

# **Reflections on urban-rural relationship**

**A birds eye view contribution to the urban-rural debate**

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## ABSTRACT

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This paper describes the discussions on a few emerging convergences and divergences in the approaches of urban and rural developments.

At first the distinction is made between the urban rural *relationship* on the one hand, as a complex of *substantial* developments, like: densification, social-cultural development, transportation, ecological patterns and structure. On the other hand the emerging soundness of urban-rural *partnership* is described, defined here as a set of communicative arrangements between *actors*, under the cover of various existing and established conventions, regulations and other cultural and historic behaviour.

The study stresses upon partnership as the *arena* in which urban and rural actors operate in concert.

The report will show that these terms refer to substantial *themes* of the urban-rural relationship, allowing to elaborate more specifically on the roles of the urban and rural actors in eventual partnerships. Recommendations are made as a contribution to the debate on urban-rural partnership about instrumental, organisational and institutional incentives.

Keywords: Urban-rural relationship, urban-rural partnership, european spatial planning, european spatial development, european spatial planning observatory network, concepts for urban-rural design, methodology and gouvernance

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## Summary

<b>The urban-rural relationship</b>	<b>Themes and concepts</b>
<b>Convergent options in partnership</b>	Common sense about partnership qualities: <ul style="list-style-type: none"> <li>• Complementarity policies</li> <li>• Solidarity between member-states</li> </ul>
	Good international co-operation on information and methodological studies
	Urge for diversity in the development of the rural and urban cultural heritage
	Shifts: <ul style="list-style-type: none"> <li>• From western to eastern EU-members</li> <li>• From rural to urban themes</li> </ul>
<b>Convergent themes in the urban-rural relationship</b>	<ul style="list-style-type: none"> <li>• Landscape as a unifying integrative concept</li> <li>• Water system guiding principle for spatial planning</li> <li>• Corridors guiding principles for spatial network planning</li> <li>• Greening of the cities</li> <li>• Greening of life styles</li> </ul>
<b>Divergent concepts</b>	
Design concepts:	<ul style="list-style-type: none"> <li>• Evolution in Time: garden cities &gt; CIAM &gt; networks</li> <li>• Evolution in Objects: city form &gt; green structures &gt; networks</li> <li>• Evolution in Subjects: community values &gt; individual demands</li> </ul>
Methodological concepts:	Discourses: <ul style="list-style-type: none"> <li>• town and country divided</li> <li>• town and country in a network</li> <li>• town and country as an ecosystem</li> <li>• mosaic of spaces and functions</li> <li>• urban-rural as a real estate market</li> </ul> Typological concepts: <ul style="list-style-type: none"> <li>• demographical</li> <li>• morphological</li> </ul> Organisational concepts: <ul style="list-style-type: none"> <li>• linear approach from problem to solution</li> </ul>
Governance concepts:	Dimensions in steering <ul style="list-style-type: none"> <li>• Centrality – decentrality</li> <li>• Top down – bottom up</li> <li>• Network – self organising</li> <li>• Input – output orientation</li> </ul> Policy cultures: <ul style="list-style-type: none"> <li>• <i>Regional economic planning</i> approach. Example: the French planning approach.</li> <li>• <i>Comprehensive integrated</i> approach. Example: the Dutch approach, and also the German approach.</li> <li>• <i>Land use management</i>. Example: UK.</li> <li>• <i>Steering by Urbanism</i>. Examples: the Mediterranean countries and the French governmental approach.</li> </ul>
<b>Towards a new perspective</b>	The Conditional approach: The ecological modernisation in urban-rural relationship



# 1 Convergences and divergences



'Collonge-la-Rouge', Lozere Fr. Urban-rural relationship in the mind

In the heat of the debate on practice of research, planning and policy in matters of urban-rural relationship, we suggest in this paper discussion on a few emerging convergences and divergences.

We stipulate here at first that we will make the distinction between the urban rural *relationship* on the one hand, as a complex of *substantial* developments, like: densification, social-cultural development, transportation, ecological patterns and structure. On the other hand we will treat the emerging soundness of urban-rural *partnership*, defined here as a set of communicative arrangements between *actors*, under the cover of various existing and established conventions, regulations and other cultural and historic behaviour.

