



Title	ルール地方の地域計画 : SVRを中心として
Author(s)	山村, 悦夫
Citation	環境科学 : 北海道大学大学院環境科学研究科紀要, 4(2), 103-120
Issue Date	1982-03-25
Doc URL	http://hdl.handle.net/2115/37123
Type	bulletin (article)
File Information	4(2)_103-120.pdf



[Instructions for use](#)

Regional Planning of the Ruhr District in West Germany

—Focus on the SVR—

Etsuo Yamamura

Department of Regional Planning, Division of Environmental
Planning, Graduate School of Environmental Science,
Hokkaido University, Sapporo, Japan, 060

ル - ル 地 方 の 地 域 計 画

—SVR を中心として—

山 村 悦 夫

北海道大学大学院環境科学研究科地域計画学講座

1. Introduction

The local autonomy of West Germany has been a long historical tradition since the Stein-Hardenberg Reforms at the beginning of the 19th Century, and had formed the space order of West Germany after facing many crises.

In this paper, we will describe the social and economic structures, the local government system of West Germany, and the regional planning of the SVR established in 1920. Next, we will clarify the relationship between the regional planning of the SVR and the intergrated local administration of Japan.

2. Social and Economic Structures of West Germany

We shall briefly describe the social and economic structures of West Germany in order to fully understand the regional planning of the country.^{1~2)}

The relationship between the nation and the economy of West Germany is based on the view of a nation of the Germans. This view of nations consists of three parts: the authoritative nation like Preussen, the moralistic nation based on the duty of Kant and the universal nation based in the idealism of the Germans. These three views of a nation had emerged at times stronger and at times weaker in the history of Germany. Therefore the relationship between the nation and the economy of West Germany are guided by principles of respect for each other and not one of interference.

After World War II, the economic principle of West Germany was a social market economic principle based on a free competitive economy to ensure human freedom, to increase prosperity, and to improve social welfare. Thus, the power administration of the nation within the economic territory is limited only to the taxation system, labour and social welfare and environmental conservation. Today the economic parties and the labour unions of West Germany have the most important distribution of sectors in the social and economic territories of West Germany.

Next, we will briefly describe the economic parties, the labour unions and regional characteristics.

2.1 The Economic Parties of West Germany

The economic parties of West Germany consist of the BDI (Der Bundesverband der Deutschen Industrie), BDA (Bundesvereinigung der Deutschen Arbeitgeberbände) and DIHK (Deutscher Industrie- und Handels- Kammer).

The distribution of parts of BDI is the representation of the benefits of economic policies of enterprise. In the same way, BDA is involved in the social and wage problems of enterprises and DIHK, in the regional interests of enterprises. We will discuss more in detail about the BDI and the DIHK.

The BDI was established in 1949 and consists of 39 industrial parties with 98,000 enterprises and about 8 million employees. BDI is higher than other industrial parties and has the regional headquarters of all lands in West Germany. This makes BDI the biggest economic party. The contribution of BDI on the social and economic territories of West Germany is to formulate Acts to enable labour participation in the decision-making system of management of enterprises, such as Betriebsverfassungsgesetz, Betriebliche Partnerschafts and Mitbestimmungsgesetz. In this way, BDI contributed to the formulation of the system of social market economy. Furthermore, BDI contributed to the establishment of the land planning Act to supply comfortable houses to people similar to the opportunities of employees, and also contributed to inherit property of West Germany's cultures and culture creation, and more contributed to include the countries of EC into the economy and trade.

DIHK is the highest party of the Chamber of Commerce and Industry based on the Act of 1956. As such, the Chamber of Commerce and Industry are parties based on public law. One of the important works of the DIHK is the education of the apprentices and cultivators of the enterprises in the DIHK. In order to do this, there are 2,300 training centers under the Chamber of Commerce and Industry. The Chamber of Commerce and Industry educated the outstanding professionals and reorganised the Industrial Meister. Furthermore, this DIHK offered advice on many problems such as environmental problems, regional economic projects, the impact of location act and the forecasting of business conditions of regional economy.

2.2 The Labour Unions of West Germany

The biggest labour union is the DGB with 7 million members. Other unions are DAG with 0.45 million members, DHV with 0.6 million members, DBB with 0.70 million members and CGB with 0.20 million members. The labour unions of West Germany play an important role in the political, social and economic territories of West Germany involving those of Cabinet Ministers, Assembly members, and owners of many companies, banks, life insurances, publication, printing, house and urban construction and Co-ops. The judges of labour unions participate in the court of justice for labour.

DGB was established in 1949 and is made up of the unions by industries with individual participation, making the unity of organization stronger than other countries. DGB also contributed to formulate Acts in which labour participated in the decision-making system of management of enterprises such as *Mitbestimmungsgesetz* and *Traifautonomie*.

2.3 The Regional Characteristics of West Germany

The regional characteristics of West Germany is demonstrated by the regional dispersion and the international European Community. The regional dispersion is based on the economic unification of the economic history of Germany.

West Germany has two autonomous regions such as the region with the center of Nordrhein-Westfalen and the region with the center of Baden-Württemberg and Hessen as the rest of the region. Thus we can observe that the regional autonomy of West Germany based on the regional economic autonomy is inherent in the system. The fundamentals of higher regional autonomy is not based on the regional self-sufficiency, but on international economic trades through the regional merchants and international traffic networks of West Germany.

