National Planning Context

General
For a proper understanding of the Dutch system for ensuring an orderly physical planning structure, it is important to realise there are three levels of government in the Netherlands:
1. The State (monarch plus ministers; parliament)
2. The province (12 in number)
3. The municipality

The city of Rotterdam is a municipality. Dutch municipalities are a tier of local government, with legislative powers. They are responsible for infrastructure, public order, safety, health and other matters which form part of the municipal pattern of life. In Rotterdam’s case, this includes management of the port.

Municipalities are also responsible for physical planning at detail level, following approval of the outlines at provincial level. Finally, the municipality is charged with a number of tasks relating to the environment, particularly the issuing of environmental licences to companies. In the case of very large companies, however, the Province issues these environmental licences.

In principle, all powers are centred in the municipal council, unless it delegates these powers to the Mayor and Aldermen (the Municipal Executive), the body charged with the daily administration of the city. Each of the aldermen in the Executive has a portfolio, one of which (in turn) is assigned to the Mayor and Aldermen (the Municipal Executive), the body charged with the daily administration of the city. Each of the aldermen in the Executive has a portfolio, one of which (in most cases) is the Portfolio of Planning.

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Physical Planning in the Netherlands
In the realm of physical planning, we are primarily dealing with the Physical Planning Act and Physical Planning Decree. “Physical Planning Key Decisions” (PKB *) are made at national level. These are policy decisions made by government and parliament on matters such as ports, airports, nuclear plants, etc.

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Once these decisions have been taken, they are often laid down in provincial plans. These plans in turn form the basis for municipal structural plans and land use plans. The municipal plans may only deviate from the provincial plans with the consent of the provincial authority.

The municipal structural plan indicates in broad outline the future developments of the municipality or a part thereof.

The Land Use Plan
The municipal land use plan is the only plan in this summary with direct legal effect. A land use plan is in fact a law, to which everybody is subject. It consists of a map and regulations and is accompanied by an explanation. The primary effect of a land use plan is to regulate construction, and the use and land of buildings. The plan is binding in so far as it allows certain developments while prohibiting others. Once it has acquired power of law, the land use plan has a number of direct consequences. The most important are:
1. Building permits must be issued if a building plan complies with a land use plan;
2. Building permits must be refused if the building plan does not comply with a land use plan;
3. Changes of function are only permitted if the land use plan allows them. Penal sanctions can be applied by the municipality in the event of contravention.

The Procedure
In most Dutch cities, including Rotterdam, the majority of land use plans are formulated in close cooperation with members of the public and other private and public parties. Not until broad outline agreement has been reached between civil servants, city council and third parties is the plan taken through to the subsequent procedure. This procedure starts with the official consultation of a large number of government institutions, each of which gives its reaction to the plan. At the same time, a formal public inquiry round is organized. The plan, after any adjustment, is put up for objection for a period of one month, during which anyone can file a complaint to the city council.

The civil servants issue their advice on the objections received, and ultimately the city council adopts the land use plan with or without modifications. This normally takes place within a period of four months. The plan is then again publicly announced, and anyone who is still not happy can file a complaint with the Province. The Province must then approve (or reject) the plan within six months. The plan is then put up for a third time for possible objections, which this time must be lodged with the Council of State, the highest court of appeal in the Netherlands, which issues its judgement after an average of three years.

Once the plan has been approved by the Council of State, it passes into law with all the consequences referred to above.

The official procedure, then, can take up to four years. Only where no appeals have been made to the Council of State will a plan acquire power of law after one year. The length of this procedure is often seen as a disadvantage, though the meticulousness with which a legal situation is established which will remain in force for many years to come is still considered to be a positive factor.

Whilst a land use plan is going through this procedure, building permits may only be issued following a prior statement of no objection from the provincial authorities. This requires a separate procedure involving publication, a hearing and the possibility of lodging an appeal with the Council of State (around 10,000 such appeals are lodged annually in the Netherlands). This procedure takes between four and six months.
Urban Region Rotterdam

<table>
<thead>
<tr>
<th>Political persuasion</th>
<th>City councils'94</th>
<th>Regional council'94</th>
<th>Dutch national parliament'94</th>
<th>European parliament'94</th>
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<tbody>
<tr>
<td>Voting rate</td>
<td>Around 58%</td>
<td>Chosen by city councils</td>
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<td>Around 30%</td>
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<tr>
<td>Social Democrats</td>
<td>22%</td>
<td>12 votes</td>
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<td>Liberals (right-wing)</td>
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<td>16%</td>
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<tr>
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<td>1 vote</td>
<td>3%</td>
<td>3% + 2%</td>
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<tr>
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<tr>
<td>Ultra right</td>
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<td>-</td>
<td>8%</td>
<td>2%</td>
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<tr>
<td>Rest</td>
<td>12%</td>
<td>3 votes</td>
<td>9%</td>
<td>2%</td>
</tr>
</tbody>
</table>
Population (1991)

Inhabitants: 1,143,650

- 0-14 years: 200,000 (18%)
- 15-24: 193,650 (17%)
- 25-34: 250,000 (22%)
- 35-49: 170,000 (15%)
- 50-64: 170,000 (15%)
- 65+: 103,000 (9%)

Population density:
- Urban area: 71 inhab./ha.