Note that where the SPESP-study refers to partnership as 'to initiatives to adapt and implement an integrated policy', we will prefer to stress upon partnership as the *arena* (eventually the scene or the theatre) in which urban and rural actors operate in concert.

## ***SPESP-reference***

### **Objectives or urban-rural partnership:**

- Balanced settlement structure and improvement of accessibility
- Diversification of the economy in a wider urban-rural context
- Conservation and development of natural resources and heritage
- Promotion of culture and cultural heritage in economic development strategies

In the following text, we will see that these terms refer in our view to substantial *themes* of the urban-rural relationship, allowing us to elaborate more specifically on the roles of the urban and rural actors in eventual partnerships.

At first: the *convergent themes*. In the shadow of the ESDP and understanding its message, politicians and professionals in the field of urban and rural planning agree about or share a common view on the following prospective themes. There is for example at first no discussion about the benefits of good international co-operation on information and methodologies. International co-operation as a policy objective is commonly agreed about. Second point of convergence is the agreement about the urge for Diversity as a policy objective: diversity as a quality of the rural as well as urban cultural heritage. Third point on the matter of rural and urban developments, we see in the literature and following the atmosphere that animates several international debates, an overall shift from the western to the eastern (aspirant) member states. And within this shift a second one, the shift from the rural towards the urban themes.

However, despite of the complex transformations within the EU-context as described above, we can still observe continuity in basic the principles of the communitary policy related to urban rural relationship, such as Complementarity and Solidarity as emerging overall broad policy objectives.

Looking towards a common agenda for research and policy, one tends to agree on a common substantial 'list' of issues that requires a common effort on research and policy development, when considering the urban-rural relationship. A brief review:

### *Landscape as a frame for integration*

Over the past one or two decades, the landscape theme has developed as an approach fitting very well in the search for a integrative framework. Considering the different layers one can discern in the landscape notion, it appears that they all may appeal to well defined 'mirror-layers' in society: the physical layer interest the scientist (physician, geographer, agronomist ect.), the social layer is the object of the sociologist, social-geographer, ect., the economic layer does the economist, and -last but not least - the cultural layer may be the domain of the historian, as well as the the poet, the painter, and...the tourist.

It is obvious that a new process is emerging, at least in the professional domain: the landscape tend towards getting loose of its romantic connotation. In the same movement the inevitable association with restoration, conservation, pictorialisation

and - perhaps also- musealisation - could get seriously damaged...Instead, a dramatic turn is made in terms of research, policy and fund attribution towards the acceptance of dynamics and transformation processes, in real time, as well as virtual. ESDP is already referring to this process. The Council of Europe produces the European Landscape Convention. The landscape notion appear to be very usefull, when looking at the different spatial levels. Landscape typologies generally tend to stick at the abstract upper scales, while at the lower scale levels interaction and social dynamics in the urban and rural relationships appear to be interesting as research objects.

#### *Water systems*

Water system properties as guiding principles for land use planning. Due to the combination of a few major factors, the water issue has become a major focus of policy, demanding increasing research efforts and co-operation. These factors are for example climate change, intensification of rural land use, densification of urban space, and - particularly in wetland areas – the lowering of the earth surface, added to sea level raising. Especially the theme of the relationship between the demand of water for the city and the shortage of clean water at the supply side in rural areas is afflicting seriously the good companionship between rural and urban areas [World water conference, The Hague, March 2000]

#### *Corridors*

Corridors as a spatial entity for economic development. While cities develop – hand in hand with the ITC-evolution – towards networks of communities, housing markets, transportation areas and consumers markets, the need for convenient facilities physically and optically related to the network of intercity-infrastructure leads us towards a new landscape: the corridor landscape. Ultimately, the corridor landscape is – in the judgement of utopian designers in the first place - able to dominate the traditional concept of the central city. However, the spatial policy of the EU-members is convergent on the very issue of keeping the city alive and therefore on the issue of preventing the evolution of corridors to city-like environments.