3. The Local Administration of West Germany³⁻⁶⁾

West Germany is a Federal Republic nation with 11 Länder. Fig. 1 represents the map of the 11 Länder of West Germany such as Baden-Württemberg, Bayern, Bremen, Hamburg, Hessen, Niedersachsen, Nordrhein-Westfalen, Rheinland-Pfalz, Schleswig-Holstein, Saarland and West Berlin.

3.1 Federal Government and System

Land in West Germany has a peculiar Constitution with the nation having rights of legislative power and judicial power. Of course, the Constitution of land must agree to the fundamental Constitution of the Federal Government. But the Federal Government do not have the rights of legislative power of local autonomy. And so, land falls within the rights of legislative power of local autonomy. The Federal Government consists of the Federal President Secretariat, the Federal Prime Minister's Secretariat, the Federal Ministry's Secretariat and the Board of Audit. In addition, the Federal Government has the lowest organs such as the Federal railway, Federal mail, Federal waterway, Federal police, Federal administration of atomic energy, the Federal air traffic administration, the Federal army and the

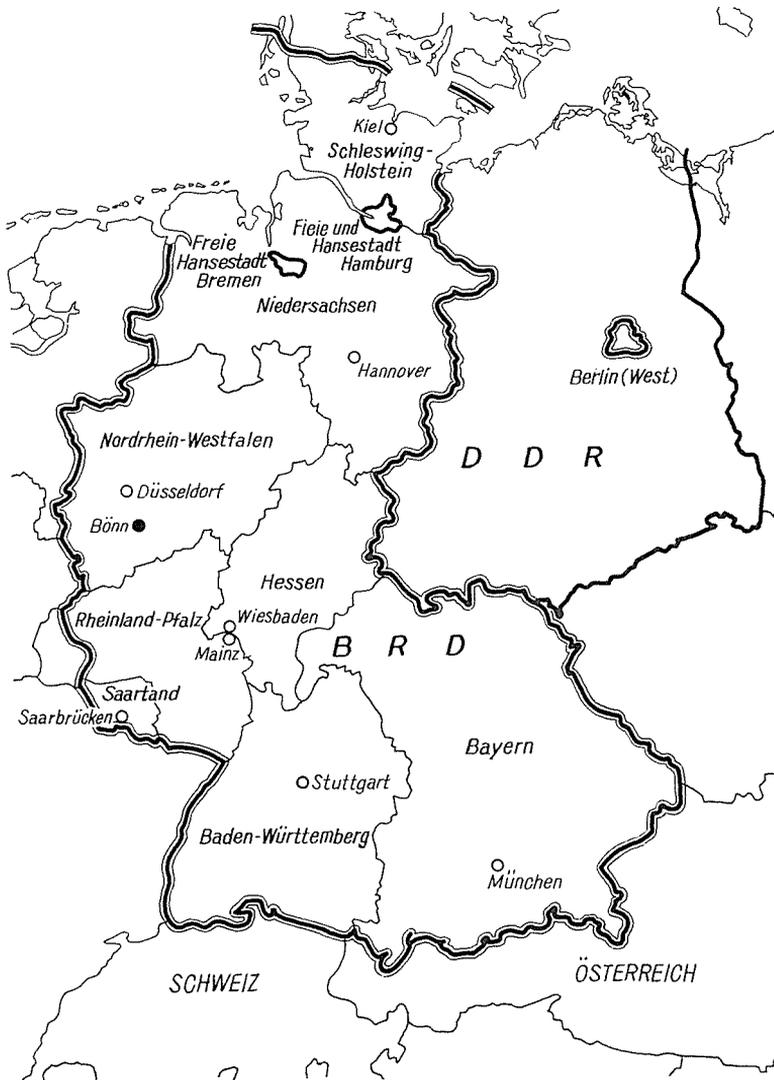


Fig. 1. The 11 Länder of West Germany.

Federal financial administration.

3.2 The System of Communal Area Bodies

West Germany has many systems of communal area bodies made up of members of local authorities (Gemeinden). One of these is the body for the purpose of using intergrated facilities such as schools, cultural facilities, public traffic and energy supply facilities.

The second is a body for the purpose of integrated administrative affairs over all local authorities as Amt said in Nordrhein-Westfalen Land.

The third is the regional body for the purposes of the higher administrative control between the nation and local authorities.

SVR (Siedlungsverband Ruhrkohlenbezirk) in Nordrhein-Westfalen Land is not the oldest communal association but it boasts of having the widest range of duties and powers in the Ruhr District such as the combined responsibilities and powers of these have engendered what is today known as regional planning.

3.3 Local Authority system

The Local Authority (Gemeinden) is the basic local administrative body with strong autonomy based on the Fundamental Constitution. Today, there are about 20,000 local authorities, now undergoing administrative reforms.

One of the cities in West Germany, München is the only city with a population level of one million. Most of the local authorities has population levels of middle or low categories.

Local authorities are divided into two parts, that of the Kreisfreie Stadt and the Stadt belonging to Kreis. Kreis is an administrative district forming part of the land. However, there is no direct equivalent to the English administrative organization. Kreisfreie Stadt do not belong to Kreis, and has higher administrative powers such as the issue of passports and licences, business regulations, and the non-partial charge tax from Kreis.

Kreis is the administrative body with many local authorities based on the historical, social and economic regional community, like the prefecture of Japan, but is not stronger than the autonomy of local authorities.

