

TPM

Territorial Performance Monitoring

Annexes

Qualitative Analysis
Vlaanderen

**Awareness of Flemish policy about global challenges and policy effectiveness:
An exploratory analysis as a step-up for a qualitative monitoring system**

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1. The Flemish Planning System

1.1. Historical evolution

(this paragraph is based on excerpts from Van den Broeck P., Kuhk A., Lievois E., Schreurs J., Moulaert F. (under revision), "Spatial Planning In Flanders. Serving a by-passed capitalism?", chapter in ARL book on the comparison of European Planning systems (forthcoming)).

Preceded by a long pre-war history of making draft proposals, the Belgian parliament voted a first law on town planning in 1962 ('Wet van 29 maart 1962 houdende de organisatie van de ruimtelijke ordening en van de stedenbouw'). This law has dominated land use regulations in Belgium and in Flanders for more than thirty years. Firstly, it formalised the system of planning permits that had existed since the beginning of the nineteenth century. From then on, every intervention in the built environment needed a planning permit delivered on the basis of building plans and to be judged by new administrations on different levels of government. Also different levels of appeal and a system of control of the implementation of given permits were introduced. Secondly, the law enabled property owners and developers to apply for allotment permits on the basis of allotment plans. And thirdly, the law introduced a system of hierarchical plans to be developed by the national government (national plan, regional plans, subregional plans) and the municipalities (local plan, sublocal plan).

After having prepared drafts of 48 subregional plans in the second half of the 1960s, and to stop the rapid increase in the number of allotment permits that were granted to property owners, the Belgian government voted a decree to formalise and standardise the subregional plans in 1972 (K.B. van 28 december 1972). Between 1974 and 1983 the draft plans were all transformed into legally binding land use plans for the whole Belgian territory on a scale (1/25.000) that permitted positioning individual plots and their designated land use on the subregional land use plan. After 1972 (and already before that), the 1962 town planning law was amended different times, especially in the 1980s², giving more opportunities for land owners to build on plots outside areas designated as building

land. In the mean time, some municipalities successfully created their own local and sublocal land use plans, thus giving more detailed guidelines for local land uses (approximately 1/1.000) (European Commission 2000). At the same time, a strong orientation away from land use and zoning planning towards more structural planning had been going on, which was present in scientific debate (see also Albrechts 1982, De Jong and De Vries 2002, Van den Broeck 1987, Vermeersch 1975), but became widespread in the 1980s when different sectors realised that the appeals made by the different users of land were no longer compatible, and that the country had ended up with a patchy kind of spatial planning and land use allocation, which could not be sustainable in the long run and which had in practice become an ad hoc approach where first asked first claimed, got served first. Although the land use planning system was rather centralised, the land was reallocated and the land use plans were changed in function of demands by major stakeholders.

After thirty years of experimenting with local structure planning and accelerated by the since 1970 ongoing federalisation of Belgium (see below), in 1996 the Flemish parliament voted the so-called spatial planning decree ('Decreet houdende de ruimtelijke planning van 24 juli 1996') which laid out the legal basis for structure planning in Flanders. With the decree a three tier subsidiary system of spatial plans was created. First, the Flemish government, all five provinces and all 308 Flemish municipalities were obliged to make structure plans giving a vision, strategies and actions for the spatial future of their territory. Second, these structure plans were supposed to be complemented with so-called spatial implementation plans (R.U.P.'s), which would gradually replace the existing hierarchical land use plans based on the 1962 town planning law. These R.U.P.'s still can be seen as land use plans, but leave more flexibility for governments in designating and regulating land uses. As a first practice of the 1996 planning decree, in 1997, the first Spatial Structure Plan for Flanders became operational (see also Albrechts 1999, Albrechts 2001a, Albrechts 2001b, Benelux Economical Union et al. 2007).

The Flanders Spatial Structure provides the desired spatial structure Flanders 2007. The spatial development of Flanders is not only determined in Flanders, but in three administrative

levels (regional, provincial and municipal) and by means of two types of plans at every level (spatial structure plans and spatial implementation plans). It is intended that the lower levels focus on the framework and limitations of the higher level and the framework and verify/elaborate on the framework and regulations. The Flemish regional level will not elaborate on all structures in the RSV and certainly will not assign land use regulations on parcel level. It will, however, look at the spatial structures and elements with are of regional and supraregional importance.

Structure Planning is thus performed based on the subsidiarity principle, which means that every competent authority for planning is concerned with those matters that are appropriate to the conscious level to be arranged. Decisions must be taken at the most appropriate level. A decision on a higher level is justified as the importance and / or its coverage clearly exceeds the lower level. A higher level occurs only insofar as the objectives of the proposed action can not be achieved by the lower level in a sufficient way. The principle of subsidiarity also implies, however, that provinces and municipalities watch over provincial and municipal interests insofar they are affected by the higher planning level. The spatial vision developed in their own structure plans, serves as a basis and is achieved by participating in the creation of the spatial structure of the upper levels.

1.2. Present situation

In a nutshell, after the regional plans in the seventies, the Spatial Structure Plan Flanders (RSV) in 1997 (as well as provincial and municipal spatial structure plan), was established as a framework for spatial planning. Simultaneously the existing regional plans still determines mainly the action on the ground. Along with societal changes and new spatial choices connect with it, policy frameworks must also evolve. In the coalition agreement, the Flemish Government's ambition is to set out a new policy plan for spatial planning, for the end of the legislature (Opmaak van BRV – Startnota, 2011, p.3).

Next to this, The VIA Plan (Vlaanderen in Actie, *Pact 2020*) sets out an encompassing vision for Flanders for 2020. The ambitious aim is to lead Flanders to the top five of European

regions. Flanders is envisioned as an economically sustainable and socially warm society. This ambition is embodied in the 2020 Pact, signed in January 2009 by the Flemish government, social partners and associations. Strategies and actions are grouped into seven fundamental breakthroughs or fundamental turnovers.

Via also includes a response to the Europe 2020 strategy, which proposes actions and benchmarks to tackle the global challenges of globalization, demography, climate change and energy.

A key question will be how the ambitions and the spatial component, expressed in the various VIA breakthroughs, can be placed in a spatially coherent story and to what extent the existing spatial policy framework for this should be adjusted. (*Opmaak van BRV – Startnota, 2011, p.3*).

The project coordinator and the core team BRV started their activities mid may 2011. The core team consist of representatives of the other policy competences, in particularly Agriculture and Fishery, Economy/Science and Innovation, Mobility and Public Works, Services for General Governmental Policy, Culture/youth/Media (Tourism), Urban Policy, Housing Policy, Family/Wellbeing and Health.

The new spatial Policy Plan (BRV) is not the only "integrator" or theme-overarching plan with respect to the global challenges. Other examples, relevant to this topic, are the Flemish Climate Policy Plan and the Flemish Adaptation Plan (2012), The Energy Efficiency Plan and the Plan Renewable Energy, the Flemish Reform Plan, the Poverty Action Plan much of which is currently in phase of formatting (for details see the discussion in relation to the different themes). In addition, other policy memo's of the different competences within the Flemish Government, constructed with the installation of government, serve here as a base to analyse the strategic choices, but also more elaborate policy plans (eg environment, mobility, ...) are in phase of consultation and construction.

The analysis of spatial challenges linked to global challenges and the effectiveness of policies to address them in an integrative way, comes at an peculiar time. Currently, the

spatial policy in Flanders is in full transition phase, In this context, the qualitative monitoring of this contribution must be seen as a baseline measurement.

2. Awareness of global challenges and forecasting/monitoring

2.1. Climate Change

2.1.1. Regional challenges and spatial impact

Climate change manifests itself, amongst others, in a global warming process, which is clearly noticeable in Flanders during the last decades. The Intergovernmental Panel on Climate Change (IPCC) is an agency of the United Nations, gathering scientific findings concerning climate change throughout the world. According to the IPCC it is set out with a high probability (> 90% certainty) that human behavior contributes to climate change. This contribution is due to the increased emissions of greenhouse gases ((carbon dioxide (CO₂), methane (CH₄), nitrous oxide (N₂O), ozone (O₃) and fluorine containing gas) into the atmosphere. Other factors also play a role in the observed climate changes: for example, the variation in solar radiation, the changing presence of dust particles in the atmosphere caused by volcanic eruptions or natural phenomena such as variations in atmospheric circulation patterns.

Greenhouse gas emissions in Flanders contribute to this climate change, but global warming is a global event par excellence. To explore possible climate change scenario's for Flanders, global gas emissions scenarios are used – which come from the 4th Assessment Report of IPCC (2007). This leads to 3 climate scenarios for Flanders, which outline the boundaries of the climate in Flanders by the end of this century (2100). They include both the possible differences in greenhouse gas emissions as the uncertainties, related to each climate model used, and lead to a wet, moderate and dry climate scenario (Milieurapport Vlaanderen, p. 284-286).

The precise contribution of Flanders to the overall European emission will be assessed in the quantitative analysis.

The precise change in climate is difficult to predict, especially on a smaller geographical scale like Belgium. Belgian research in this field will continue. Nevertheless, national and international research reveals several future challenges for Belgium. The most obvious are sea level rise and inundations which will affect the coastal and lower areas and droughts and heat waves which will affect the forests in the southern part of the country. (National Adaptation Strategy, p. 6).

Local challenges for Flanders are being prepared for a changing climate and its spatial conditions on one hand (adaptation), on the other hand in offering a response to the European policy objectives considering the suppression of greenhouse gas emissions, in order to avoid any surplus change of climatic conditions throughout the world (mitigation).. The challenge is for this to work out a long term strategy which should be coordinated between different competences within the Flemish policy field. This means Flanders is certainly aware of a European policy (Europe 20-20-20 and Green and White papers on Adaptation), which is also translated in "Vlaanderen in Actie" (VIA Pact 2020).

2.1.2. Specificities of Flanders

In the Green Paper "**Adapting** to climate change in Europe - options for EU action" Flanders is characterized as a coastal area with the most acute problem of rising sea levels. Wallonia, on the other hand, is characterized as an area with the possible risks of drought.

As regards **mitigation** Flanders feels the legacy of a lack of spatial planning in the past. This means that many additional emissions are generated due to the dispersed spatial structure of settlements and mobility. Since mobility is not covered by emission trading policies, the Flemish government is responsible for designing policies to a problem on which it has little control. This problem is also manifesting itself in energy efficiency policy (cf. paragraph 0).

2.1.3. Use of forecasts / monitoring

Mitigation vs. adaptation policies are using different forecast/scenarios and scenario methodologies. This can be explained by the different time perspective (mitigation: meeting

the 20-20-20 targets / adaptation but also setting out strategies after 2020/ adaptation: exploring different strategies to adapt to sea level rise towards 2100).

