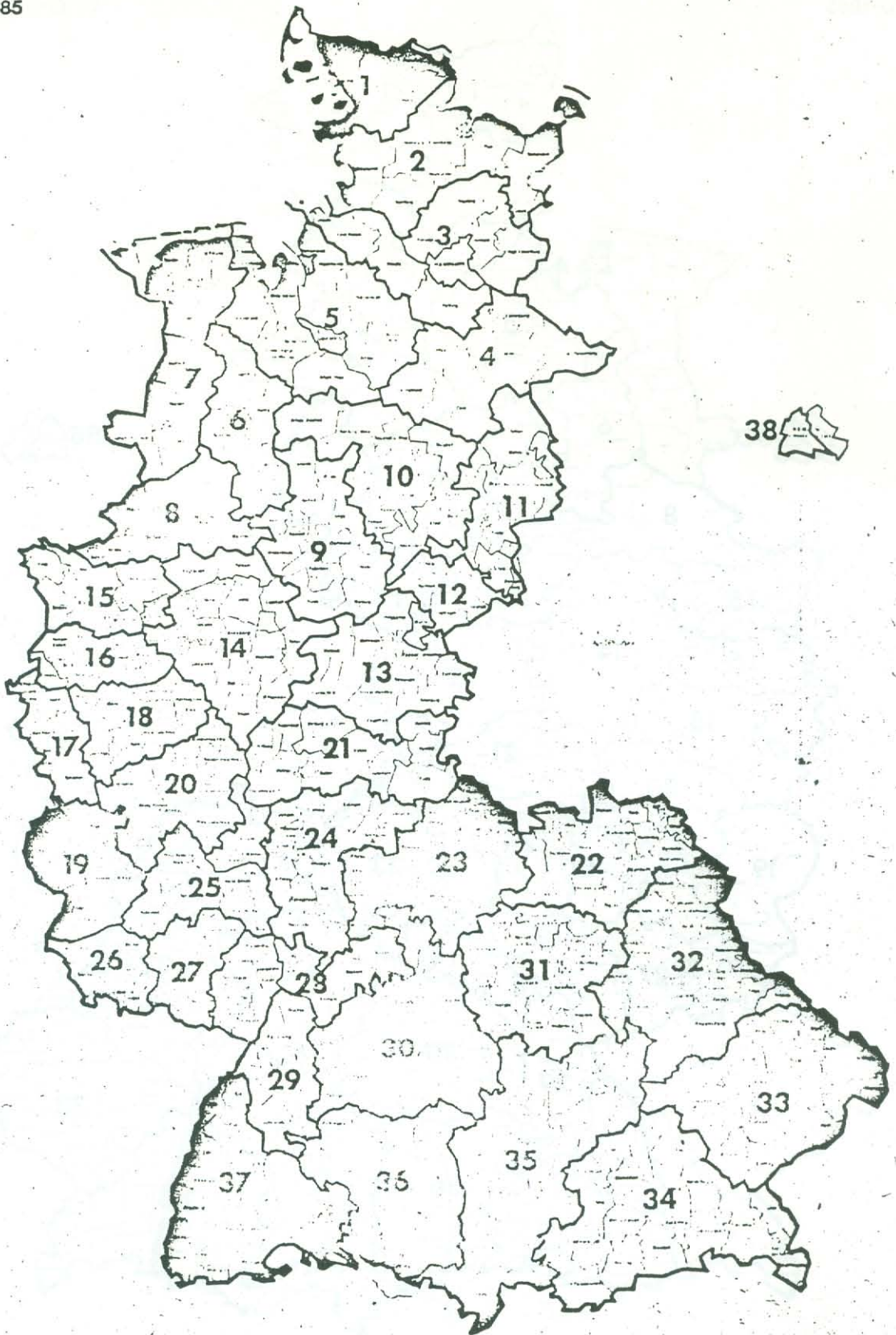
Development trend
clearly below average
well balanced
clearly above average

Lowest regional average: - 6 %
Highest regional average: + 15 %

(38) Berlin (West)
(29) Upper Rhine - Black Forest

Status quo forecast
Trends in the natural development of population
from 1970-1985