As mentioned above, in West Germany, urban functions are dispersed, with local, middle and small cities having peculiar personalities. Furthermore, residents abound in public spirit and participate positively in the local administration.

3.4 The Financial System of West Germany

The finance of West Germany emphasizes on the local administrative body. The revenue of the Federal Government is derived from indirect tax, consumption duty excluding beer tax, sales tax, traffic tax, incidental property tax and additional taxes of income tax and corporation tax. The revenue of the Land Government is derived from income tax, corporation tax, property tax, automobile tax, transaction tax excluding sales tax, beer tax and gambling tax based on the regional impact territory.

From this, we observe that the finance of the Federal Government is weaker than Land Government, making it necessary for half of the income tax and corporation tax of land to be allocated to the Federal Land Government. The revenues of local authorities are the objects tax and corporation tax, and the local authority invests heavily in social investments such as industry and living. For the financial control between each local authority, the Federal Government deliver the funds to the local authority in proportion to the financial conditions, without restraint.

4. The Ruhr District^{7~10)}

The Ruhr District, subject to the responsibility of SVR is clearly defined by legislation. The territory is comprised of approximately 4,600 square kilometres.

It include towns situated in the main metropolitan districts which have gradually assumed an urban character, and rural areas adjacent to this metropolitan area, which comprises of 11 Kreisfreie Städte and 5 Kreis as shown in Fig. 2. The territory extends to a maximum of 67 kilometres in a north-south direction and to a maximum of 130 km in an east-west direction.

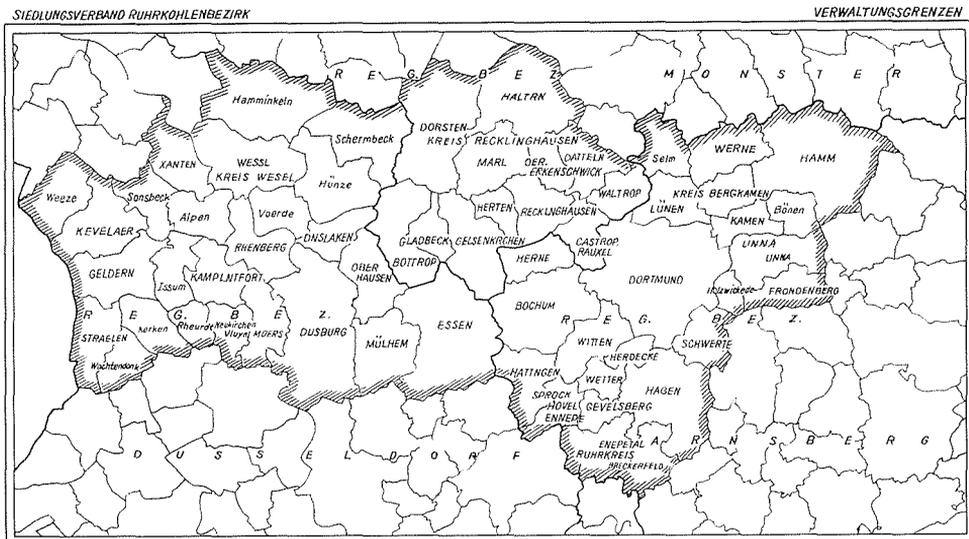


Fig. 2. The territory of SVR.

In the process of increasing industrialization, there was a population explosion in the Ruhr District from 1 million inhabitants with a population density of 196 inhabitants/sq. km in 1971 to a total 5.63 million inhabitants with a population density of 1,225 inhabitants/sq. km in 1970. In 1970 the density of population was 500 inhabitants/sq. km in Nordrhein-Westfalen land was against 250 inhabitants/sq. km on the whole of West Germany. In the past, population growth was largely confined to the large cities of the Ruhr. Today the population of the large cities with more than 100,000 inhabitants accunts for a share of about 65% of the total population. The ratio is substantially in excess of the corresponding figures 32% for West Germany.

The central cities of the Ruhr District are Essen (670,000 inhabitants in 1976), Dortmund (624,000 inhabitants), Duisburg (582,000 inhabitants), Gelsenkirchen (318,000 inhabitants) and Bochum (413,000 inhabitants).

In the economic structure of the Ruhr District, only 0.5% of the total working population were employed in the primary sector in 1970 and the number of working population employed in the secondary sector decreased from 63.4% to 58.6% during the period from 1950 to 1970.

However, a substantial growth was experienced in the tertiary sector in the same period, from 32.1% to 40.1%. In spite of the substantial structural change the coal, iron and steel industry still holds a rather dominant position although this dominant influence is beginning to decline slowly and steadily.

The Ruhr District accounts for more than 50% of the output of hard coal and for more than a quarter of crude steel production in the EC. The Ruhr District is the most important region for heavy industries in West Germany. The Ruhr District is comprised of 6 zones: the Ruhr Zone, Hellweg Zone, South Emcher Zone, North Emcher Zone, Lippe Zone and the left land of Rhine River.

(1) *The Ruhr Zone*

The coal in the Ruhr Zone was the earliest to be exploited because of its deposits being near to the surface of the earth, and from this, primary iron, machinery and textile industries came to be located in this zone. After the termination of coal mining, the metal and machinery industries were located in the towns such as Hattingen with 58,000 inhabitants and Witten with 108,000 inhabitants in 1976. The Ruhr River is conserved for the unique water supply in the Ruhr District and it has many artificial lakes for practical uses in the recreation area of the citizens.