The “Milieuverkenning 2030” includes forecasts concerning:

- Energy consumption and greenhouse gases;
- Climate change and soil hydrology.

Adaptation policy follows these forecasts (until 2100), and especially the predictions considering sea rise level (cf. Milieuverkenning, p. 298).

The department of LNE, which is responsible for mitigation policy, develops mitigation forecasts which require conformity with European standards calculating greenhouse emissions.. They are calculated by VITO (every two years) and are have a different methodology than the “Milieuverkenning 2030” (data collection on different time intervals and different parameters). The forecasts are using the erceptvie of 2050, but wit incremental steps 2013-2020. This is necessary since the European Commission sets out yearly standards until 2020.

“Milieuverkenning 2030 (MIRA)” is effectuated in an intensive sharing process with stakeholders. It is based on international models such as IPCC.

The timeframe for European targets concerning greenhouse gas emissions (mitigation), is very stringent, with a benchmark for each year. In the cyclical “Klimaatbeleidsplannen” (2000-2005; 2006-2012, 2013-2020) strategic aims are presented, but in the yearly progress reports operational objectives are formulated. New measures are possible each year.

The forecast activity is embedded in a cyclic monitoring activity, as far as mitigation is concerned (VITO). As far as mobility and agriculture is concerned, greenhouse gas emissions are monitored via the “broeikasgasinventaris”, and a biennial report is submitted to forecast until 2020, with two scenarios (one with measures scenario and one with additional measures scenario).

2.2. Energy

2.2.1. Regional challenges and spatial impact

Similar to the issue of climate change, the challenge of energy is a global one, and in particular manifests itself in the effectuation of the European policy goals concerning energy-efficiency and renewable energy. Reaching European goals is also explicitly mentioned in VIA 2020, which means that all Flemish policy documents have to respond to the challenge and include it in their vision.

The energy intensity of the Flemish economy (gross domestic energy consumption per unit of gross domestic product at constant 2000 prices) has been decreasing since 1998. Since 1998, gross domestic product grew much faster than the gross domestic energy consumption. Since then there has been a decoupling of energy use and economic growth. Between 2005 and 2007, the energy intensity shows a remarkable decline. In 2008 and 2009 the energy intensity has been decreasing further. In the crisis year 2009 the decrease of energy was greater than those of gross domestic product (Beleidsbrief Energie, 2009-2014, p.9).

Most obvious spatial impacts are:

- A spatial demand for renewable energy (wind, solar, cogeneration,...) The search for locations for those energy facilities and the construction of RUP's to make them possible;
- Rethinking the most optimal settlement system for the reduction of movements – spatial layout of the infrastructure network;
- The construction of industry parks, effectuation of public works, neighbourhoods, dwellings, always with energy efficiency as starting point;
- Construction of supporting infrastructure for green energy (eg. for hybrid cars).

2.2.2. Specificities of Flanders

Flanders does not have gas or oil production, in contrast to eg. Netherlands and Norway. The dependence on imported fossil fuels such as coal, petroleum, nuclear fuel is not very different of much of the other European countries, although the potential for renewable energy is very small. As energy is concerned, Belgium is one of the most important importing countries of Europe.

Flanders is different from other European regions in the potential for renewable energy. In the North Sea there are possibilities for wind energy, but generally speaking it's not very hot (solar energy), there are no possibilities for hydro power,....Because of the dense housing in Flanders itself and the lack of space there is a shortage of opportunities for wind energy or biomass.

Flanders is a transit region with a very dense road network, centrally located in Europa and relative to some very important logistical nodes (eg. port of Antwerp). This means a big share of energy use caused by transit mobility on which it is very difficult to perform policy or articulate concrete measures.

Therefore, Flanders basically is allowed to make a correction on the aims, but did not do this since no uniform method is available to quantify this correction - in contrast with other indicators and targets from Europe where very specific top-down methods are developed.

In Flanders the affordability of energy is an additional challenge. Europe suggested to effectuate this by a restructuration of the energy market and to allow for more competition on the gas and electricity market (Vlaamse Lissabonrapportering,2009, p. 9-10). However, this is a federal competence.

2.2.3. Use of forecasts / monitoring

"Energy projections for Belgium are a tool for decision making. They are coherent and detailed projections of the Belgian energy system (sic website of the Federal Planning Bureau). They attempt a quantitative assessment of the likely range of the energy future of Belgium. Those ranges vary depending on the assumptions regarding key variables such as economic growth, energy prices, technological developments and policy options. The energy forecasts of the Federaal Planbureau are concerned with long term (20 to 30 years) and medium term (5 to 10 years). The long-term projections concern both energy supply and energy demand, while the medium-term only focuses on energy demand.

The Federaal Planbureau bases its projections on the PRIMES energy model, which is not available at the FPB since its implementation is held by the Technical University of Athens (NTUA), the main designer of the model. The FPB does provide for the collection of a portion of the data, analyzing results and preparing the reports, and designing alternative scenarios (either itself or proposed by the government or the federal administration, in collaboration with the FPB).”
(website Federaal Planbureau, www.plan.be).

Besides, forecasts are also developed for the **energy efficiency plan** (until 2020). The same projections are used for agriculture and mobility and are developed by VITO since 2006 (Bau and Bau + scenario). For projections concerning dwellings and buildings, VEA does not work with the same projections as the LNE does for the Klimaatsplan Vlaanderen since these are top down and VEA uses bottom up calculations, according to the methods developed by the European Commission, and has developed its own forecast model by VITO. Here various parameters are used, such as projections for construction of new buildings, demolition, renovation,... The model is also adapted to decisions of the cabinet concerning the standards for parameters, new policy options, granting, renovations,...and then further elaborated.

There are no agreements on the distribution of diminution of energy consumption among Flanders, Wallony and Brussels yet, so the energy efficiency plan is not using the separate forecasts are not used in the energy efficiency plan yet. Instead, national forecasts (Federaal Planbureau) are used, concerning energy, economic growth, although those projections are for the whole of Belgium and one can assume big differences between Flanders and Wallony concerning some economic sectors (different economic structure).

For projections concerning potentials for **renewable energy**, Europe only requires them until 2016, but Flanders develops them already until 2020. Here, the same projections are used for agriculture and mobility. All forecasts are developed by VITO since 2006. That year was the first forecast reports available, the BAU and BAU + scenario. For renewable energy and cogeneration, the VEA is also subcontracting for a number of

years already to VITO, to make assumptions, mainly potential calculations until 2020.

There is a constant actualization of those forecasts, and it is done by intensive stakeholders consultation processes. This is also the case for the forecasts in the energy efficiency plan.

The time frame for meeting European targets for energy efficiency, renewable energy and greenhouse gas reduction is ultimately short. Forecasts are made on a very frequent time pace, and a flexible readjustment of measures will be necessary if the targets are not reached. Constant monitoring is therefore needed. Considering energy efficiency: there is momentarily no need for additional measures since forecasts indicate being on schedule.

2.3. Globalization

2.3.1. Regional challenges and spatial impact

This analysis uses the following definition of the challenge of globalisation:

- a change in environmental factors, notably the greater dependence of a region and authorities on international and professionalised decision-makers in the fields of economic development and the utilisation of space;
- a need to respond to this situation through policy - including European policy - among other things by pursuing some strategic spearheads of economic development and by strengthening competitiveness.

Altered economic structure

The economic structure has evolved from a highly capital-intensive economy - based on cost-competition and energy-depleting, large-scale mass production with international competition centred on costs - to an economy increasingly concentrating on added value (e.g. through design and product differentiation). An economy of this kind tends to be less sensitive to wage costs and energy costs. (K. Vermoesen).

The emergence can be seen of new types of companies not confined to traditional activities established in traditional business parks. There is now also an important economic pillar made up of tourism, social economy, business services and a 'services economy' that is being created for lowly-educated people and goes hand-in-hand with an affluent economy or population (e.g. ironing and other forms of domestic help). All of these sectors benefit from an urban environment. (Mertens).

At the time of the Flanders Spatial Structure Plan, the spatio-economic strategy contained an ambition (including an international ambition) for economic gateways, but lacked an explicit strategy for attracting foreign investment. Wage costs in Belgium had already become so high that there was a reluctance to respond. This was reflected by a temporary decline in foreign investment (although this might have been due to normal economic fluctuations). Together these circumstances must be interpreted according to the political mood at that time for making choices in economic development. This is far less prevalent nowadays because the companies themselves make these decisions. It is possible to facilitate a movement in a certain direction, but it requires the earlier acquisition of knowledge of how companies view Flanders.

Globalisation has also spawned the 24-hour economy: Flemish enterprises will increasingly cooperate with American, Chinese, Indian and other foreign companies in a tele-working situation and will align with office hours in other parts of the world. This form of flexibilisation of working time is already noticeable (people who sleep/shop during the day and work at night). Although the policy consequences and the spatial consequences are not yet entirely clear, we have already seen the emergence of teleconferencing centres that have responded to this development by opening at night.

The private sector expropriates policy tasks

The consequences of globalisation are even more far-reaching, however. Global economic players are increasingly taking their decisions at a level beyond or almost beyond the reach of national or regional authorities. Multinational companies and international organisations are gaining influence compared with national authorities (Environmental Policy Plan, p. 13).

The globalisation phenomenon has resulted in a changing relationship between companies and authorities. There is an international shift towards a guiding real estate developer. In the past, a company looked for a location and purchased a plot of land with help from the authorities. Now, the real estate developer acts as an agent who arranges everything for the company, including the procedures (obtaining licences and similar), and also becomes the owner of the developed buildings. Corporate real estate is an emerging, new market with consequences difficult to assess at present. The same phenomenon is noticeable in logistical warehousing, where the real estate agent takes on development responsibility and brings his own clients (companies) with him. All kinds of investment funds generally finance these projects.

This means that the players - stakeholders the Flemish authorities must deal with - are changing. Users of space are internationalising and professionalising. They are becoming more like organisers than users of space. Compared with the past when the authorities decided places for development, the real estate market is now getting a bigger say in the choice of location. They mobilise strong legal support and this occasionally confronts the authorities with a *fait accompli* (cf. brownfield development covenants).

Spatio-economic development is no longer a question of a single company approaching the authorities, inquiring where space is available and asking what steps must be taken to start up a company within a certain time. Instead, there is a real estate company that is looking for a commercially profitable project and finds out what legal preconditions must be met to achieve this goal.

This trend is causing new trends to drift in from other countries, such as globalised retail concepts, large wellness complexes and fun shopping combined with fitness, wellness, sport and recreation. There is a rising demand to find locations for all of this in Flanders, but the proposals sometimes run counter to the local spatial context and mentality. The real estate developer must sometimes scale down his ambitions (e.g. UPlace in Machelen).