#### *Green cities*

The greening of the city. Simultaneously with the urge for urban densification, the city populations have started to ask for a better balance between built up areas and areas for public outdoor activities such as sport facilities, parks. In the same time intensive research programmes did brought up the knowledge that cities are a potential habitat for a large number of species. And at last, recent studies show the urge for keeping hold of the surface water (rain water) into the city in a sufficient quantity in order to maintain a sound hydro-ecological balance, based on the regional scale of the water catchment area. A number of – even conflicting - green approaches issued from this development: the ecologist demanding emphasis on connectivity between green areas in the city and the natural areas outside versus the architects and urbanists starting to design formal green structures as a part of the urban design.

### *Greening the life styles*

The 'greening' of life styles. A mixture of socio-economic / socio-cultural and socio-historical developments lays the basis for a new type of research issues: the lifestyle issues. Both the urban and the rural offer opportunities for the same social entities for choosing the way to spend the time-space budget. Space and time are no more separate entities, they can be consumed at the very same spot and moment. This process leads towards an extended definition of the daily life patterns, including a large scale of activities, places and movements: living, leisure, working, education, sporting, social life, all within specific ecological conditions. Actually we can see a new range of interrelated 'sciences' emerging in the research programmes: 'new' sciences like ecological planning, social engineering, interactive communication, creative competition, social management, all these being characterised by some degree of intellectual 'fringing' between each other.

### **Conclusion**

On the base of the convergent societal processes as depicted above, we should be able to conclude that there is sufficient reason for us being confident in a sound urban-rural *partnership*. The ESDP does provide us already a set-up for such a success, by pointing out a few necessary basic political conditions for the good maintenance of these convergent agreements:

- equality and independence of the partners
- voluntary participation in partnership
- consideration of different administrative conditions
- common responsibility and common benefits

In the mean time, 'waiting' for these conditions to be fulfilled, we will have to deal with tenacious *divergence* on the approaches, analytical methods and policy design on these issues. The challenge is to face these divergences, identify them and agree about the way to treat them. In our opinion, it should actually be possible to set up a prospective frame for the reflection on the practice of analysis and policy on urban and rural relationship in the European context. This framework should be composed of elements and milestones which have been put upright in several occasions during recent ESPON meetings and debates.

### ***SPESP-references:***

#### **Strategic study 'Towards a new rural-urban partnership in Europe'. Content:**

- Main trends
- Typology of cities
- Rural-Urban Partnership
- Field of policy-implementation

#### **Main trends affecting urban-rural relationships:**

- Changing nature of economic activities and their spatial consequences
- Dynamics of innovation and learning
- Changing demographic profiles
- Social changes and differentiating lifestyles

- New basis for culture, identity and citizenship
- Environmental sustainability as a motivating concept  
(comment: no references to 'Landscape' at this level...?)



## 2 Divergent vocabulary in recent debates



Brasília, CIAM-city par excellence. Urban-rural relationship by design: landscape in the city.

These debates are, generally speaking, focussed on three main themes: on morphological *design* concepts, on *methodological* issues and on *policy* priorities. In each of these issues, one tends to discern trends in process oriented dominance's.

### ***Trends in process oriented design concepts***

A short history of conceptual spatial planning reveals a complex evolutionary process. This process starts somewhere in the early twenties, still reacting on post nineteenth century (industrial revolution) and post-war disruptions (large-scale destructions). First, we did see the Garden City social health movement coming out of the city and the Christaller/Von Thünen geographical geometry's, dreaming of order and stability in the rural world. Since then, we have been watching a simultaneous and tremendous reconstruction efforts in the post-war period on the one hand and a utopian and optimistic redesign of society on the other hand. Restoration of endangered values of the past and innovations in the living and build environment are continuously competing for political and societal support, a process that we still can see today. Exponents of such a process can be found in mostly post-war concepts like the geographical concept of the urban field or urban-rural continuum, the architectural and urbanistic design concept of the CIAM-group, or the vast reallocation and rural 'engineering' practice throughout Europe.

Infrastructure planning and housing policy could be identified as the two main focus point of post war spatial planning. Meanwhile, new fields of knowledge emerged, like the *social engineering* concepts for improving living conditions in the cities and the rural areas. For the sake of physical and mental health, at first the preservation of actual large green areas in the shadow of the cities, and later on the planning of new large open green structures completed the evolution of a broad consensus about what spatial planning should mend to be.