(2) *The Hellweg Zone*

Duisburg, Essen and Dortmund prospered as the commercial cities on the Hellwig main commercial street before the development of coal-mining. From 1840, coal-mining produced high quality coal for the iron industry. From this, many steel-related industries came to be located in the zone using this coal and big companies such as Thyssen and Krupp developed. With the import of iron ore, the port facilities of Duisburg was expanded and the coal-iron industries came to be located in Duisburg.

(3) *The Southern Emcher Zone*

This zone was a purely rural zone and the population of Gelsenkirchen was only 653 inhabitants in 1843, but increased to 318,000 inhabitants in 1976. The main industries of Gelsenkirchen and Oberhausen (with 235,000 inhabitants) were metal-products industries.

(4) *The North Emcher Zone*

This zone consists of a rural zone and small coal-mining cities. The rural zone is a uniquely rural recreation zone.

(5) *The Lippe Zone*

Many chemical industries located in this zone make use of the coal. The population of Marl was 92,000 in 1976 with 15,000 employees engaged in chemical industry. Lünen with 86,000 inhabitants has an aluminium industry based on the large electric power plants.

(6) *The Left Land of Rhine River Zone*

New coal mines are developing in this zone and the product of the coal-mining in Kamp-Lintfort indicates a production as large as that of the right land.

5. SVR

In this section, we shall consider the historical process, the organization and the regional planning of the SVR.^{11~14)}

5.1 The History of SVR

Länder planning and regional planning in West Germany both developed from town planning. In 1911, the Zweckverband Groß-Berlin was founded with two main aims, i. e. to ensure efficient co-operation between the various municipal bodies in Berlin (which was at that time Germany's most important metropolitan area) while at the same time avoiding the creation of a single large homogenous local authority for the whole city. Consequently the Einheitsgemeinde Groß-Berlin was set up in 1920.

In that same year, a new planning corporation, the SVR (the Siedlungsverband Ruhrkohlenbezirk) was established in the industrial region of Nordrhein-Westfalen Land, primarily to take over the responsibility of planning.

Subsequently, two Acts were passed which were to have considerable bearing on the development of regional and Länder planning in Germany, namely the Gesetz Über die Aufschließung von Wohnsiedlungsgebieten (Act for the Development of Residential Areas) of 1933, and the Gesetz Über Einstweilige Maßnahmen zur Ordnung des Deutschen Siedlungswesens (Act for Interim Measures for the Organization of German Residential Development) of 1934.

These Acts were the first to embody the principles of planning at the national level. In 1935 overall responsibility for planning and organization in the whole of Germany was conferred on the newly founded Reichsstelle für Raumordnung (Reich Office for National and Regional Planning). This involved a unification of the organization of Reich and Länder planning.

After World War II, despite the dissolution of the National Office for Regional Planning, the Acts for Regional Planning remained in force. Article 75 of the written Constitution of the Federal Republic makes the Federal Administration responsible for the enactment of the Acts which contain the general rules on regional planning and which are used as the basis for specific planning regulations.

Regional and Länder planning, however, had no real impetus until the mid-1950's. The Federal Act for Development Control was passed in mid-1960's. It lays down the rules governing development control procedures to be adopted by authorities and regional planning bodies at Länder level, and thus brings development control into line with the wider aims of regional and urban planning.

The Regional Planning Act of 1964 constituted a further step in the direction of a completely comprehensive system of regional planning. This basic legislation also covered some of the financial principles of regional planning.

The numerous regional planning Corporations and Associations which have been set up in West Germany have differing basis in law. The Planning Corporation are based on the Administrative Associations Act; these Administrative Associations being public corporations on a municipal level. The main point is that these associations have only limited functions, and even these are taken away from the members of the associations.

The legal basis of a Regional Planning Corporation is derived from the particular Länder Planning Act; the Verband Großraum Hannover (Planning Corporation for

the Metropolitan Area of Greater Hannover, referred to as VGH) and the SVR. Both are public corporations with their own laws. Whereas the VGH is a purely municipal association set up to encourage development in its own area by promoting unified planning, the SVR has, in addition, taken on the functions of a land planning association. It is therefore, principally responsible for working out the aims of land planning within the area under its jurisdiction, and for the inclusion of these aims in the Regional Development Plans.

The area under the SVR coincides with that of the Ruhr Regional Building Authority for Nordrhein-Westfalen Land. It is purely a State office and it is in charge of dealing with Land level functions of the administrative governors of Arnsberg, Düsseldorf and Münster with regard to the Ruhr region in the fields of Länder planning, town building, construction of dwelling space, rural conservation and expropriation.

There are six bodies in charge of regulation of the water supply in the Ruhr regions (Ruhrverband, Ruhrtalsperrenverein Emschergenossenschaft, Lippeverband, Linksniederrheimsche Entwässerungsgenossenschaft and Niersverband).

They must safeguard a reliable water supply and distribution to and within the Ruhr District. They are responsible for water disposal and sewage systems and facilities, and for this purpose they are in close co-operation with communities and industry.

The individual Chambers of Industry and Commerce are responsible for economic administration within the Ruhr District. The eight chambers responsible for the Ruhr District represent and safeguard the interests of their members. Both Chambers of Industry and Commerce, and Chambers of Crafts and Trades are self-administrative bodies. Also the Chambers of Agriculture of Westfalen-Lippe and Rheinland, which are responsible for the Ruhr District, are self-administrative bodies which safeguard agricultural interests. In addition, the Chamber of Agriculture can act as the Supreme Forestry Authority.