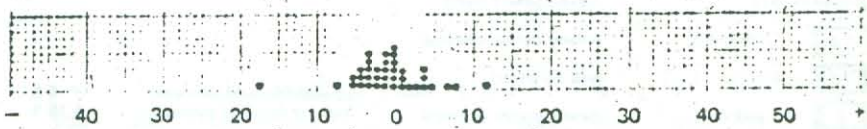
40/



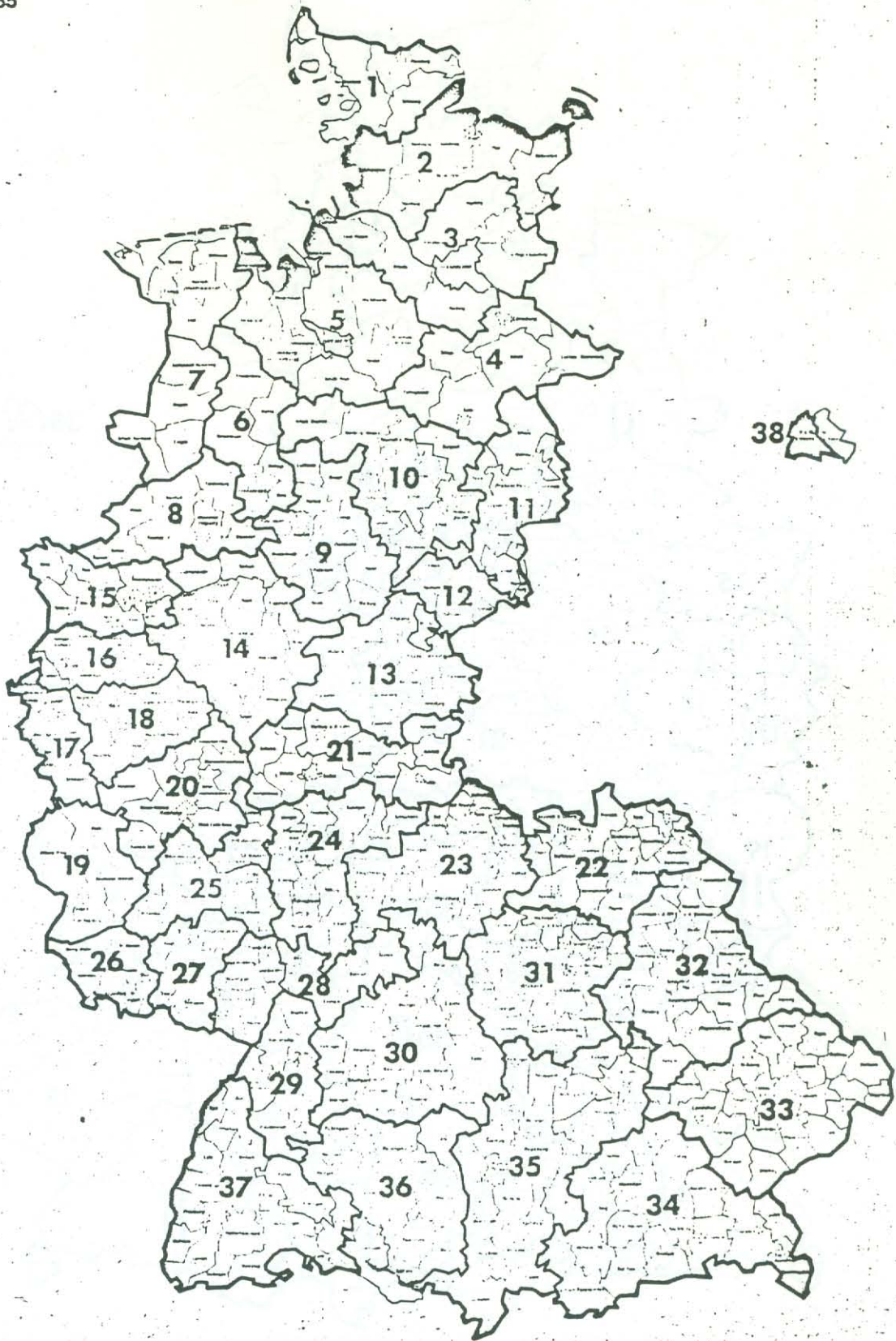
Change in %

- 2** below -6
- 13** -6 up to -2
- 11** -2 up to 0
- 9** 0 up to +5
- 3** +5 and over

Lowest regional average: - 17.3 (38) Berlin (West)
Highest regional average: + 11.2 (7) Ems
Federal average: - 2.1