The increasing globalisation of the economy exerts local effects on spatial developments in the economic structure, entrepreneurship, growing mobility, less stability in the labour market, pressure on the environment and so on. Technological innovations are driving ever-faster changes in production methods and products and services. The increasing globalisation makes companies less tied to fixed places. They manufacture where they consider it most favourable from a business point of view and they do business worldwide.

The economy is fanning out, with tangible consequences for the living environment. Among other things this development is significantly increasing the number of movements of people and, above all, of goods. The net result is radical changes in the space where production occurs, both in the choice of locations and in the use made of space. New production processes and management techniques, the typically global organisation of major companies and takeover effects have made it more difficult to plan and arrange this sector spatially (see above).

Spaces of flow and rediscovery of local merits

At the time of the Flanders Spatial Structure Plan, a relative benefit was identified in the globalisation context for cities located in a central metropolitan area, like the Flemish cities.

As nodes the airports of global significance and high-speed rail links and HST stations are becoming a decisive factor in the spatial structure of Northwest Europe. The location of cities in relation to these nodes and the capacity to stand out in these transnational networks is pivotal to their urban development. At European and Flemish levels there is a growing gap between these cities - which because of their location in the communication network have an extensive and efficient relationship with the actual decision-making centres - and the peripheral cities that due to their location, natural disadvantages or industrial past cannot raise capital or attract investments (Flanders Spatial Structure Plan, pp 37-38). This has resulted in functional specialisation and in competition between cities for specific types of production, high-quality services and so on. In step with growing specialisation, the city develops a unique label or image. In turn this attracts other specialised economic activities and highly educated workers who

stimulate an increase in the number of specialised jobs of a specific nature.

On the other hand, the Flanders Spatial Structure Plan has broken an established trend by breaking away from the idea that every region had to lean towards a Flemish average for a comprehensive set of variables and should now look for its own strengths: this might be industry (including heavy industry), tourism, green spaces, etc. This reflects the principle of 'rediscovery of local merits', which is coupled to globalisation (Vermoesen).

The debate on how Flanders should position itself within this globalising network and how this will affect economic development poses a challenge. The challenge has manifested itself on a Flemish scale, namely the question of the extent to which the Flemish poly-centric urban structure fits into this network. This prompts the question (although more at governance level) of whether it might be better for Flanders to promote itself internationally as a single entity instead of each city doing this on its own (Mertens).

A prevailing idea within Spatial Planning is that there should be a rescaling that includes letting go of Flanders somewhat. The intention is to break with the tradition of viewing cities independently of each other and to regard Flanders as a single entity, even in relation to neighbouring regions (as a Delta?). This idea received far less exposure in the Flanders Spatial Structure Plan.

A second meta-level question concerns the types of macro-areas that should be pursued for economic developments. In the cities it is easier to grow the potentials of knowledge and an innovative economy because they are an attractive setting for establishing operations on account of the proximity of facilities, cultural amenities and so on. In other words, they are attractive for the right group of employers (legacy of R. Florida).

It is debatable whether the labour potential is findable mainly in cities, especially in a context where there is a pursuit of an innovative and high-tech economy, particularly if there is an emerging innovative economy or technology, or whether the cities that stay outside the gates will be the most attractive as a

place for establishing business activities. How can Flanders put itself on the global map? Can you use your rural areas for this purpose? Or should it be confined to cities with high-profile names that have already established themselves on the map but not yet prominently enough? What will yield most? (Mertens).

On the other hand, it is necessary to consider how the present economic structure (i.e. cities + ports, airports, multimodal platforms and similar) is usable to respond to the challenge of globalisation, but also respond to this changed globalised context. Will they continue to function as gateways or, just like the cities, will they need to look for mutual coalitions or mutual complementarity such as exists between the ports? (Vermoesen, Mertens).

Changes in Spatial planning

If it is decided to pursue new sectors, also driven by European policy, what needs to happen in spatial planning in order to accomplish this? The discussion currently centres on the premise that it is no longer about keeping free or reserving sufficient pieces of land for the development of business sites or large-scale developments, but that it is more important to put forward a number of other business establishment factors/preconditions, such as good accessibility, an attractive urban climate and an attractive labour market (Mertens).

In the Flemish context some catch-up operations will be necessary in terms of providing space for problematic parties that require space for which sites are scarce. However, it is not possible to make the general conclusion that there are major shortages of space for economic developments. All things considered, this is principally a spatial problem and far less a problem directly related to the globalisation issue.

Specific spatial challenges coupled to particular sectors

Sectors such as healthcare, the economy for lowly educated workers and recreation are becoming increasingly significant sectors with their own spatial logic. These activities are spatially embedded and are found chiefly in cities but now also in villages (Geert). It is a challenge to give consideration to this matter

and to respond through policy to this embedded form of economic activity, although recently the quaternary sector has made more requests to set up operations on industrial sites. This concerns parties like hospitals and health insurers that opt for accessible types of business sites but can also operate in the city.

Another spatial phenomenon is the economy distributed across the peri-urban area. An insight is needed into the types of companies concerned and how this matter can be addressed by means of policy.

Awareness of a general policy perspective

In 2010, the European Commission presented concrete benchmarks related to the different themes;

- Employment for 75% of the population between 20-64 years ;
- 3% of the EU-BBP to be invested in R&D;
- Reaching the "20/20/20"-climate and energy targets (cf. climate and energy);
- The school drop-out rates should be lower than 10% and at least 40% of the younger generation (30-34 year olds) should have a degree or diploma;
- the number of people who are poor or socially excluded, should be diminished by 20 million. (www.vlaandereninactie.be)

Following the European directive, Belgium needs to prepare a national reform program for a period of three years based upon 24 integrated guidelines ("richtsnoeren"), complemented by a yearly progress report. Europe made some concrete recommendations for Belgium based upon the former report. Flanders also has its own reform program and progress reports. In the Vlaamse Lissabonrapportering an overview is given of the most important structural indicators following the European directives. (Lissabonrapport, p. 10-12)

Via (Pact 2020) is a formulation of the Flemish vision, in which "the need for a competitive and sustainable economy is put forward, which responds to the opportunities given by globalization" (the report also proposes a set of indicators).

A strategy to respond to the need for innovation and competitiveness, related to the climate change and energy challenge, is to strive for the development of a green economy, a *kringlooeconomie* which is not only a policy objective for Flanders, but also an inner potential to strengthen the competitive position of the region (Vermoesen).

The theme will be further elaborated in the policy section.

2.3.2. Specificities of Flanders

Flanders is a little and very open economy, little in the sense that the BBP is only a small percentage of the European BBP. Open in the sense that import and export is 69.5% and 66,5 % respectively of the BBP. This openness is increasing (RSV, p. 123 - sic)

Flanders strongly stresses the importance of logistics as an economic sector based upon its relative location within Europe. Vlaanderen in Actie puts focus of logistics forward as a strategic line within their Vision for 2020.

Generally speaking Flanders is also characterised by a large proportion of small and medium-sized enterprises (SMEs).

In the situational analysis of the Beleidsnota Economie, the following characteristics are put forward (Beleidsnota Economie 2009-2014, p. 5 – 8):

- High prosperity, but a crisis with drastic consequences for the labour market;
- High productivity, but investments and in-service training under peril ;
- An open economy, but aimed at traditional markets and countries of origin ;
- Many entrepreneurs, but a little amount of fast growers and a imminent ageing ;
- Not characterizable (yet) as a strong knowledge economy.

It is unclear at this moment whether Flanders is exceptionally different from the other European regions in this respect. The quantitative analysis of the region should be able to give an answer.

2.3.3. Use of forecasts / monitoring

A fair amount of economic forecasts are drawn out by the Centraal Planbureau and can be consulted on their website (www.plan.be). Collaboration also exists between federal and the regional governments. The projections are on short term, medium and long term (dependent on the type of phenomenon being forecast)

In order to prospect developments within the international economy, the Federaal Planbureau makes use of the "NIME Outlook for the World Economy: Medium-Term Prospects for the World Economy [24/08/2010]" model: The NIME medium term projection for the global economy provides a macroeconomic scenario for the main areas of the world economy. The scenario is based on data from the AMECO database of the European Commission (November 2009) included as an appendix to its Economic Forecasts, Autumn 2009. Based on all available information up to December 24, 2009 the NIME medium-term projection gives a new scenario for the global economy. Medium-term prospects of the FPB for the Belgian economy are based on an international economic scenario which was derived from the medium-term perspectives of various international institutions such as the OECD and the European Commission. The methodological choices underlying the forecasts and projections for Belgium from the FPB are completely separate from the international economic scenarios and analyzes it develops for the world economy. It also uses the model Nemesis (New Econometric Model for Environmental and Sustainable Development and Implementation Strategies), a macrosectoral econometric model. ((www.plan.be))

The forecasts of the Federaal Planbureau are updated according to changes in conditions, not spatial dynamics. (cf. www.plan.be)

Economic projections of the Federaal Planbureau were also used to make an estimate of spatial needs for economical developments byt the Spatial Planning Agency, at least for those developments for which specific areal zones have to be delineated (IBM, How-To).

Momentarily, within the Spatial Planning Agency, the necessity to delineate large surface areas for economic development is under discussion. A specific attention point within the BRV is how strong the focus will be put on quantification and assign hectares to different space users. The question should be rather on new methodologies do deal with space, more based on multifunctionality, verweving,... However, one expects that quantification will remain a demand of the political agents.

The IBM-research was effectuated in collaboration between RWO and AO, together with a delegation of scientific experts.

The forementioned aims will also be monitored by the Indicatorenboek VIA, but it is not clear whether those will be compared with forecasts.

2.4. Demography

2.4.1. Regional challenges and spatial impact

The population – volume, age structure, spatial distribution and possible evolutions – is very crucial to a pleiade of policy themes. Those themes can be related to youngsters (family allowance, provision of education, education personnel), the labour population (job creation, unemployment, fiscal issues, social security, commuting) and the elderly (health care, retirement pays). More generally the population size also affects consumption patterns, housing and need for energy.

The demographic challenge can be further subdivided in:

- Migration (external and internal);
- Ageing (or more in general: age structure)
- Household composition and number of households/single households.

The aging population and the growth rate of the elderly in the population is partly the result of declining fertility and longer life span. This development has major financial implications for the budget. The modified structure of the population leads to a decrease in the population of working age who contribute to taxes and increases the number of elderly who receive pensions and rising health care (see Social protection and aging issues).

This leads naturally to an active debate in Belgium and Flanders regarding raising the retirement age.