In addition to the above described bodies and associations, there is a great number of other authorities responsible for the Ruhr District such as police headquarters, labour exchange offices, mining authorities, central administrative offices of the Federal Railways, land consolidation offices, trade supervisions offices, central administrative centres for postal services, water and shipping authorities and water supply and distribution authorities.

In addition, there are Courts of Justice and administration centres for churches and religious communities, as well as public utility enterprises such as power and gas supply.

The Institute for Air Pollution Control and Ground Utilization Protection of Nordrhein-Westfalen land unit with its premises in Essen, should be given particular attention. This Institute is an expert advisor for the authorities, both in the courts of Nordrhein-Westfalen Land, and in some cases, also at a Federal level, and for the authorities and courts of other Federal Länder. This position as advisor guarantees proper importance and influence in the taking of measures to solve the problems already outlined.

5.2 The Organization of the SVR

The organization of SVR consists of *Verbandsversammlung*, *Verbandsausschuß* and *Verbandsdirektor*. The members of SVR are 11 Kreisfreien Städte and 5 Kreise such as Bochum, Bottrop, Dortmund, Duisburg, Essen, Gelsenkirchen, Hagen, Hamm, Herne, Mulheim a. d. Ruhr, Oberhausen, and Ennepe-Ruhr-Kreis, Kleve, Recklinghausen, Unna and Wesel.

(1) *Verbandsversammlung*

Verbandsversammlung is the Parliament of the SVR in which 3/5 members of Parliament elected by direct voting of inhabitants and 2/5 members of Parliament elected by the recommendation of both the economic parties and labour unions based on *Mitbestimmungsgesetz*. *Verbandsversammlung* has the legislative responsibility of the following conditions :

- (1) The establishment of the universal policy of the SVR.
- (2) The estimation of the budget and the budget institution of the SVR based on the partial charge funds of the members of SVR.
- (3) The estimation of the laws and regulations except (2) mentioned above.
- (4) The promotion and planning of the regional development planning and the physical planning based on the regional planning and national planning.
- (5) The establishment of *Verbandsausschuß* and the required branches of *Verbandsausschuß*.
- (6) The election of *Verbandsdirektor*.

(2) *Verbandsausschuß*

Verbandsausschuß consists of the representative members of the Parliament with the same Constitution of Parliament. *Verbandsausschuß* has the legislative responsibility of the following conditions :

- (1) The preparation of the Bill of Parliament.
- (2) The estimation of the projects of regional planning.
- (3) The superintendence of the actions of the *Verbandsdirektor*.
- (4) The adoption of officials of the SVR except the *Verbandsdirektor*.

Verbandsausschuß established many committees to advise the management such as those of the council, audit, regional planning, recreation, traffic and transport, waste disposal, land control and promotion of declining industries.

5.3 The Regional Planning of the SVR

The SVR is a Land Planning Corporation and as such is responsible for the regional planning and development of the Ruhr Region. According to the Land Planning Act it has the following tasks :

- (1) To develop the goals and objectives of land and regional planning with respect to its area of influence in accordance with the overall principles of regional planning of land and in co-operation with all other planning authorities concerned.
- (2) To advise the Planning Authorities to ensure that the goals and objectives of regional planning are adhered to.

The goals and objectives of land and regional planning are laid down by the

Land Planning Corporation in the form of regional development Plans and must be in line with the overall land and regional planning objectives and structuring of the whole territory of land which manifests themselves in Land Development Programmes and in Land development Plans. For the development of the overall objectives of land and regional planning for the whole territory of land, the Land Planning Authority is being advised by different Land Planning Corporations in order to secure specific regional interests and characteristics so that the different conditions for growth and development in the various planning regions are duly taken into consideration.

The Land Planning Act also contains a provision for the adoption of land and regional planning objectives to the level of local planning. The local authorities which are in charge of local planning and development control are required to consult SVR for the preparation or review of their local Development Plan with a view of receiving detailed indications as to the appropriate land and regional planning objectives applicable to their specific planning area. SVR is under the provisions of the Land and Regional Planning Act and its supplementary ministerial circulars and regulations, in charge of preparing the Regional Development Plan for the Ruhr Region. In order to establish the goals and objectives of regional development planning, a whole complex of surveys and investigations has to be carried out of all the relationships and linkages of regional importance. All the necessary surveys and analyses are combined to form an integral research programme which the Ruhr Regional Planning Authority carries out partly on its own but also in part with the help of private consultants. Major items of this research programme are the development of planning methods and alternative objectives as well as many analyses and prognoses of the expected regional growth and development.

In their efforts to compile a comprehensive base of regional planning data, SVR makes an important contribution to place regional planning surveys in Particular, and planning surveys in general, on a broader scientific basis and thus help increase the transparency of the whole planning procedure.

After the goals and objectives of regional planning have been established in this way, they are turned into more concrete planning proposals in co-operation with the various special departments of the SVR, where individual objectives will be co-ordinated and finalized in a first draft of the Regional Development Plan. This draft is submitted for discussion by various Parliamentary Committees of the SVR and, after a critical evaluation by outside experts and consultants a second draft of the plan is prepared. After this second draft plan is submitted to the committee of the SVR for approval, it becomes the basis for official co-operation procedure. Co-operation is vital, because a great number of authorities, public bodies and other interested parties must be given an opportunity to co-operate in the preparation of the Regional Development Plan.