Education:
- Erasmus University: 21,600 students (1993)
- Other higher education: 20,700 students

Average inhabitants per dwelling: 2.3

Ethnic groups: 103,000 (9%)

Housing (1991)

Number of dwellings (1-1-'94): 500,100

- Apartments: 61%
- Rental houses: 70%
- Built before 1969: 42%
- Number of dwellings per dwelling: 2.3

Employment

15-64 aged people:
- Non-working people: 305,000
- Working people: 470,000
- Employed: 417,000
- Unemployed: 54,000

Employed (12 hours a week or more, '94):
- Semi-governmental: 20%
- Retail/trade: 20%
- Industry: 15%
- Banking/insurance: 14%
- Transport/communications: 14%
- Non-profit: 8%
- Agriculture: 1%

Economy (GNP: 10%)

Urban commercial activities:
- Offices: number: ?
- Non-dayly retail: number: 4700
- Dayly retail: number: 2800
- Restaurants: 2000
- Cafe's, bars: 900
- Hotels: 102
- International attractions: big events (> 0.1 mln.) yearly 2.0 mln. visitors
- International attractions: yearly 3.5 mln. visitors
- International congresses: yearly 55,000 visitors

Port of Rotterdam (1993):
- Number of seaships: 30,731
- Freight: mass goods: 234 mln. ton
- Containers: 50 mln. ton
- Piece goods: 10 mln. ton
- Total: 294 mln. ton

Rotterdam Airport:
- Number of flights: 115,230
- Number of passengers: 326,248

Transport

Number of motorized cars (1993): 423,200
- Private: 87%
- Public transport: 36%
- Bicycles: 8%

Railways:
- Number of trains: 4700
- Number of passengers: 326,248

Road congestion:
- Commuting: 6.3 mln.
- Business: 5.1 mln.
- Freight: 0.9 mln.
- Rest: 2.9 mln.

Economic growth (in%)

1991: +2.5
1992: +1.8
1993: +0.4
1994: +2.5
1995: +1.5
1996: +0.5
1997: +4.5

Historical development 1860-1997

1860
1940
1997
Strategic Planning

- City centre
- Urban neighbourhood
- Garden city-neighbourhood
- Suburban neighbourhood
- Local neighbourhood/countryside
- Glasshouses
- Harbour area
- Regional landscapes

Wedges
Connections
Central park
Estates on the south-bank
Coastal area
Nodal point for recreation
High-speed rail line (HSL) / Harbour Railway
Rotterdam Airport

Development scheme:
- Hinterland connections/main axis
- Transport axis/highway
- High quality public transport/city axis
- HSL-stop and -shuttle
- Regional stop
- Metro/RandstadRail-stop
- City-development area
- High quality working-area/offices/facilities
- Harbour-related activity, transport, distribution
- Urban and rural waterfronts
- Beach development
- Reconstruction of old harbours
- Reconstruction of river-banks
- Transformation of the A20-highway zone
- Transformation of the A1S-highway zone
Strategic development programs

**Harbour development**
A project for the integration of environmental policy and physical planning, aimed at strengthening Rotterdam’s main port-position and improving the environment. This program is a cooperation between the National Government, the Province, the Urban Region, Organizations for the environment and the private sector. Enlargement of the harbour area, transformation of old harbour areas along the river, improvement of the main rail and road infrastructure, locations for transport and industry and enlargement of the area for landscape are the main issues.

**Urban development**
Vinex
A program for the location of new dwellings, offices and industrial estates. The most important projects are located in the City Centre, along the river, in the strategic North-South axis of the Urban Region and in the surroundings of important nodal point of all types of infrastructure (Ring-road).

**Infrastructure**
RVVP
The Regional Traffic and Transportation Plan is a medium long-term plan for the infrastructure. The main projects are the construction of main roads and high speed railway towards Belgium, Germany and the rest of Europe strengthen the position of the harbour and the City Centre. Furthermore the plan aims at enlargement of the Underground system and railway system towards important cities and new locations for housing, offices and industrial estates.

**Landscape**
RGSP
The Regional Green Structure Plan is developed to improve the attractiveness and quality of life within the urban region. It aims the development of 7,000 hectares new green area. The plan includes proposals for the enlargement of existing recreational park areas, the development of new areas and of the nature areas within the region. Also the development of a network of recreational and ecological connections and the renewal of agricultural land are important issues. The planning period is: 1995 - 2010.
Major projects 1

Projects
1. Tussengebied
2. Bleizo
3. Eendragtspolder/Zuidplaspolder
4. Rivieroevers Hollandse IJssel/Lek/Noord
5. Zone Rotterdam-Dordrecht
6. (Noordelijk deel) Hoeksche Waard
7. Kustzone
8. Westland
9. Rijderster
10. Midden-IJsselmonde
11. Deltapoort
12. A15-zone (van Vaanplein tot Botlek)
13. Voorne
14. Waterweg-Noord
15. Hoekpunt Noordwest (A4-Noord)
16. Schiedam/Rotterdam-West
17. Inpassing A13/16 in relatie tot A20
18. 2B3
19. Binnenstad Rotterdam
20. Stedelijk gebied Rotterdam-Zuid
21. Nieuw IPNR
22. Nesslande
23. Maasvlakte II
24. Rottewig
Major projects 2

New harbour area (1000-2000 ha), improvement of the main infrastructure (rail, road, canals), enlargement of the area for landscape (750-1000 ha) and coastal developments.

Enlargement of the regional park along the Rotte. This is an old small river along which Rotterdam originally was founded. At this moment and in the near future this regional park is an important quality for the growing urban region.

Planning of new North-South orientated railway infrastructure. Main issues are the improvement of the physical connections between the suburban areas of Schiedam and Vlaardingen (1), the transformation of old harbour areas (2), the creation of new locations for offices near the Underground stations and the connection between the river and the regional landscape (3).

A plan for new dwellings (9000 w.), locations for transport and industry (70 ha), public transport out of the City towards the river and a new green structure along this new area of extension of the City.