Today this continuous process of learning and intellectual innovative creation has brought us new concepts [Zonneveld 1997], like:

- The compact city: a spatial planning concept, promoting the concentration of urban functions on a condensed area, with more or less the image of the medieval city in mind. The aim is a strongly interrelated urban field on the one hand and on the other a wide open green space in the surrounding rural areas. The conditions for such a concept: a strong centralised planning authority.
- The green metropolis: a concept based upon a strong emphasis on landscape architecture and urban morphology. The metropolis-vocabulary stands for the urban cultural life style and the green connotation for spending leisure time in the continuum of the urban park, via the agglomeration green areas to the wide open rural green spaces, breathing clean air, and enjoying scenic views on the city sky lines. [Overbeek, Wijermans, 1999].
- The corridor: a spatial economics concept, based upon the guiding of economic development according to the degree of connection with the national or regional infrastructure network (road, rail, water, air)

### ***Trends in methodological concepts***

The practice of the process oriented analysis of urban-rural relationship shows a great variety of approaches, following the scientific and cultural traditions of the different disciplines that have adopted the theme of the urban-rural relationship in their research programs.

#### *Discourses approach*

At first, we do mention the analytical framework of Hidding and Wisserhof, for example in the Dutch research practice. They dressed up this framework to characterise the debate on the urban-rural relationship in the Netherlands. They identified five *discourses* of town and country. We propose the projection of this framework on the European scale, in the expectation that this framework offers relevant perspectives for the European situation.

A discourse, in their view, is a 'set of coherent arguments, which describes a complex process and which is bound to a synthetic view on that process'. They found out about the following discourses:

- 'town and country divided': town-planning and countryside-planning belong to different institutions, tend towards concentration, and develop separately towards different political goals, and according to different private as well as public steering concepts, mainly centralised.

- 'town and country in a network': town-planning and countryside-planning develop conjointly towards goals which are defined in network-like settings of private and public decision mechanisms.
- 'town and country as an ecosystem': a systems approach of both planning realms, based on the recognition of coherent systems of flows (water, waste, goods, energy) and characterised by different forms of self-steering models.
- 'mosaic of spaces and functions: a pattern like approach, characterised by emphasis on cultural patterns and morphological representations. The steering model is mainly network-type
- 'urban-rural as a real estate market': an land use economic model, characterised by market steering and price evaluation. [Hidding en Wisserhof, 1998]

#### *Typological approach*

Second, we refer to a more *typological* approach. Typologies here tend to lean on a *two-fold tradition*. One is a tradition based on sound *demographical or sociographical* data, practised by the various geographical schools. This tradition provides an important contribution to the knowledge of various processes in the 'material' world of the urban realm on the one hand and, separately, of the development of the rural world on the other hand, as well in space as and in time. Example: city size rank models, agglomerations, regions, areas. The problem with data oriented typologies is that a mostly complex interface is needed to make the step from data analysis to policy design [Pumain, Rozenblat 1999]. The second is the *morphological* approach, analysing the physical form of the growth and decline process of cities and rural settlements. Example: the nodal city, the linear city, the city region, the compact city, the garden city. The problem with morphology based typologies is that they mostly leads towards top down and administrative (if not bureaucratic) types of policy.

The typology approach, however, is both ways an object and data oriented approach, well fit for descriptive analysis and modelling, and very popular for its seductive adaptability for policy allocation: for each category in a typology there is always a policy that fits...[Benevolo 1993]

#### ***SPESP-reference***

##### **Typology of territories:**

- Regions dominated by a large metropolis
- Polycentric regions with high urban and rural densities
- Polycentric regions with high urban densities
- Rural areas under metropolitan influence
- Rural areas with networks of medium-sized and small towns
- Remote rural areas

#### *Organisational approach*

Third, we have the *organisational* approach of the urban-rural relationship. This approach is the more or less 'classic' one. Here we see the institutional flexible response on emerging fields of policy. In short: the sequential and linear application of a set of policy measures in an interventional style of policy design. This method

consists roughly of the following scenario: first definition of the problem, then definition of the competencies, at last definition of the means and instruments. Although this type of methodology mostly is very efficient in short term oriented policy design, we will not discuss it here in depth, mainly by lack of experiences with this approach in 'in-between' fields of research and policy design like the urban-rural relationship! We can, however, expect promising experiences actually, when looking at the shortlist of projects in the forthcoming SPESP!