The procedure provides that criticisms and suggestions be made in order to bring the various interests and opinions in line with each other and to arrive at a suitable compromise that is satisfactory to all parties concerned. Depending on

the outcome of this discussion, the plan will then be formally put before the assembly of the SVR and is finally submitted to the Planning Authority of Land for approval. After approval has been granted, the Regional Development Plan becomes the statutory base and guiding principle for all decisions and regional planning actions that are carried out at various authority levels. The SVR established the first legally binding Regional Development Plan for the Ruhr Region in 1966.

The graphical presentation of this plan shows residential areas, industrial areas and areas for trade and commerce as well as public open space and rural area indicated by a special printing key.

All lines of communication of more than local importance such as roads, waterways and railways are shown diagrammatically. The brief written statement includes forecasts as to the expected population increases.

The supplement is divided into individual reports on planning tasks such as economic growth and development, traffic and transport, water resources, waste disposal, agriculture and forestry and the reports specify in detail which of these tasks must be dealt with in the various parts of the Ruhr Region.

The overall regional planning concept for the long term development of the Planning Region is laid down in the Regional Development Plan of 1966. The plan accepts that the concentration of population and the economic growth and development which have been achieved in the Ruhr Region must be developed further to maintain the economic importance of this region and to create secure living and working conditions including the balanced provision of social and cultural facilities. This Plan is in particular, aiming at improving the social, economic and settlement structure, the traffic and transport network facilities and the provision of recreational facilities.

For the definition of regional land use requirements, the Regional Development Plan 1966 assumes the respective maximum possible demand for each land use as such an estimate illustrates the limitations and constraints in the growth and development of any part of the region and secure a sound regional structure even in the case of maximum growth and development.

The target figure for the population increases are based on the potential capacity of the area available for further development with a particular regard for a careful balance between the needs of the population for social and service facilities and area required for possible economic development in future. On the basis of these estimates, it has been assumed that 8 million people will be able to live in the Ruhr Region in future — as against an existing population of 5.6 million people today.

In view of these expected increases, the Regional Development Plan 1966 has provided areas for additional residential development for industrial locations, for sites for trade and commerce, for new open spaces and additional lines of communications in such a way as not to impose an excessive strain on the existing natural resources of land, water and space.

The regional planning objectives of the Regional Development Plan 1966 are supplemented at present by an additional plan for the regional infrastructure. It

specifies development proposals for the improvement of the regional infrastructure of the major settlement centres of centres of leisure-time facilities, of recreation and countryside conservation measures, of service and utilities (water, electricity and waste disposal)-and this plan also specified the priorities of the various measures required.

The draft of this new plan for the regional infrastructure has now been completed and is at present going through the co-operation procedure under the Land and Regional Planning Act. Of particular importance for the necessary replanning and redesign of the Ruhr Region is the concept of major settlement centres which are linked by a regional system of rapid transport — a combination of fast inter-city trains and innerurban railways networks — which was developed by SVR and is included in the Plan of the regional infrastructure.

The main element of this planning concept is the idea of concentrating residential areas and places of employment in areas adjacent to the main stations of the rapid transport network. This planning concept thus implements the idea behind the Central Place Theory by providing for principle centres of growth and development. The establishment of principle settlement centres combines with a similar policy for the creation of major economic growth centres, i. e. of centres for industry, trade and commerce which are similarly shown in the plan for the regional infrastructure. This planning concept is to ensure that necessary action are implemented in support of the economic growth and development in the most suitable locations, i. e. the relationship between town planning and commercial and industrial development is fully accepted and taken into account.

After approval by the Planning Authority of the Land, the Plan of the regional infrastructure will provide the regional development concept for the Ruhr Region together with the Regional Development Plan 1966 which will, in fact, remain affective until it becomes due for review in 1976.

Intensive and permanent co-operation above all with the local authorities concerned is required for the implementation of the Regional Development Plans, under the provisions of the various planning Act.

It is the task of the SVR to check whether these plans conform to the planning objectives set out in the Regional Development Plan. This giving of advice becomes mandatory for cases where the SVR grant financial assistance out of their own funds, as would be the case when a local authority commission a firm of private planning consultants with the preparation of a planning report.

The advisory services which the SVR provides for its member local authorities is subject to the condition that their own research findings are made available. In addition to this, a great number of regional specific surveys and analytical investigations of regional planning problems are being commissioned in the field of economic, sociology, town-planning and buiding construction, traffic and transport and planning methods.

For these purposes an annual amount of approximately DM 1 million is made available by the Planning Authority's annual budget. The SVR endeavours to develop a range of planning instruments and techniques which are made available

to the local authorities to assist them in the preparation of Local Development Plans so as to adjust them to the statutory requirements and regional planning objectives.

For the implementation of the regional planning objectives, it is important to monitor the continuous structural changes in industry and commerce.

For specific cases, there is the provision of financial help for economic and structural improvements. Such measures are called upon where the appropriate rate of economic growth is in danger of stagnating, a process which should be remedied as soon as possible in the interest of improving and maintaining the living conditions of the population of the Ruhr Region.

The promotion of economic and structural improvement also includes the wide publication of information on industrial settlement opportunities in the Ruhr Region. For this purpose the SVR has prepared a publication entitled "Industriestandort Ruhr" which contains a survey of areas used for industrial and commercial purposes as well as areas outlined for future commercial development in the Ruhr Region.