Flanders is unlike other regions, that may be facing the challenge of population decline. From the most recent population projections (Studiedienst Vlaamse Regering), an increase of 6.6 million inhabitants by 2030, which is an increase of about 7% compared to 2008. It is expected that 9 / 10 of the municipalities the population will increase.

Flanders is at typical immigration region, and is gaining more population through immigration than by natural growth. The strong immigration raises the question whether European policy should deal with this, since some municipalities on the border face of the influx. (media reports, according to Hilde Schelhaut).

European flows will increase in future, but there is still considerable uncertainty about the impact of some political evolutions in the North Africas, so external migrations may be currently underestimated (as the projections assume a trend scenario). This means not only a quantitative but also a qualitative difference (North African families have a different family structure than Eastern European families).

Moreover, the growing trend of households persists; the amount of households is expected to increase up to more than 2.7 million in 2020, and in particular the number of single households will grow considerably (Beleidsnota Ruimtelijke Ordening, p. 4)

The ageing process has not yet reached its cruising speed today. In the decades to come, coming ages, Flanders will face a sharp increase in the proportion of elderly. More in particular, the proportion will increase significantly over-80s. Yet ageing also has positive associations. Most elderly people are living long in good health and still quite independent. Moreover, the diversity, both socio-economic and socio-cultural, in the elderly increases. This example has implications for the housing preferences and asks for the combination of housing and care. The trend is observed that elderly function more independently (with or without a partner) and are less likely to be included in a retirement or nursing home. (Beleidsnota Ruimtelijke Ordening, p. 4)

Spatial impacts of external and internal migration

It can be observed that external migration flows concentrate upon the "big cities" (Brussels, Antwerp, Ghent), with a certain mass suburbanizing subsequently to the outskirts, eg of Brussels, and also towards Wallony. In this way, a certain population group is there substituted by a less affluent and with a bigger household composition (family reunification). The slightly smaller families are leaving the city to the outskirts. It can be necessary to anticipate on this in both provision of services as housing (although a more active policy could also be at the heart of the discussion, cf. further).

As such, the suburbanization process is still persisting. Along with the ageing population this also raises the problem of the suburban belts where many baby boomers have built their homes, but now (want to) return to the city. Besides the effects of these differential migration patterns, addressing these suburban areas is a large spatial challenge. (Beleidsnota Ruimtelijke Ordening, p. 17)

Another important trend is the retirement migration to the coast, although now also a migration wave of the age group of 40-60 can be observed. The projections show an inflow until 2018, but after 2018 a decline of influx is expected (based on the population pyramid, eg). This is expected in cities such as Bruges, Kortrijk and Ostend. This creates a major policy challenge related services: housing, health care, eg ... what to do with homes that had to be built to accommodate the growth in a period of contraction of the inflow? Should we abort? Will prices go down? What about vacancies?

This challenge poses itself also in Antwerp, where a predicted "greening" of the population until 2018 will result in the need for new schools. (see below).

Spatial impacts of diminution of Household size

The growth in the number of households is expected in almost all municipalities. The largest increase occurs in the villages situated on the coast, in the Kempen and especially in the border region with the Netherlands. A particularly strong increase is expected outside the cities and along the coast. This will result in a continuing demand for housing, but with an

overall decrease in housing size. It is estimated that by 2020 there will be a demand for about 80,000 additional housing units which are suitable for singles. By 2050 this can be estimated on 170,000 units. (Beleidsnota Ruimtelijke Ordening, p. 4). These reduction in average household size and demand for smaller units is of course also related to the aging process. Those projections are based upon a continuation of existing trends of diminution of household size.

Spatial impacts of ageing, “greening”

The spatial impact of the ageing process manifests itself locally in the need for providing appropriate (smaller) units, which can already be observed in existing trends (more apartments in city and town cores, compaction, a trend of smaller lots, ...). Moreover, older people depend heavily on nearby facilities near the home, green spaces and public transport. Alternative forms of housing such as group homes, sheltered housing and kangaroo homes can offer a solution for them to live independently for a longer time, as well as solutions for adaptable or “lifelong” housing. The ageing population has an important spatial impact by both the demand for more public (healthcare) facilities that extra space and by the demand for a wider and more varied range of housing and services for the elderly. (Beleidsnota Ruimtelijke Ordening, p. 4)

It can be observed that the relationship housing-care functions at other scale levels than it did before; instead of a strong dialectic between staying at home and call for homecare, opposed to move to a home of rest, a whole spectrum of possibilities is developed nowadays.

Other spatial challenges

Alongside the former trends, there is also an existing demand for detached, freestanding houses. The response on this trend is the construction of allotments with different price levels, with a tendency to reduction of the allotment size. Older people also are attracted to rural areas resulting in an increase in housing prices, which causes younger families to have problems finding affordable housing.

Supportive services can be broadened as above, it is not just about care for the elderly, but also cultural and recreational facilities, transportation, other facilities such as childcare in the profit sector, providing a good quality environment.

Overall, the biggest challenge is how flexible responses can be found to the varying demand for services related to the anticipated population growth and demographics. This can be realized by constructions which can be used for different purposes: both child care and elderly care, education,..(Peter Swinnen, Flemish architect). Currently the RWO has commissioned a study to see which instruments should be used and how policy can deal with these types of multiple use.

Evidently, all is related to how the way in which the Flemish settlement system evolves or is planned, and what spatial models will be used to structure it. This discussion will be reflected in the Beleidsplan Ruimte. This distinction is important because the "urban areas - rural" division is now used as a main rule for the placement of new facilities and housing.

In any case the population projections (until 2018) require for urgent action. A very important issue in this respect is the role of cities. A close monitoring and adaptation to the population projections which are based on current trends, do not take account of visioning or strategic policy of the cities to attract families with children (see section 1.4 and effectiveness of policy bundles).

Awareness of a general policy perspective

No explicit European policy exists regarding the demographic problem an external migration. There are some derivative strategies, and the Flemish Reform Programme which gives an answer to Europe 2020 proposes guidelines that are in relationship with demographic challenges, such as eg. providing employment, and policies for improving the quality of life (which is mainly focused on poverty reduction and ensuring equal opportunities). Environmental quality receives less attention.

In this, policies concerning demography are different from eg energy and climate policy, in which Europe sets out very specific directives and benchmarks, which European countries (and

regions) have to follow. This is most likely because demographics is largely a local issue and also in local policy is collected. This does not mean, off course, that demographic developments aren't closely monitored in the Flemish region and consequences on policy discussed.

2.4.2. Specificities of Flanders

In the ESPON DEMIFER project a spatial differentiation has been made of European regions concerning demographic aspects. Flanders belongs to the European standards group, with an age structure close to the European average and a growing population (as opposed to other regions which have a younger age structure, and/or shrinking). During the interviews also a "greening" process was mentioned, at least in comparison with Eastern Europe. This will have to be verified in the benchmarking process.

In Flanders, the vast proportion of land is private ownership, not government property. This means an additional difficulty to governmentally steer the housing developments.

In a research, commissioned by RWO ("Sturingsmodellen rond Wonen"; (how to steer housing developments – not available yet to this date), a number of foreign cases were compared with Flanders. This showed the major outline of problematics and challenges, is very similar in all regions (urban sprawl, pressure on open space, ...)

2.4.3. Use of forecasts / monitoring

On federal level

The Federal Planning Bureau constructs population projections for Belgium and the Regions (Flanders, Brussels, Wallony) (For more information: www.plan.be) The latest projection dates from 2008. The main parameters that determine the population are be carefully examined: fertility, mortality, the decision to migrate within the country, to go abroad or return to Belgium. The time frame is 2007 – 2060.

The federaal Planbureau has a long tradition of following-up the work of Belgian and foreign demographers and other scientists about possible influences on the development of the population: it pays particular attention to the preparation of population projections, in cooperation with the Statistics and Economic Information (formerly NIS, now ADSEI) and a group of experts (demographers, geographers, sociologists, economists, public health experts and various users of that perspective).

The Federaal Planbureau participates in meetings and activities of international organizations on the subject (population projections prepared by Eurostat, Working Group on Ageing of the European Commission, the UN Commission on Population and Development, UN Summits on aging and their follow-up) .

On regional level (Flanders)

The “Studiedienst voor de Vlaamse Regering” carries out projections of population and number of households on municipal level, to be used by Flemish and local policy.

The first municipal population projections, the so-called MIRA projections for the Environment and Nature Report Flanders (Milieu- en Natuurrapport Vlaanderen), published in 1994. A first update was made in 2000, followed by updated projections in 2005 and 2011. Results can be consulted at <http://www4.vlaanderen.be/dar/svr/Pages/2011-01-24-studiedag-projecties.aspx>.

The advantage of the Flemish local projections on population and households, is that they are based on local parameters in the prognosis assessment. Moreover, the method allows for a better distinction between urban and rural phenomena. Moreover, the projections also consist of an estimate of the number of households. The projections use a time frame of 2009 – 2030, with the sidenote that the figures are deemed to be fairly accurate until 2018, after that uncertainty grows.

The projections of the Studiedienst van de Vlaamse Regering are made up by a team of specialists on demography. They are mainly an extrapolation of existing trends and policies and do not take into account policy objectives. The results of the predictions are widely discussed, eg in the Flemish Parliament. Together with the departments (administrations of Flemish policy competences) they discuss about the implications of the

projections for policy. In march a public seminar was held (concerned to find a translation of the figures or to policy. The new projections were also presented in a public seminar in March, and a next seminar is planed in October, in which the focus will be on the implications for Flemish cities ("centrumsteden")

Relationships between forecasts and the declared measures

Demographic projections are needed for the signalization of themes / challenges to be placed on the policy (political) agenda, but they remain only projections. Needed interventions with regard to housing and elderly care / childcare / schools can already be deducted from current trends

In any case, great efforts are needed to be able to provide enough provisions for a growing population, and for certain age groups within the population, if only to respond to the projections until 2018. As mentioned earlier, results of the projections are discussed through bilateral contacts with concerned administrations, and used by the policy competences to shape their policies. This is eg the case in "Gezin, Welzijn en Gezondheid", mobility, spatial planning. In this last case the most recent projections will be used in a cyclical planning process. How will be discussed in the next paragraph (policy effectiveness)

Another example of the use of projections in Flemish Policy, is the use of population and household forecasts in the estimation of the required types of housing (family homes, apartments,...), which in turn is used by spatial planning for an estimation of space needed (with a different coefficient for homes and apartments). These guidelines are then passed on to local authorities.

In any case, the mere use of projections and estimation of housing required in different municipalities, can be problematic since based upon trend scenarios. Proactive elements in local policy, eg. The efforts of the "large" cities to attract families with children and counter the suburbanization process, are then not reflected.