### ***Trends in policy concepts***

The policy analysis nowadays is a sound science and produces a large variety of analytical concepts. In the scope of this essay, we propose to focus on a rough cross-section of the variety in views on *governance*. The actual planning practice and literature [Alterra 1998] shows a few relevant dimensions, all of them somehow interrelated, such as:

Centrality – decentrality  
Top down – bottom up  
Network – self organising  
Input – output

The various positions on the proposed scales are not so much as deliberate choices, as well as the resultant of complex interrelated guiding factors. There are no 'good' dimensions, nor 'bad' dimensions. Among these factors, we can discern the local political issues, the local political colors, the culture and the style of the political debate, the state of the art and, again, the style in analysis, comprehension and operational decision means and tools. Common characteristic to these dimensions is the actor-oriented approach, and as we like to emphasise in this essay, the culture or style oriented approach. [Overbeek & Wijermans 1999; anon. 1997]. The authors analyse four types of spatial planning traditions, related to a brief characterisation of cultural and traditional factors.

At first the *Regional economic planning* approach, where a broad meaning related to socio-economic objectives and a strong, central guidance comes out. Example: the French research approach. At second, the *Comprehensive integrated* approach, characterised by a systematic and formal hierarchy of plans, from a local to national level. This tradition needs a mature planning system, with responsive and sophisticated institutions and mechanisms. Example: the Dutch approach, and also the German approach. At third, the *Land use management*, where planning is closely associated with the task of controlling the change of the use of land at the strategic level. The very well developed monitoring systems and practice fit to this tradition. Example: UK. Urbanism, finally, is the fourth type, closely connected to the architectural and rigid zoning approach, strengthened by laws and regulation instruments. Examples: the Mediterranean countries and the French governmental approach.

That these different traditions or cultural conditions do actually lead to different approaches is not a point of discussion. The direction, however, in which these

conditions may conduct the methods of analysis, the design styles, or the policy style, is appearing to develop as a point of major research.



Siena, It. Urban-rural relationship by history. City in the landscape.

### ***Towards a new perspective: The conditional approach***

Recent debates and European planning practice allow us now to draw the outlines of a new perspective. The potential quality of this perspective is that it may lead towards a thoughtful convergent approach of the urban-rural relationship. We would like to draw attention upon a developing field of research: the *conditional* approach of the urban-rural relationship. Actually, we can easily recognise reminiscences with the cybernetic system analysis concepts of the seventies. This approach criticises the object oriented approach, is strongly relation oriented, and therefore rather prospective. To a large extent, this approach use notions and concepts related to ecology and system theory, enriched by emerging new knowledge concepts on social participation and social preferences, synthesised in the concept of 'ecological modernisation'.

Basic assumption in this type of approaches is the idea that the urban-rural relationship is a continuously changing state in a dynamic process of interrelated transformation both in the urban and in the rural world. Therefore it is not primarily relevant to describe the very transformation process in depth. A much more operative type of knowledge can be accumulated, by looking at the factors that determine the *direction* of the transformation process, as well in terms of space use as

in terms of evolution in time. The very notion of urban-rural relationship in itself should in fact be seen as an expression of this type of analysis.

Tjallingii describes the discourses about the position of nature in planning [Tjallingii 1999]. His view offers a relevant perspective for a broad range of themes in the urban-rural relationship.

Tjallingii depicts at first a traditional discourse: nature *as an object*. In this discourse there are four types of participants: politicians, architects, biologists, and environmentalists. 'According to a common view, nature starts where the city ends. Here, on the edge of the city, lies the boundary between culture and nature, between the built environment and untouched landscape'. Each participants plays a predetermined role:

- *Politicians*: paying attention to ecology means creating a concrete nature reserve near the city.
- *Architects*: think in the polarity between the wild and the beautifully designed artefacts, they discuss it as the polarity between nature and culture.
- *Biologists*: they are actually the professional ecologists with nature as their object.
- *Environmentalists*: defend the countryside against urbanisation.