The leaflet also contains information on infrastructural services and facilities of regional importance on financial assistance available to interested firms.

Apart from the rather limited amount of financial assistance which can be offered, the main role of the SVR in the implementation of the regional planning objectives and aims and goals of the Regional Development Plan is in offering advice and assistance in all planning matters of regional importance and especially in planning and policy matters and traffic planning.

This advisory role is effectively supplemented by investment for the provision of recreation and leisure facilities, for the provision of waste disposal plants and the implementation of countryside conservation.

6. The Integrated Local Administration of Japan¹⁵⁾

Since 1960, the reorganization of prefectural system, the combination of local authorities, local public unions and the large metropolitan administration was being considered in Japan.

The Integrated Local Administration as one of the communal unions for the purpose of using integrated facilities such as waste disposal plants, supply facilities and hospital, was established to develop the Wider Administrative Area for Local Townships by the Ministry of Local Governments.

Then, 329 Wider Administrative Areas for all local townships were established except in Tokyo, Osaka and Nagoya metropolitan region by the Ministry of Local Governments. But the Wider Administrative Area for Local Townships has no autonomous rights of the local administration. In addition, integrated facilities with financial assistance from the Ministry of Local Governments are limited to civil minimum facilities.

Other integrated local areas are the Local Life Area for daily life designed by the Ministry of Construction and the Comprehensive Arrangement to Rural Community designed by the Ministry of Agriculture. Besides this the planning systems

of local town and its area of influence enforced by the Ministry of Construction, the Ministry of Local Government and the Ministry of Agriculture, Forestry and Fishery aimed at attaining a good pattern of human settlement and an adequate distribution of services in rural areas. But many moot points, such as the propriety of proposals for the redistribution of population by the removal of hamlets and the non-democratic character of the wide-sphere autonomy are being raised by local authorities and local inhabitants.

In November 1977, the Government decided on the paper, "The Third Comprehensive National Development Plan", as a Comprehensive National Development Plan, stipulated in the Comprehensive National Land Development Plan Act. In the Second Comprehensive National Development Plan, measures were taken for fostering the nodal system of development designated in the First Plan, and for establishing a nationwide network for the purpose of realizing a functional system of central management and the material flow. In relation to this network, independent, efficient and large-scale projects were established taking into consideration the characteristics of each region. These projects were aimed at the development of specific regions and subsequent and resultant development of many other communities nationwide, with the final goal of well-balance land use.

However, in these First and Second Plan, the objectives could not be reached because of delays in the development of the activity zone.

In the Third Comprehensive National Development Plan, it was necessary to establish the "Integrated Residence Policy" which aimed at improvement and development of the environment for human habitation by controlling the overconcentration of population and industrial activities in big cities, while at the same time promoting local industries and giving counter-measures for depopulation and overpopulation problems, for the purpose of realizing a well balanced land use.

The Integrated Residence Policy aims at establishing new planning living areas which cover the entire country firstly by improving and developing the comprehensive environment of each district to harmonize with the natural, living and productive environment based on its own historic and traditional culture, and secondly by coping with the over-congestion in big cities and depopulation problem in local areas through controlling the over-concentration of population and industrial activities in large cities, while at the same time encouraging local development.

It is necessary to establish a system through which local government can build up stable and safe comprehensive living environment, making the best use of regional characteristics on the basis of creativeness and efforts of people, while solidifying a foundation for the balance development of the land.

The most basic unit of living areas is "a community unit" which consist of roughly 50 to 100 neighbouring households. In this community unit people reside, form their households and conduct their daily living activities.

"A residence area" which becomes a base of community formation consists of more than two community units; for an example, an elementary school-unit area. In Japan, there are about 20,000 to 30,000 such areas. These residence areas form a TEIJYU-KEN.

A TEIJYU-KEN is a conglomerate body of cities and rural areas, including mountains, lowlands, seas, etc. In Japan, there are approximately 200 to 300 TEIJYU-KENs. A TEIJYU-KEN is a basic unitary zone of regional development, covering river basin areas, commuter areas and a wide range living area.

Based on the actual accomplishments of already existing measures such as the broad activity zones, municipalities should promote the development of a comprehensive habitation environment, centering on the development of the living environment and promotion of local industries.

The Prefectural governments in co-operation with the municipalities should proceed to develop and improve TEIJYU-KEN systematically through the utilization and management of basic facilities to maintain habitation stability, etc.

The national government should devise and strengthen various measures to develop and improve TEIJYU-KEN in order to pave the way for the realization of comprehensive policies for TEIJYU-KEN as designed by the Ministry of National Land Agency. TEIJYU-KEN also contains many municipalities and it is necessary to establish a wide-sphere autonomy. However, TEIJYU-KEN is not meant to clarify the wide sphere autonomy such as the SVR in the Ruhr District of West Germany.

Nowadays, it is becoming difficult to promote the TEIJYU-KEN due to conflict between the municipalities, the coordination of other integrated local areas and the unestablished financial background of the TEIJYU-KEN.