Another remark can be made concerning the differential projections stated above (before and after 2018). It is acknowledged that projections after 2018 are less accurate, but it then is dangerous to place policy objectives on the agenda which make use of differences of trends before and after 2018. The discussion now seems to be how to provide for a changing demand for provisions in a flexible manner, account for the growth until 2018 but taking into account a downfall of growth after 2018. If the matter is not the case, the policy objective will have to be updated.

1.4.b Is the forecast activity embedded in a cyclic monitoring activity on the base of which changes in spatial dynamics become feedback for the forecasting activities?

Much more than in before, constant monitoring is effectuated on the existing trends and parameters, which is being closely followed and used as input for the forecasts.

3. Resilience of the Planning System

3.1. Strategic capacity of the planning system

Vision

The planning system includes the making of spatial visions and strategies (spatial structure plans) for the Flemish region and for the 5 provinces (and for the 308 municipalities). Some of these visions are also elaborated in subregional spatial planning processes. The vision can be considered rigid, in particular for what concerns the process of changing it. The delay between changes in spatial dynamics and updating process might cause some incoherencies.

The visions for the Flemish region (RSV) ,and for the provinces (RSP's) and the municipalities are explicit spatial visions. They include sectorial parts but integrated in the overall vision.

In principle these visions are comprehensive and intersectorial. Most of the plans cover a wide range of sectors. A closer looks

shows more specific compromises¹. E.g. the RSV of 1997 covers guidelines for a wide range of sectors but shows two compromises, one between the protection of open areas and economic development and one between agriculture and nature.

As far as the updating is concerned of vision (objectives, spatial concepts and/or policy goals), based on changes in the spatial dynamics of the region or new challenges, the formal planning system includes the making of structure plans since 1996. The RSV and some of the RSP's have since then been updated, but have not yet been completely revised.

The spatial dynamics are updated by a document called "Ruimteboekhouding"XXXX (Book Keeping) in which the aims of the planning documents are translated in land-use quantitative aspects.

However, there is no formal obligation in updating the vision (e.g. with a formal lifetime of the plan and/or the vision). Such a condition means that only if there is a political intention the vision can be updated. It is part of the rigidity of the system. The Beleidsnota Ruimtelijke Ordening 2009-2014 stipulates the construction of an update of the SRV, the BRV, within this legislation period. It also holds the ambition of being a part of a circular planning process. The first phase is the construction of a Green Paper (end 2011), the next step consists of the construction of a White Paper, and the effective encompassing spatial planning policy document "Beleidsplan Ruimte" should be ready at the end of 2014.

The double compromise in the RSV 1997 was created and shared by the stakeholders of these compromises. Quite a lot of the strategies in the plan have also been implemented. However, since then the societal context has changed and no longer fully supports the compromise of the RSV. This shows in the revisions of the plan. The RSP's were drafted after the RSV and had to follow a number of guidelines by the Flemish government, making parts of some of these plans less

¹ The term compromises can be specified as political decisions on issues that rises crucial conflicts and value struggles: on the one hand economic development, and the exploitation of the land, on the other hand the preservation of open space, etc, as well as agriculture vs. natural resources.

supported by a number of important stakeholders, esp. right wing politicians. Revisions of the RSP's express changes in political interests.

Momentarily, the BRV team has effectuated a public consultation process concerning spatial issues, and also a consultation of experts. It is to be expected that harmonization with other policy domains will be crystalized in the core team of the BRV (with representatives of other policy domains).

As far as flexibility is concerned of updating to new challenges outside the lifetime of the plan, there is no strict lifetime of these plans. They remain applicable for as long as the plans aren't replaced by others and thus can be changed - following (quite elaborate) procedures as foreseen in the law - any time. Also, (1) plans in practice plans have been revised partly without changing the whole plan, (2) the facto developments sometimes just sideline the current vision, (3) institutionalisation of the system has aggravated the administrative and juridical procedures around the making of spatial structure plans. All in all, there is quite some flexibility but less than was envisioned by the designers of the planning system.

Objectives

Objectives can be seen of collective learning and protection of collective values esp. nature and democracy embedded in the planning system of 1996/1999 itself. Later revisions of the planning system have shifted these objectives towards a stronger protection of individual property ownership.

Objectives expressed in the RSV included (1) protection of ecological values esp. connected to the water system, (2) putting a halt to urban sprawl, (3) strengthening the cities and (4) economic development esp. connected to harbours and airports. Similar objectives are expressed in the RSP's. Revisions of the RSV and RSP's mput more focus on the objective of economic development.

Spatial structure plans contain both visions/objectives and actions. Actions however are limited in their scope to the spatial.

Measures are content-wise coherent with the general vision, in the case of the RSV and the RSP's. Due to recent partial revisions the plans however sometimes are beginning to show frictions between general visions and measures.

The RSV had a 15 year time horizon. The new RSV which is now prepared seems to have a double horizon of 10 years and 40 years. Time horizons are indeed adjusted.

There is no form of prioritization in the time plan and in the organization of the objectives; prioritization is done in (yearly) operational programmes and decisions following the spatial structure plans. Budgets are allocated not in the spatial structure plans but in the operational programmes.

As far as stakeholder involvement is concerned, both in the RSV and in the RSP's: public actors of different policy levels were involved in the definition and actuation of the policy objectives, main (semi)civil socio-political organisations (employers, unions, different sectors). However, an additional consideration refers to some potential conflictive situations between different sectors and spatial planning. Some coordinative bodies (which ones?) have been formed to coordinate policies aside spatial planning. However, some changes have occurred around the beginning of 2000, with new political configuration in relation to the previous period (decade?). In that occasion the focus on space as a tool for integration moved to other sectors, with consequent dispersion of the integrative capacities in sectorial competences and autonomies.

It is also worth highlighting how the gap between spatial issues and social & economic issues is growing in a structural way. Again, it is a matter of political decisions.

Monitoring

(Instrumentalist) policy impact analysis is rather structural. More processual and socio-political evaluation is rather rare and done on ad hoc basis.

Actually there are three types of monitoring and analysis:

1. impact analyses, in particular the ex-ante analyses, which are widely spread.

2. 'Bookkeeping' is a quantitative monitoring tool (not clear: how and when is updated? What are the items)

In particular the Policy Centre could have an important role in monitoring the spatial dynamics. However, during the last years there was no consensus on its role, and it is not embedded in the planning system, due to its embryonic level of its construction.

As a general consideration, moreover, it is often difficult to make evaluation, since it raises the fear of a political assessment.

Some structural spatial monitoring tools are under construction. The Policy Centre of Spatial Planning and Housing is assisting the department of Spatial Planning in the construction of the "Ruimtemonitor", in the mean time also in the conceptual framework for a structural monitoring system, as far as the situational analysis is concerned. In the light of restructuration of the department, a separate working group is established to outline the policy evaluative aspect of the monitoring system.

In the next call of the Policy Center, a work package is included concerning monitoring and policy evaluation. This gives the opportunity to embed monitoring and policy evaluation in a more structural way in the planning process. Whether this assessment process will have the capacity to influence policy makers through feedbacks, will have to be seen in the future.

Communication

When the planning system was changed in the mid 1990's, it was subject of debate among political and semi-political actors, but not really in the media. The RSV was also quite widely debated, efforts have been made to also bring it in the media. In the 2000s criticism towards planning as a constraint to economic activity and individual property development has been publicly debated and gained widespread support.

Actually, the BRV is giving attention to the aspect of stakeholder consultation and involvement of the broader audience through different initiatives (cf. also supra). This is a reaction to a societal process of an alienation of the general public from the necessity of structural planning and collective interests.

Processes for the RSV and RSP's have been quite efficient. As mentioned before included actors are mostly institutionalised political actors and socio-political organisations. Less evident stakeholders were not involved.

The efficiency of the actual consultation process will still have to be assessed.

However, the debate concerning the strategic challenges of spatial planning is rather specialist matter.

3.2. Horizontal coordination / integration of policies and instruments (and stakeholders)

In principle the spatial planning system is capable of enabling horizontal integration in concrete planning processes. In practice this integrative capacity is affected by the rising focus on individual property rights, the institutionalisation of planning processes in strict procedures, the reduction of planning to purely spatial issues and thus the current limited link to socio-economic and social issues and debates and the reduction of planning implementation to the making of land use plans. These elements express the current weak socio-political position of planning in Flanders, due to market oriented societal shifts.

It should be also perfectly possible for the planning system to provide answers combining different sectoral measures and coordinating the activities of different stakeholders, but with the same constraints as mentioned above. The spatial planning system also feels the need to be strategic, since the former RSV was thematically inclusive and overwhelmed by themes to be tackled. Also due to budgetary constraints, choices will have to be made. Certainly in the discussion of multifunctionality of spaces and shared use, the conflict with property rights and juridical certainty is something to be prepared of,

Relationships between different fields (spatial planning, sectorial competences/directives, developing strategies) and the predominance in terms of planning dynamics are not fixed but have shifted and will shift again in time. At the end of the 1990s Flemish spatial planning succeeded in contributing to and

spatially expressing some major compromises between conflicting sectoral spatial claims. In the 2000s however spatial planning (on the Flemish level) was less and less seen as capable of contributing to spatial compromises but instead as mere implementor of decisions made beforehand. AT this moment I would say that sectoral claims on the one hand and developing strategies predominate over spatial planning, although this varies over different planning processes. I argue that there is a need of a new compromise between sectors (and their societal positions and spatial claims), which includes spatial planning in the construction of this compromise.

In a whole, a reduction of 'collective responsibility' can be seen as a trend of the last years. It concerns the reduction of the capacity of tackling collective challenges, e.g. climate change. There is a difficulty in affirming priorities in the name of collective needs. This process is what P.v.d.B addresses as process of individualization, according to which the spatial dynamics are driven more and more by individual(istic) decisions and less in the name of the collectivity.

Collective challenges are less seen as spatial issues due to individualization/liberalization of ownerships (e.g. the changes in regulation about building permissions).

In addition, the absence of obligation to update the vision every certain period of years (e.g. the Netherlands – to be verified) avoid the presence of certain collective challenge at stake. The new BRV has the challenge to provide an answer to this situation.

3.3. Vertical coordination / integration of policies and instruments (and stakeholders)

The spatial planning system obliges the Flemish government, the provinces and the municipalities to make spatial structure plans. This creates planning expertise on different policy levels, and ways of cooperation between these levels. Also, spatial planning processes for the RSV and RSP's has initiated numerous subregional spatial planning processes, in which the different policy levels do cooperate (cf. introduction).