In this traditional discourse, ecology is tied to the nature of protected areas and wildlife species. In this interpretation ecology is object oriented and nature is part of a spatially and functionally separated world.

Tjallingii secondly depicts an emerging discourse, placed into the perspective of what he calls the ecological modernisation: nature *as a process*. Against this traditional background a new discourse emerged in which ecology focuses on natural processes. 'Whether we like it or not, nature works, even in the heart of the city. ... Therefore, land-use planning in more or less urbanised regions should start with the basic natural processes that create conditions both for wildlife and for human activities.' The starting point is Huber's dictum: 'There are no alternatives for industrial society, only within it'. 'The concept of sustainable development itself comes very close to ecological modernisation. The new discourse is process-oriented, focusing on the nature of physical processes underlying urban and rural development at large. Michael Hough's 'Cities and Natural Process' is already a classic sourcebook for this approach to urban planning and design (Hough, 1984, 1995).'

Actually this view on the theme of the urban-rural relationship is object of elaboration within the Fifth framework Research programme of the EU, the Greenscom project. This study will provide a set of conceptual instruments apt for monitoring the practice of the analysis and design of urban-rural development. Both the analysis of the urban-rural relationship as the organisation of a sound urban-rural partnership will be part of the outcome [Tjallingii and Van den Top 1999].

### ***Commentary***

The overview of this conceptual history allows some remarkable features. There is, actually, no such indubitable thing as a urban-rural concept, except for analytical approaches like the urban-rural continuum. We see urban concepts, even with a large green component on the one hand. And rural concepts, even with emerging urbanity (=social) components on the other hand. Although the planning officials and practitioners seem to be in great need for integrated urban-rural concepts, it is in our view not apparent that such concepts will actually fail in the analysis of urban and rural transformation processes. The present analytical instruments and concepts may seem adequate for further use in the practice of research, design and planning policies.

Secondly, looking at the fastidious production of new architectural concepts issued from various life style developments, one now could easily think that there is, on the contrary however, quite such a thing as a *design culture*. A part of society is constantly inventing new habitats for new societal 'niches' such as: fun, free time, virtuality, fast modes, communication, in disregard of the traditional urban-rural dichotomy. This new creative production of ideas, concepts and behaviour, should form a challenging research object, possibly reaching far beyond the theme of urban-rural relationship, such as enumerated in the SPESP-report, see ref..

### ***SPESP-reference***

#### **Typology of urban-rural relationships**

- Home-work relationships
- Central place relationships
- Relationships between metropolitan areas or urban centres in rural and intermediate areas
- Relationships between rural and urban enterprises
- Rural areas as consumption areas for urban dwellers
- Rural areas as open spaces for urban dwellers
- Rural areas as carriers or urban infrastructure
- Rural areas as suppliers of natural resources for urban areas

On the base of typologies like this one, the SPESP does propose the analytical concept of the European Urban Functional Area. These areas would form a base for attribution of policy efforts.

In our view, it is of course useful to start up work on European Urban Functional Areas, as is proposed in the SPESP-study. But this type of work does however probably not cover the new emerging socio-cultural processes that may be detected when we analyse more broadly the conditions that determinate these processes.



IJburg, NL. Urban-rural relationship by creation: a world of its own, the end of the 'City'? The end of 'Landscape'?

### **3 Actual policy issues**

Considering the actual position of the policy themes in the perspective of the ESDP as described in the sketch above, we propose now a rough scan of these themes. Purpose of this scan is to identify some ideas about the directions in which approaches should be looked for...!