References

- 1) Erdkunde, H. (1978): Deutschland, München.
- 2) Böhne, H. (1972): Prolegomena zu einer Sozial-und Wirtschaftsgeschichte Deutschlands in 19 und 20, Jahrhundert, Frankfurt am Main, 4, Auflage.
- 3) Mann, G. (1966): Deutsche Geschichte des 19, und 20, Jahrhunderts.
- 4) Coing, H. (1967): Epochen der Rechtsgeschichte in Deutschland.
- 5) Mitteis, H. (1969): Deutsche Rechtsgeschichte, ein Studienbuch, neubearbeitet von Heinz Lieberich, 11, ergänzte Auflage, München.
- 6) Dürich, G. und Rudolf, W. (1976): Texte zur deutschen Verfassungsgeschichte.
- 7) Erdkundliches Unterrichtswerk für Realschulen (1974): Deutschland, Ernst Klett Stuttgart.
- 8) SVR (1975): Landschaft in Deutschland, Das Ruhrgebiet.
- 9) SVR (1977): Statistische Rundschau Ruhrgebiet.
- 10) Yamamura, E. (1980): Regional Planning-Transfer and Transformation of Regional Planning Theory-, TAIMEIDŌ.
- 11) SVR (1974): Aufgaben Organization.
- 12) SVR (1975): Siedlungsverband Ruhrkohlenbezirk Bericht, 1970-1974, Essen.
- 13) SVR (1975): Freizeit in Ruhrgebiet.
- 14) Ruhrverband (1975): Ruhrwassergüte, 1973.
- 15) Yamamura, E. (1977): Regional Balance Growth. TAIMEIDŌ.
- 16) National Land Agency of Japan (1979): The Third Comprehensive National Development plan.

Summary

We have described the social and economic structures, the local government system of West Germany and the regional planning of the SVR established in 1920.

Next, we clarified the relationship between the regional planning of the SVR and the integrated local administration of Japan.

The main results are as follows:

(1) After World War II, the economic principle of West Germany was a social market economic principle based on a free competitive economy to ensure human freedom, to increase prosperity, and to improve social welfare. Thus, the power administration of the nation within economic territory is limited only to the taxation system, labour and social welfare and environmental conservation.

Today, the economic parties, the labour unions and local government have the most important distribution of sectors in the social, economic and environment territories of West Germany.

(2) The regional characteristics of West Germany is demonstrated by the regional dispersion and the International European Community. The regional dispersion is based on the economic unification of the economic history of Germany. The fundamentals of higher regional autonomy is not based on regional self-sufficiency, but on international economic trades through the regional merchants and international networks of West Germany.

(3) West Germany has many systems of communal area bodies made up of members of local authorities. SVR (Siedlungsverband Ruhrkohlenbezirk) in Nordrhein-Westfalen Land is not the oldest communal association but it boasts of having the widest range of duties and powers in the Ruhr District such as combined responsibilities, and the powers of these have engendered what is today known as regional planning.

(4) The finance of West Germany emphasizes the local administrative body such as the Land Government, the communal area body and the local authority. The local authority invests heavily in social investments such as industry and living. For the financial control between each local authority, the Federal Government deliver the funds to the local authority in proportion to the financial conditions without restraint.

(5) The Ruhr District, subject to the responsibility of the SVR is clearly defined by legislation. The territory is comprised of approximately 4,600 square kilometers. It includes towns situated in the main metropolitan districts which have gradually assumed an urban character, and rural areas adjacent to this metropolitan area, which comprises 11 Kreisfreie städte and 5 Kreis. The Ruhr District accounts for more than 50% of the output of hard coal and for more than a quarter of crude steel production in the EC. The Ruhr District is the most important region for heavy industries in West Germany.

(6) The organization of the SVR consists of Verbandsversammlung, Verbandsausschuß and Verbandsdirector. Verbandsversammlung is the Parliament of the SVR in which 3/5 of the members of Parliament are elected by direct voting of inhabitants and 2/5 of the members of Parliament by the recommendation of both the economic parties and labour unions based on Mitbestimmungsgesetz. Verbandsausschuß consists of the representative members of the Parliament with the same Constitution of Parliament and has established many committees to advise the management of the SVR.

(7) The SVR is a Land Planning cooperation and as such is responsible for the regional planning and development of the Ruhr Region. According the Land Planning Act it has the following tasks: - to develop and advise on the goals and objectives of land and regional planning with respect to its area of influence in accordance with the overall principles of regional planning of land and in cooperation with all other planning authorities concerned,

(8) Since 1960, the reorganization of prefectural system, the combination of local authorities, local public unions and the large metropolitan administration was being considered in Japan,

The Integrated Local Administration as one of the communal unions for the purpose of using integrated facilities was established to develop the Wider Administration Area for Local Townships by the Ministry of Local Governments. Other integrated local areas are the Local Life Area for daily life designed by the Ministry of Construction and the Comprehensive Arrangement to Rural Community designed by the Ministry of Agriculture.

In November 1977, the Government decided on the paper, "The Third Comprehensive National Development Plan" as a Comprehensive National Development Plan, stipulated in the Comprehensive National Land Development Plan Act. In the Third Comprehensive National Development Plan, the "Integrated Residence Policy" was established. The Integrated Residence Policy aims at establishing new planned living areas and form a TEIJYU-KEN which is a conglomerate body of cities and rural areas, including mountains, lowlands, seas, etc. A TEIJYU-KEN contains many municipalities and it is necessary to establish a wide-sphere autonomy. However, the TEIJYU-KEN is not meant to clarify the wide sphere autonomy such the SVR in the Ruhr District of West Germany.

Nowadays, it is becoming difficult to promote the TEIJYU-KEN due to conflicts between the municipalities, the coordination of other integrated local areas and the unestablished financial background of the TEIJYU-KEN.