There is no national spatial planning system. At this moment subregional planning processes sometimes touch upon supraregional issues (especially spatial planning in areas around

the Brussels region). This sometimes leads to partial integration between perspectives of the Flemish and the Brussels region, but not on a structural basis.

It is not clear (to P.v.d.B) how the EU funds are managed in the administration.

Note to be verified: once there was a sort of Regional Development Planning approach, in which the EU funds were managed with a territorial perspective. Nowadays, they are scattered among different departments dealing with Economic resources.

UNCLEAR ANSWER

Concerning the relationships and the integration capacity of the planning systems with the lower levels (provinces, municipalities), cf. the subsidiarity principle (introduction).

3.4. Communication

Public-Private partnerships and cooperation

There are no specific concepts, regulations, guidelines on including PPP in spatial planning. Frames on PPP are included in other specific legislation, fora, policy documents, ... Through the support of urban projects by the Flemish government and the condition to include PPP's in these projects, PPP was introduced in urban design oriented spatial strategies.

As far as the capacity to shareholding with public and/or private stakeholders the general vision and the specific objectives and privileged interlocutors, cf. also supra. The planning system of RSV and RSP's is in principle rather process oriented and enables development of shared visions and objectives. In practice today, many societal influences push planning processes to be rather product oriented, thus constraining the capacity of planning to construct compromises between different stakes and shared goals.

The cooperation is more and more product-oriented. The rooms for activating processes of investigation on complex issues are becoming rarer. The general political trend is a plea for immediate solutions. Moreover Together with this general trend,

concerning space, these the search for solutions concerning space are more toward land use regulation than toward policies.

NGO's cooperation and citizens participation

In principle the planning system does not put any constraints on the cooperation with NGO's and other stakeholders in case of specific aspects of spatial challenges.

Formal planning procedures guarantee a minimum input of citizens in planning processes. Informally however a much larger input is possible and often pursued. Sometimes this input is public relations oriented and aiming at gaining support for predefined strategic options. Sometimes this input is considerable and part of open-ended planning processes;

See also supra.

4. Effectiveness of Policy Bundles

4.1. Climate Change

4.1.1. Direct/indirect relationship with the macrochallenges

Several policy plans (Flemish, federal, spatial planning, sectoral, general development strategies) deal with the problematics of climate change.

The theme is present in the encompassing development strategy "Vlaanderen in Actie" (VIA Pact 2020). One encompassing vision is that in 2020, it should be one of the best performing European regions as far as ecology and energy is concerned. The pact responds to the Europe 20-20-20-strategy. The vision put forward in VIA, should be translated in the different policy documents of the actual Flemish Government (2009-2014).

Relevant documents are:

- Federal plans:
 - National climate policy plan.

- Belgian National Climate Change Adaptation Strategy
- Policy memos of different Flemish policy competences:
 - Policy document Spatial Planning (2009-2014).
 - Sectoral policy plans, most notably :
 - Policy plan on energy (Energiebeleidsplan) (2009-2014);
 - Milieubeleidsplan (update 5-yearly, in the latest policy plan a more explicit address to the theme)
- Specific Flemish “transversal” policy plans:
 - Climate policy plans (in a cyclical process) :
 - Klimaatbeleidsplan 2000-2005 ;
 - Klimaatbeleidsplan 2006-2012;
 - Klimaatbeleidsplan 2013-2020 (due 2012)
 - Flemish Adaptation Plan (due 2012)

The two most important and central plans to the theme, are the Climate Policy plans on mitigation – with the Klimaatbeleidsplan 2013-2020 as the most recent - and the Vlaams Adaptatieplan. Both are now in stage of development, due 2012.

Different strategies are being worked out for mitigation and adaptation, since the perceived time frame for necessary action is different and different thematical scope (and stakeholders involved), different approach (mitigation: top down, adaptation, bottom-up).

The actual challenge of the **mitigation strategy**, is to reach the European targets considering GHG emissions, which are fixed per year until 2020. As such it implements a European *top down* policy in the regional context of Flanders. The department LNE has a coordinating role in formulating objectives for the sectoral themes and also providing research (effectuated by VITO) to propose reduction paths per sector, with a concrete time frame of reduction achievements. This is only for those sectors who are not concerned with emissions trading regulations, which is regulated by Europe (economic sectors). Harmonization with related policy plans such as the “Vlaams Toewijzingsplan Verhandelbare Emissierechten 2008-2012” is however necessary. The plan also includes the Flemish Vision

for the preparation of climate regime after 2012. (VKP, 2006, p. 6)

As far as collaboration with other policy domains is concerned, the Klimaatbeleidsplan 2006-2012 followed a set of sectoral and a process dimensions, as such:

10 different objectives: 5 sectoral objectives with targets for "sustainable and klimaatvriendelijke mobility", "rational energy use", sustainable and koolstofarme energy provision, industry and sustainable agriculture and forestry. 5 horizontal, supporting objectives are research and innovation, sensibilization, flexibility mechanisms, the exemplary role of the government, and adaptation strategies to climate change (VKP, 2006, p.6).

In Belgium a substantial part of the necessary **adaptation** to the climate change has already been initiated from the *bottom up*, with a starting initiative by the competence of "water policy".. Both on local level as on sector specific level, the sense of urgency has inspired many people to take action in fields as diverse as health, tourism, agriculture, forestry, biodiversity, ecosystems, water, coastal, marine and tidal areas, production systems and physical infrastructure. To cope with the climatic changes, they started to construct monitoring schemes, to build physical barriers and to induce changes in people's behaviour. For these areas a quick overview of the effects of climate change and the adaptation measures already taken, have been included. It is interesting to note that the actions in these fields are not only based on the defence against threats, but also on finding new possibilities and capitalising on favourable changes. (National Adaptation Strategy, p. 6). An intensive consultation process should uncover possible synergies and conflicts, although a lot of those conflicts (eg provision of potable water) should be tackled by the CIW (Commissie Integraal Waterbeheer). Adaptation also provide a "Bouwstenenstudie" (commissioned by LNE), a sort of manual which should give support to other competences to address their theme within the Flemish Adaptation Plan.

As such, both plans are coordinating the policy options for the other Flemish competences, and giving recommendations for an effective policy implementation.

Obviously, cooperation exists between both plans. This is because of the necessity of non-mutually-conflicting strategies,

and the opportunity to find measures that are synergistic to both problems. Thus the approach is coherent in the sense that they work together, and both give support to other involved sectoral competencies, to address the global challenge in their policy domains.

The approach is coherent in Flemish policy, in the sense that everyone is aware of the necessity and urgency of a **mitigation** policy: the diminution of greenhouse gas emissions. The theme is also present in the encompassing Vision for Flanders (VIA) . The plan also mentions the vision of a "kringlooeconomie" and the implementation of an adaptation policy. As far as **adaptation** is concerned, there seems to be a smaller sense of urgency on political agendas. It is to be expected that the "Vlaamse Adaptatieplan" (due 2012) will propose policy measures.

Process and consultation with stakeholders/citizens

On this moment, the Adaptatieplan and the Klimaatbeleidsplan are in the stage of preparation. Both have their own steering committee, with mutual representatives and also of other policy competencies. Also here mutual synergies and conflicts have to be uncovered in a process of intensive consultation.

One could note that both initiatives could be bundled in a mutual alliance in a combined approach to the problem. This is not been done yet since the different policy domains and the proposition that more research is needed towards possible synergies/conflicts.

Mitigation should be very closely linked to the theme and policy competence of energy. This is not evident, since both competences have a different minister with a different political ideology. The feeling exists that climate policy was only involved in the energy efficiency plan in a very late stage. VEA and LNE work together, however, considering the forecasts.

As far as stakeholder involvement is concerned: during the construction of the former Klimaatbeleidsplan 2006-2012, a Task Force Climate Policy Flanders" was founded. This involved representatives of administrations and cabinets, for the

implementation of a joint climate policy. This worked for a while but was not efficient. Now this group only communicates by email. In 2005 there was also Climate conference, and a very broad consultation process with different working groups. The stakeholders were very satisfied with the process, but it was not considered enough on political level. This caused some demoralization.

Drawing on the experience of the past, in this moment a more restricted task force is operational as an overarching organ and to review the possibilities on different policy levels. When a more specific theme is addressed, a more elaborated group of affected stakeholders is consulted.

This collaboration is eg. very good eg with the policy domains of agriculture and fishery: last year cooperation was focused on mitigation and this year on adaptation.

Another initiative is the working Group Climate Roadmap 2050. This aims to translate the European strategies (http://ec.europa.eu/clima/policies/roadmap/index_en.htm) on Flemish level.

Political instructions sometimes cause a delay in the consultation processes, which can pose a problem.

As far as **adaptation** is concerned, it is easier to persuade politics, since the fact that it is not so urgent on the political agenda. But is it not the fact in the management of flood risks? Adaptation and climate policy sees this more as a result of a bad spatial planning in the past, and also see this as a task of spatial planning. However, adaptation and mitigation could work other combined strategies to construct energy-poor and adaptive neighbourhoods. Selecting the locations is the responsibility of spatial planning.

On 25th may 2011, a Climate Conference was organized focusing on the theme of adaptation (<http://www.lne.be/themas/klimaatverandering/adaptatie/evementen/vlaamse-klimaatconferentie-adaptatie>)

4.1.2. Strategic capacity of the policy bundles

The vision is updated in the sense that the priority of a climate policy was not sensed in earlier policy documents (eg. Environmental Plans, Ruimtelijk Structuurplan Vlaanderen). Now it is part of an overarching vision plan (VIA) and is coordinated by the Klimaatbeleidsplan en Adaptatieplan.

Since climate policy planning is effectuated in policy plans every 5 years, and a possibility of a yearly update of operational measures in the Progress Reports, it is possible to embed new strategies. An example: CO₂-captation, a new theme in climate planning and suggested by European policy, was not present yet in the actual "Klimaatbeleidsplan 2006-2012", but will be included in the next one. Research about this theme is actually being effectuated by the INBO.

The mitigation planning is evidence based in the sense that the evolutions in some very important indicators are closely followed (cf. <http://www.milieurapport.be/nl/feitencijfers/MIRAT/milieuthemas/klimaatverandering/>) and the Klimaatbeleidsplan also has special attention to indicators in order to follow up the effects of the measures which have to contribute to the general goal and specific objectives, (VKP 2006, p. 6)

The broeikasgasinventaris is another tool for the monitoring of green gas emissions.

4.1.3. Articulation in objectives

An overview of concrete measures concerning mitigation can be consulted on:

<http://wwwb.vito.be/Klimaatplan/database/database.aspx?lang=NL&name=Database>

Measures considering adaptation will be included in the Flemish Adaptation Plan; for now reference is made to the Belgian National Climate Change Adaptation Strategy.