At first we will dress up in a few key-words the actual state of the art concerning the listed themes. (Source: various ESDP-papers). Secondly we try to define some major threats, assuming no further actions. For example, we assume that environmental policy will be submitted to more and more tight regulations. Thus coursing towards protection and seclusion processes, leading towards a society cloistered into juridical procedures. The way out of this cul-de-sac may be pointed out by looking for innovative ideas issued by local interest parties, and stimulated to that purpose by the regional or national administrations. Second example: dealing with the cultural heritage. The threats are being issued by ongoing disneyfication of city centres and adjacent urbanised countryside [Jonkhof, Kroon & Timmermans 2000]. Without intervention, this process will lead towards scattered urbanisation, outpounding of adjacent vicinities and increasing the need for inefficient transportation systems. In some respect however, this process can be judged as the exponent of an even so new type of urban-rural relationship, demanding new amenities and planning concepts. Therefore, the outcome of this debate should not be interfered by moralistic judgement...! The way out in this situation can be promoted by looking for a proper way to discuss the problem – again – on the local level, and defer the responsibility of inventing new solution, such as the design of an appropriate concept, to the local and professional interest parties. The interesting aspect of such an approach, is that this solution does not require a direct major financial input. On the contrary, the financial impulse should not exceed the level of a first incentive. Once the solution is properly sustained by local communities, the usual funds (i.e. EFRO or local procedures) can then take over the implementation.

In the tabel, we list the main themes and the reasoning as described above.

**Scheme for improving commitment between urban-rural relationship**

<b>Themes</b>	<b>Actual view on the issue: state of the art</b>	<b>Threats, when no intervention in the state of the art</b>	<b>Challenging new proposition for improving commitment in urban-rural partnership</b>
<b>Environment</b>	Fragility; Link with social issues; Focus on rural and semi-urban areas	Focus on protection and seclusion	Call for ideas on the local level in peri-urban areas
<b>TEN</b>	New transport ; interchange areas	Problem oriented planning; Edge cities as a nightmare; Pressure on settlements	Develop planning concepts based on fluxes; Call for ideas about infra-landscape
<b>Agricultural reforms</b>	Regional differentiation; Rural development plans	Problem oriented regulations; Focus on average sized farms	3- level agriculture: <ul style="list-style-type: none"> <li>• <i>intensive</i>: high-tech + low energy + low space</li> <li>• <i>extensive</i>: large space + good quality</li> <li>• <i>social</i>: intensive, mixed, consumer-oriented</li> </ul>
<b>Urban issues</b>	Urban renewal; Sustainable development	Compact cities; Social segregation; Large ecological footprint	Complete cities; Planning concepts based on rural and urban spatial integration
<b>Tourism</b>	Cultural heritage; Urbanisation	Disneyfication; Impact on environment	Improving architectural debate on cultural heritage and actual architectural production
<b>Cohesion</b>	Avant-garde Vs Arrière-garde Local / regional	Social and economic disintegration	Reciproque inter-adoption system between invited and interested adjacent urban and rural regions
<b>Trans-boundary co-operation</b>	pm	pm	pm

## 4 Recommendations



Chatworth, Uk. Urban-rural relationship by playing: the image of nature in mind

A few concluding recommendations are actually emerging, when overlooking the development of the urban-rural *relationship* and looking closely for a contribution to the debate on urban-rural *partnership*.

### ***No large funds: strong incentives***

There is no perspective for allocating large funds to instrumentate policies for urban-rural relationships. The partnership is first priority. The need for improving conditions for partnership is therefore the first objective for policy-makers. That issue is not a money issue, but a primarily cultural issue.

### ***Condition instead of competence***

There is a clear conviction in the realm of research, policy and interest groups that the rural and the urban world are strongly interrelated. So, there should not be a discussion whether to operate a 'transfer' of - competence oriented - means from the one world to the other. The actual question is to operate a new kind of *incentive policy* to liberate creativity in the approach of a condition related view of urban-rural relationship.

### ***Territorial identities***

The same conviction exists as to the values of differentiation, especially concerning matters of the cultural heritage. In our view the very development of a stimulating incentive oriented policy, contributes to the development of a broad differentiation of territorial identities.

A typology of urban-rural relationships to direct policy measures and funds could be quite useful, since it offers a much more large view on the integrated approach of the complex processes getting on in the urban-rural relationships. This kind of research instruments need to be implemented in a very sensitive, of course integral but also regionally differentiated way. 'Landscape' as an intellectual concept in terms of the European landscape Convention could offer such an opportunity.