Status quo forecast
population migration
from 1970-1985

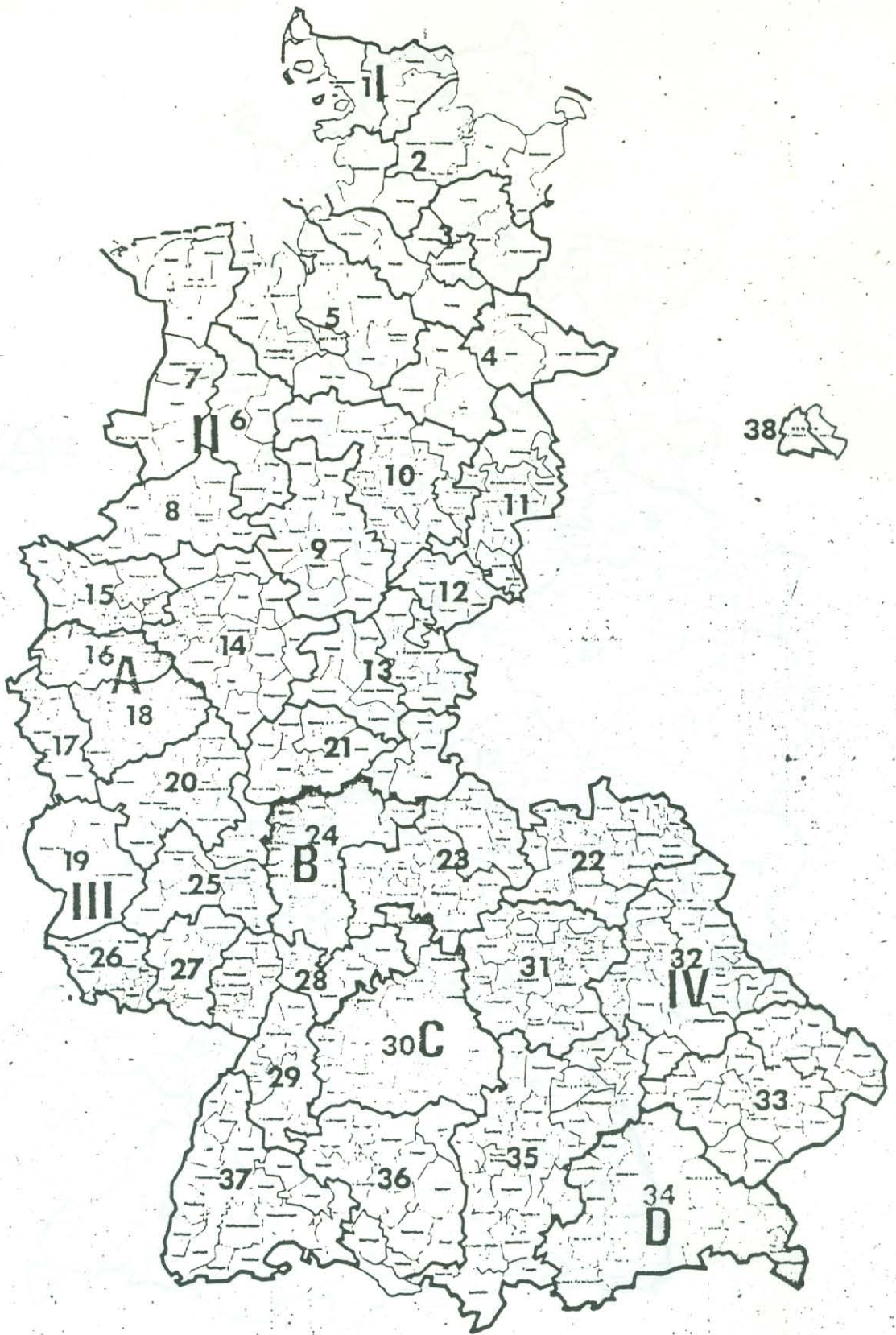





Net migration
as a % of the 1970 population

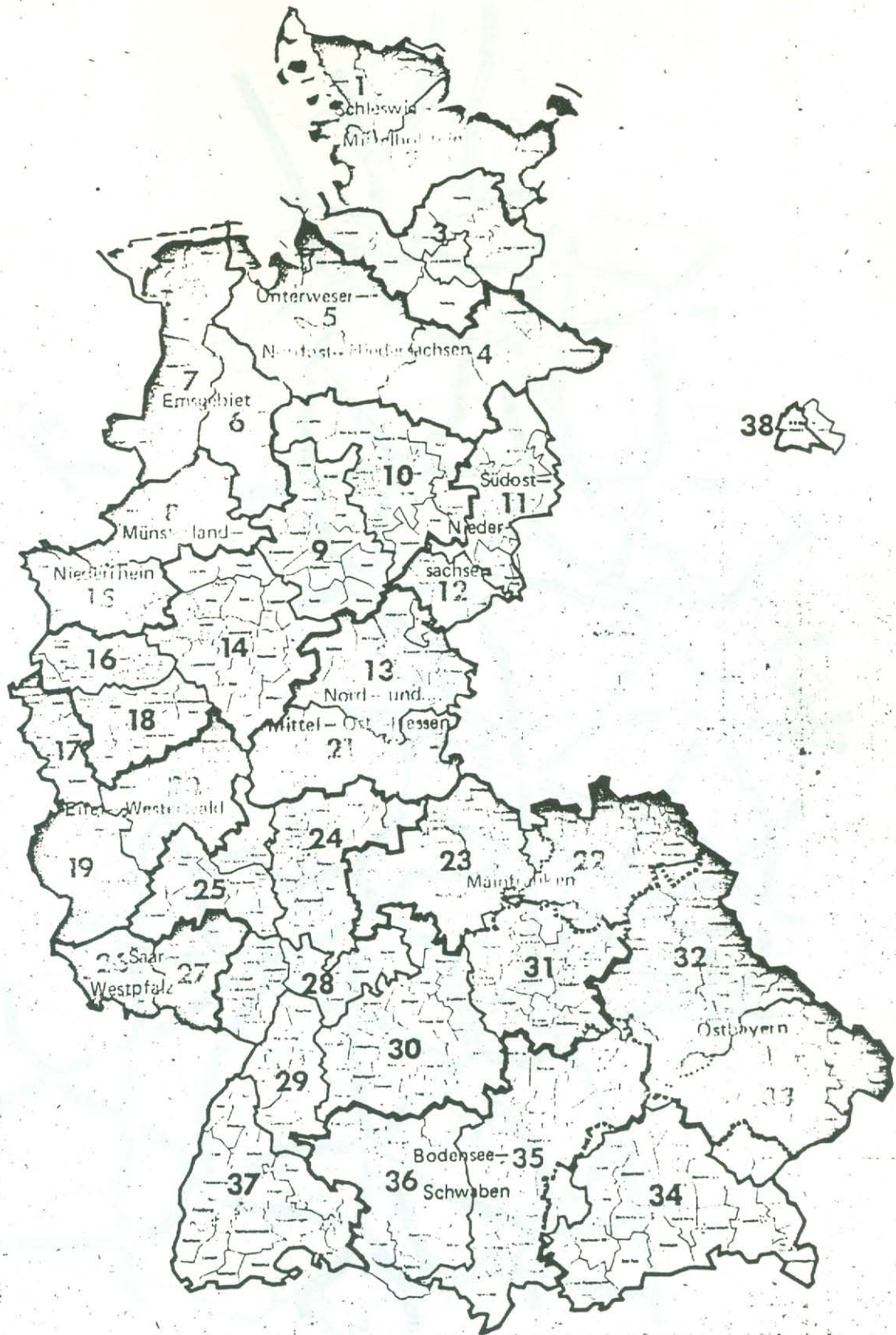
14	below 0.	tendency to migration losses
13	0 up to 8	tendency to migration gains
11	8 and over	strong tendency to migration gains

Lowest regional average: - 11
Highest regional average: + 20






(26) Saar District
(34) Munich-Rosenheim





-  areas threatened by migration losses
-  areas with influx pressure
-  Boundary of the East-West German frontier zone



Structural inequities in a general comparison

-  in the employment structure and infrastructure
-  mainly in the infrastructure
-  mainly in the employment structure
-  Boundary of the retarded areas
-  Boundary of the East-West German frontier zone

Structural inequities

-  due to the special location (38) Berlin (West)
-  The regional units 22, 23 and 31 to 35 are drawn in slightly differently, in order that the demarcation of the retarded areas match up with the planning regions.



■ axes of overall spatial importance

--- course of axes of major importance
as laid down by the state-level programmes and plans
(in Baden-Wurtemberg and Bavaria one class only)

In this generalized scheme, several parallel traffic
corridors are frequently grouped in a single axis.

● Metropolitan areas/densely populated areas
in accordance with the resolution of 21. November 1968
of the Conference of Ministers for Regional Planning.

1 Boundary and number of the regional units for the
Federal Regional Planning Programme

The map shows the lines of general spatial communication
necessary from the point of view of regional and state
planning without any indication of their development
priority up to 1985.