Whether the measures of mitigation and adaptation are mutually coherent, is too early to tell. Coherence, synergies and conflicts will be analyzed in de steering committees of both plans.

Within the planning period of the Klimaatbeleidsplan (2006-2012), there is no prioritization; everything has to be effectuated now since the time frame is very short (2020). For the preparation of the following period (2012 --), a time framework was set out. It can be expected that a similar strategy will be followed in the next Klimaatbeleidpslan 2013-2020. The department of LNE is actually preparing this stage by following the Climate Road Maps (European Commission) and commission research on possible reduction paths per sector (VITO).

The Adaptation plan is still in the stage of development. When it is finished, prioritization strategies could be checked.

In paragraph 4.1.2, some aspects concerning monitoring were already mentioned. However, the monitoring and indicator system of the "Klimaatbeleidsplan" will have to be updated since now much shorter targetst have to be met in comparison with the earlier plan. (yearly)

4.1.4. Efficiency of the strategic capacity of the policy bundles

Predominance and the first initiative lies with department (LNE) for the moment, together with agriculture and fishery. There should also be cooperation with the competence of energy.

A representative of spatial planning is also involved in the drawing up of the climate policy plans. It is to be expected that climate change will be a very important theme in the BRV.

As far as vertical integration is concerned, LNE has the main competence, but there are national initiatives concerning climate policy (adaptation and mitigation), with which the Flemish level has to coordinate and harmonize. Cooperation with European levels seems to be rather top down (at least for mitigation).

There is certainly awareness in specialized and public debates. There are forms of involvement in the consultation process in

the development of the policy plans. A list of stakeholders could be given if necessary.

In general, harmonization of policy is not always easy, caused by:

- Competence of different ministers;
- The possible lack of political courage to take unpopular measures (eg rekeningrijden, investing in an expansion of the energy grid necessary for a better connection with green energy plants, which call for big infrastructure projects).

In conclusion, a societal mentality change and societal transition is required to tackle the problematics of climate change and to reach the mitigation targets of reduced greenhouse gas emission.

4.2. Energy

4.2.1. Direct/indirect relationship with the macrochallenges

The question concerning the proportion of green energy is primarily a responsibility of the Ministry of Energy and the Flemish Energy Agency, so is the coordination at the Flemish level, of measures related to the reduction of energy consumption (cf. Beleidsnota Energie, 2009-2014).

The theme is also addressed by "sectoral" competence levels, such as:

- Housing policy (with special reference to the economization of energy in new building projects, renovation, social housing,,,...)
- Mobility policy;
- Agriculture policy.

...which are the most important sectors in which measures can be taken.

Also spatial planning could contribute by thinking about spatial constellations which are most energy efficient and it is to be expected that the theme will be tackled in the new policy plan. The theme was not present in its predecessor, the "Ruimtelijk Structuurplan Vlaanderen", but is it to be expected that BRV will

deal with the issue. Next to the provision of energy economizing residential developments, the theme of new, large scale industry parks or office developments which can be connected to the transport network in an sustainable way (VIA, p. 17-18), is also an attention point for spatial planning.

The two most important overarching documents to respond to Europe 2020 concerning energy are:

- The energy efficiency plan (2008-2010; the next plan with a following up for the progress made will be ready at the end of june 2011, next one 2014; a 3-4 yearly process)
- The plan renewable energy (which is a national plan).(Nationaal Actieplan Hernieuwbare Energie,2010).

It is coherent in the sense that the vision is present in the overarching development strategy "Vlaanderen In Actie", and specific plans exist in which the problem of energy reduction is addressed, one especially for reduction of energy use and one for renewable energy, which clearly monitor the actual developments and forecasts until 2020. The vision in VIA states meeting up of the European standards, and the expansion of production capacity for electricity will be expanded, in which there is a considerable share of renewable energy and qualitative cogeneration. The power grid will be internationally interconnected and smart, on which decentral production-units and new applications can be linked up. (VIA, p.25-26)

An important problem is that some of the competences on energy are federal matter. This results in national actions plans concerning energy, such as the National Action Plan Renewable Energy (November 2010).

Concerning the interrelation of the 3 themes of Europe 2020 (greenhouse gas emissions, energy efficiency, renewable energy) a coherent approach can be noted in the sense that there is a separated plan for the three related themes, with mutual cooperation. The energy efficiency plan and the renewable energy plan is effectuated by the same institute (Vlaams Energie-agentschap), and the Klimaatbeleidsplan by a separate administration (LNE). Cooperation between VEA and LNE exists primary in a joint use of forecasting techniques

(performed by VITO). The statement was heard that the cooperation between both institutes could be improved.

4.2.2. Strategic capacity of the policy bundles

For Belgium, the aim is 13% renewable energy in 2020. However, there is no agreement yet on the way in which the different regions (Flanders, Wallony, Brussels) have to contribute to this percentage.

Concerning energy efficiency, European and decretal aims have to be effectuated, and the necessary actions will be taken to maintain the decline of energy use and energy intensity since 2005 (Beleidsnota Energie, p. 26).

Next to this, a couple of policy competences relating to energy are also federal matter, This is caused by the technical and economic indivisibility, which requires an eqsual treatment over the regions, which are:

- The national equipment program in the electricity sector;
- The nuclear fuel cycle;
- The large infrastructures for storage, transport and energy production;
- Rates.

(Beleidsnota Energie 2009-2014, p. 11)

This division of competences also means that Flanders cannot propose an integrated approach for renewable energy or energy efficiency on its own). This results in an postponement of the division of targets between the Belgian regions, but also considering a very crucial issue to the discussion, t.i. a position statement towards the future of nuclear energy (shut down since the fall of the government). The consultation process has been aborted since the fall of the federal government (26th april, 2010).

The only "sector" and policy competence that is not involved, is economy. This can be explained since emission rights policy is regulated on European level.

In the Flemish Action Plan energy efficiency (2008-2010), the Flemish benchmark for energy reduction has been determined: 9% of the final domestic energy use, this means in concrete:

16958 GWh final. For the determination of the intermediate aim in 2010, one opted for a proportional distribution over the years, during the term of the directive. Concretely this means an energy saving of 1% per year, and 5653 GWh final (Vlaams Energie-efficiëntieplan 2008-2010, p. 3).

Since the vision of all Flemish documents is related to VIA 2020, which is in its turn trying to be an answer onto the Europa 20-20-20 goals, it is interpreting the challenge as to meeting the European standards (cf. earlier). However, a new government can express its specific accents within energy policy, e.g. a socialist competence has more attention to the problem of affordability of energy.

The vision is also updated in the sense that it was not present in former policy documents (90's) (e.g. former Milieubeleidsplannen, RSV).

The planning process is evidence based in the sense that the evolutions in some very important indicators are closely followed (cf. <http://www.emis.vito.be/energiebalans-vlaanderen>), also in the sense that new trends are closely followed, and that a lot of attention is given to the relationship between monitoring and forecasting.

The development of the plans asks for a continuous stakeholder consultation process, although, since the energy efficiency plan monitors the results of already established policies in relation to the forecasts, stakeholder consultation is less necessary (or less extensive). For this, consultation with representative boards like the SERV (Sociaal-economische Raad van Vlaanderen) together with MINAraad (environment and nature) is effectuated, in which all important federations are already included. In the context of the plan for renewable energy, the consultation process is broader, since here the renewable sectors are also important stakeholders.

4.2.3. Articulation in objectives

There is a vast array of measures-competences, in the coordinating plans but also in the sectoral competences who are relevant to the energy problem (mobility, housing,

agriculture,...). In the "Nationaal Actieplan Hernieuwbare Energie" there is a clear listing of policy measures within the different competences and competence level (regional, federal,...) (Nationaal Actieplan Hernieuwbare Energie, 2010, p. 6-7). Whether all measures are mutually coherent, requires a more thorough analysis.

Within every policy plan a prioritization exists of visions and actions, but this is short term (5 years). For other themes there does not exist a real prioritization, since the time frame to achieve the 20-20_20 goals is short term. All policy measures have to be effectuated now.

Concerning energy efficiency, the main goal is the continuation of existing policies and closely monitoring results and changes in forecasts. There is one new related measure, t.i. the reform of the mobility taxation system.

The approach as far as renewable energy and reduction of greenhouse gases is concerned, is similar, with a "bottom-up" approach, which means an adding up of the regional strategies and monitoring whether the targets are reached. New policy measures will then be added in the "beleidsbrieven".

On longer term, the attention is drawn to Roadmaps on Energy and Climate Change (set out by the European Commission), on which meetings and working groups are starting now.

Within the VEA, after the effectuation of the energy efficiency plan, discussions and brainstorm will focus on the longer term (2050).

Monitoring is effectuated by VITO and updated yearly (<http://www.emis.vito.be/energiebalans-vlaanderen> (production - consumption) Data on renewable energy and energy productions are available on the website of the "Studiedienst van de Vlaamse Regering" (delivered by VEA) and on <http://www.emis.vito.be/inventaris-duurzame-energie>.

Possibly there will be a need of yearly monitoring of a set of other indicators between 2011 and 2014, but these are top down indicators (by which is meant that the standards and technology is completely set out by the European Commission).

Own indicators always have to be motivated and before the Commission.

More information about the indicators on energy efficiency will be available in the "Energie Efficiëntieplan".

The policy plan also gives an overview of the policy effects per strategic objective and related indicators to monitor (Beleidsnota Energie, p. 26-29)

4.2.4. Efficiency of the strategic capacity of the policy bundles

The energy efficiency plan is very transversal in nature. This needs horizontal integration and cooperation. Vertical cooperation is also required, since the federal policy competences.

Cooperation with the spatial planning competence is not well elaborated. The only theme on which cooperation exists is the provision of space for wind energy.

Many attention has been given to the issue in public debates, media and scientific platforms.

A think tank of mobility, which consists of a delegation of scientists, recently criticized mobility for setting out wrong priorities. According to them, "rekeningrijden" is a stronger and urgently needed policy measure to reduce greenhouse gases and improving of energy efficiency compared to the actual stress on electricity based forms of mobility. In the policy plan, a feasibility study is mentioned concerning the former, but no concrete policy measures yet.

Secondly strong protest exists of the renewable energy sectors, since fiscal measures concerning the placement of solar energy were recently aborted.

Another media discourse focused on the effects of actions taken by the energy distributors to foster green energy, but results in higher energy prices for the consumer.

Finally, a documentary of Flemish national television criticized the absence of big investments in the national power grid, which results in a less than effective linking up of renewable energy resources (eg in Zeebrugge). It also laid emphasis on the abortion of some large scale initiatives of foreign investments of gas- en coal based power installations, eg in the harbor of Antwerp. This results out of differences in opinion between the Flemish and federal ministers of energy (Flemish government focuses on renewable, while the competence on traditional forms of energy lies with the federal government).