### ***From public initiative to network initiative***

Community action in urban-rural partnership is not the prerogative of the public administration. In the contrary, good conditions for successful urban-rural partnership are to be found in joint actions or interaction between public administrations (not only local, but certainly also regional and even national) and social interest groups, the new actors in the urban-rural relationship.

### ***Reward the avant-garde***

As we – in the ESPON network - so strongly stress on the plea for complementarity and solidarity between the urban and the rural world, we should

- grasp the chances provided by those research and policy 'niches' that are already giving inspiring examples,
- then learn from their experiences and
- finally develop these into powerful pilot projects.

### ***SPESP-Reference***

#### **Further work on urban-rural partnership, issues for study:**

- Added value in terms of sustainable development, economic development, social integration, polycentric development
- Governance of partnerships: co-operation, organisational structure, role of regional levels, 'partnership as a process'
- Implementation of specific ESDP objectives: macro-spatial polycentricity, role of Europe's leading cities and gateway cities
- The context of Eu-policies: structural programme, community Initiatives, selected sectoral policies; a 'pro-active approach in EU policies tot promote urban-rural partnership

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## Annex

### 1. Zonneveld . A selection of plan concepts in The Netherlands.

<i>Concept</i>	<i>Disciplinary basis</i>	<i>Planning principle</i>	<i>Target situation</i>	<i>Implications for planning</i>
<i>compact city</i>	<i>spatial planning</i>	<i>concentration of urban functions</i>	<i>strong urban field</i>	<i>strict implementation of spatial policies</i>
<i>restrictive area</i>	<i>spatial planning</i>	<i>protection of rural areas</i>	<i>open rural areas</i>	<i>strict implementation of spatial policies</i>
<i>corridor</i>	<i>spatial economics</i>	<i>connection to traffic routes</i>	<i>space for economic activity</i>	<i>reticent spatial planning</i>
<i>water system</i>	<i>hydrology</i>	<i>demarcation of river basins</i>	<i>sustainable water management</i>	<i>restructuring of public administration</i>
<i>casco*</i>	<i>landscape ecology</i>	<i>concentration of spatial dynamics</i>	<i>organised landscape</i>	<i>co-ordination of the use of space</i>
<i>A national ecological network</i>	<i>landscape ecology</i>	<i>connection of nature areas</i>	<i>ecological network</i>	<i>reorientation of spatial planning</i>
<i>urban landscape</i>	<i>landscape ecology</i>	<i>coupling of town and country</i>	<i>spatial qualities</i>	<i>reorientation of spatial planning</i>
<i>green metropolis</i>	<i>landscape architecture</i>	<i>conditioning of urbanisation</i>	<i>unity of town and country</i>	<i>reorientation of spatial planning</i>
<i>price landscape</i>	<i>land economics</i>	<i>functioning of the market</i>	<i>pareto-optimal land prices</i>	<i>reticent spatial planning</i>

\* A 'casco' is the 'shell' of a house, a ship, etc. As a plan concept, it refers to the idea of constructing a basic ecological infrastructure (the 'hardware', long term oriented) and locating urban and industrial development within that (the 'software', interchangeable).

### 2. Hidding en Wisserhof, Wageningen 1998. Discourses of town and country

<b>Discourse</b>	<b>theoretical perspective</b>	<b>plan concept</b>	<b>management strategy</b>
<b>'town and country divided'</b>	economics, social geography	compact city + restrictive rural areas	divided public-sector steering
<b>'town and country in a network'</b>	economic geography	Corridor and nodal points	network steering
<b>'town and country as an ecosystem'</b>	landscape ecology	water system, casco, ecopolis	self-organisation, meta-steering
<b>'mosaic of spaces and functions'</b>	cultural geography	urban landscape + green metropolis	network steering
<b>'urban-rural as a real estate market'</b>	land economics	price landscape	self-organisation, market steering

#### Shortlist for abbreviations:

SPESP: Study Programme on European Spatial Planning  
 ESDP: European Spatial Development Perspective  
 ESPON: European Spatial Planning Observatory Network