4.3. Globalization

4.3.1. Direct/indirect relationship with the macrochallenges

In the document « Vlaamse Lissabonrapportering 2009», statements are made on how to deal with globalization challenges in Flemish context. This means in concretu that:

- Focus is laid upon the development of creative and knowledge economies;
- Economic growth and employment are important benchmarks.

More concrete strategies are:

- Investments in creative and knowledge economy;
- Unlocking entrepreneurial capacities;
- Job opportunities for the precedential categories;
- European energy policy (cf. supra).

The Beleidsnota Economie 2009-2014 presents indicators related to the aforementioned subjects.

The Pact 2020 and VIA are the basis for the "Vlaams Hervormingsprogramma Europa 2020", which is approved by the Flemish Government in November 2010. De aims and benchmarks a put forward by the plan, are:

- Employment rate of 76% of the population between 20-64;
- 3% of the BBP to be invested in R&D;
- To diminish the school dropout rates to 5,2%;
- 47,8% of the younger generation (30-34 year olds) to have a degree or diploma of higher education;

- Reaching the "20/20/20"-climate and energy targets (cf. supra);
- A decrease of people living in poverty of 30% ;
- 50% less child poverty;
- A budget equilibrium for 2011-2014. (Vlaams Hervormingsprogramma Europa 2020, 2010) .

De Flemish Government also contributes to the Nationaal Hervormingsprogramma, which sets out the aims on national level. This program was laid down on 15th april 2011 to the European Commission.

The most important "policy bundles" and related documents are:

- Vlaamse Lissabonrapportering;
- VIA (Vlaanderen in actie):
- Het Vlaams Hervormingsprogramma;
- Het Nationaal Hervormingsprogramma;
- Beleidsnota Ruimtelijke Ordening.
- Beleidsnota Economie (de Open ondernemer)
- Beleidsnota Buitenlands beleid, internationaal ondernemen en ontwikkelingssamenwerking
- Beleidsnota Werk en Sociale Economie
- Beleidsnota Wetenschappelijk Onderzoek en Innovatie

It is difficult to assess the coherence of Flemish Policy concerning globalization. The fragmentation within competences in relationship to aforementioned strategies is big: different ministers and competences for economy and entrepreneurship (Peeters), Science and Innovation (Lieten), foreign policy and international entrepreneurship (Peeters) and employment (Muyters).

The "Vlaamse Hervormingsprogramma" consists of concrete strategies to be followed with concrete benchmarks. 2010). The policy documents of the new Flemish Government (2009), which were constructed before the Vlaams Hervormingsprogramma (2010), do not seem to be updated to the new aims:

- The "Beleidsnota Werk" aims at an employment rate of 70% (according to VIA), but the Vlaams Hervormingsprogramma speaks about 76%.
- The "Beleidsnota Onderwijs" does not mention the new benchmark for school dropout rates of 5,2%. It still mentions the European benchmark 10%, which is met in

Flanders. It is not updated to the new benchmarks yet, neither concerning the aims for 47,8% of young adults having a diploma or degree.

- The “Beleidsnota Wetenschap en Innovatie” mentions the aim of 3% of the BBP in Research and Innovation, which corresponds to the benchmark in the Vlaams Hervormingsprogramma.
- Concerning poverty, every five years a “Vlaams Actieplan Armoedebstrijding” is laid out as a coordinating document between the related competences. (Departement Welzijn, Volksgezondheid en Gezin).

Het “Vlaams Hervormingsprogramma also sets out directives as an answer to the aims of the Annual Growth Survey and the Euro Pact (former name: Pact of Competitiveness).

The AGS brings together the different actions which are essential to strengthen the recovery in the short-term, to keep pace with our main competitors and prepare the EU to move towards its Europe 2020 objectives. Given the urgency, the Commission has chosen to present 10 priority actions, as part of an integrated approach to recovery encompassing three main areas:

- The need for rigorous fiscal consolidation for enhancing macroeconomic stability;
- Labour market reforms for higher employment;
- Growth enhancing measures.

(http://ec.europa.eu/economy_finance/articles/eu_economic_situation/2011-01-annual-growth-survey_en.htm)

4.3.2. Strategic capacity of the policy bundles

The visions of the policy plans are updated in accordance to VIA, but not in relation to the Vlaams Hervormingsprogramma. It is not clear when the update can be expected.

Clearly a lot of indicators and indicator sets (different sources) are constructed and used to base policy upon. Indicators are put forward by VIA, de Vlaamse Hervormingsprogramma, the Further analysis will have to be conducted to analyze the consistency between those indicator sets.

(sources: website of EWI and WSE, Steunpunt Werk en Sociale Economie:

<http://www.ewi-vlaanderen.be/>

<http://www.steunpuntwse.be/view/nl/18767>

Within the policy documents benchmarking is been effectuated. (eg Beleidsnota Economie, Vlaamse Hervormingsprogramma).

Coherence will have to be reached by means of the overarching VIA and the "Vlaams Hervormingsprogramma". Although, policy will still have to be updated according to those policy objectives.

VIA is the result of a consultation process and is signed by different and diverse sections of the Flemish Government and the middenveld. All actions following out of VIA, are mentioned on the website www.vlaandereninactie.be. Thematic round tables are organised on a regular basis (in 2010 5 round tables and for 2011 15 in total).

4.3.3. Articulation in objectives

The Flemish Reform Programme contains the following guidelines and constituent strategies:

- An ambitious strategy for R&D and innovation:
- make breakthroughs in research and innovation by focusing on innovation strategies and combining forces for spearhead domains;
- speed up the transformation of the Flemish economy through greater innovative strength;
- position Flanders as a strong, international network region for research and innovation;
- leverage and strengthen the foundations of the knowledge base;
- obtain gains from the research and innovation system by improving the impact, raising efficiency and stepping up funding (Flemish Reform Programme, pp 34-46).
- Improve the business and consumer climate and make the industrial base more sustainable by:
 - getting more people into employment in more workable jobs and on average longer careers;
 - improve the quality of the education and training systems;
 - ensure high-quality liveability.

Past practice was to pursue and stress economic development in specific sectors and activities. This is less the case nowadays, but on account of the location of Flanders and the European emphasis on a knowledge-driven and innovative economy, these sectors are now being mentioned frequently in policy memorandums. In innovative economies the VIA plan suggests pursuing mainly:

- logistics and transport;
- ICT in healthcare;
- food and health;
- new materials and nanotechnology;
- energy and the environment.

While there may appear to be coherence at first sight, the numerous themes and different policy levels require a study in their own right.

As far as prioritization of measures is concerned, there is none. As is the case with some climate and energy targets, this is explainable by the relatively short horizon of 2020 put forward in European policy, but maybe also by the lack of coordination between the affected policy domains.

A clear cut budgeting is not present, at least not in the policy documents or the Vlaams Hervormingsprogramma. The interview (Koen Vermoesen and Geert Mertens) also showed some scepticism around the multitude of issues to deal with but no corresponding appropriate budgets. A more strategic approach would be appropriate to make some strategic choices and avoid budgetary fragmentation. As such, budget could be bundled on a couple of themes which allows for a more efficient policy (eg brownfield policy). However, for the moment there is no answer to the fragmentation of budgets, and this may be linked to the fact with the sense of urgency does not exist.

(within the Vlaams Hervormingsprogramma chapter 6, an overview can be found on how to use European Structural Funds within Flanders, but in very general terms).

A very important platform for stakeholder consultation is the SERV (Sociaal-Economische Raad van Vlaanderen). It

formulated recommendations on Flemish policy documents en reform programs, en represents a broad spectrum of stakeholders.

4.3.4. Efficiency of the strategic capacity of the policy bundles

The predominance governmental competence on this issue is unclear. The policy competences are as previously stated fragmented, in addition within the AO (t.i. an Agency within the Flemish Policy Department of Economy that deals with spatial aspects), the feeling exists that an integrated strategy is necessary, which could be obtained within the new BRV.

In order to address the challenge of globalization, ministers of economy, science and innovation and spatial planning should work out a joint thematic and spatial elaboration of the challenge.

The fragmentation is not only on present on Flemish governmental level, but also on lower levels. Every municipality, area and level has and looks for its own investments. The Spatial Planning opinion is that there should be thinking in terms of an urban network, a network in economic gateways and similar, but there is far too little thinking in this direction at present.

An attempt could be made to give priority to strategic places in areas with high dynamics and to direct funding towards places where the image of Flanders can be beefed up. This discussion is not being conducted at present.

Within Spatial Planning another idea under consideration is an alteration of scale, i.e. either upscaling or downscaling. The idea of urban networks was put forward in the Flanders Spatial Structure Plan, but initially confined to the Flemish Diamond.

It is necessary to look beyond the borders by considering, for example, how a tie-in can be established with urban complexes in adjacent regions (like the Lille Metropolitan Area).

But there can also be downscaling, because liveability is an essential part of Flanders' competitive position.

4.4. Demography

4.4.1. Direct/indirect relationship with the macrochallenges

Based on the above major challenges, relevant policy competences can be determined as follows:

- Housing, including affordability of housing: housing policy (Minister Van Den Bossche)
- Transport Policy: mobility policy (Minister Crevits);
- Environment: environmental quality (air quality, noise levels, green spaces) (Schauvlieghe Joke)
- Health, wellbeing and family (Jo Vandeurzen)
- Culture (Schauvlieghe)
- Media and tourism (Bourgeois)
- Spatial Planning (Muyters)
- Economics: retail trade (Peeters)

Also in the 2020 Pact and VIA relevant guidelines are formulated:

- Quality of life of a high standard;
- Future-oriented help and care;
- Social inclusion and social participation;
- Healthy and pleasant living environment..

There is no overarching plan dealing with demography (in comparison eg. with the climate plan and energy efficiency plan that integrates and coordinates the measures taken. There is no "minister of demographics", but this is viewed as a crosscutting theme in which any policy competence is responsible for the necessary measures.

Spatial Planning and Urban Policy are to be considered as transversal policy domains, since the obligation to synthesize thematic policy within a spatial context. Regarding spatial planning, the new "Beleidsplan Ruimte" is a very important flagship project since it is strongly related to the implementation of one important VIA-breakthrough: "Vlaanderen Groen Stedengewest".

The coherency of the approach is difficult to assess because of the large variety of themes involved; the consistency should be explored in a more thorough study. In all respects, each thematic policy is responsible for the implementation of demographic trends and projections in its own policies (education for the provision of schools, welfare care and child

care, mobility,), but the sense of urgency is not clear in all policy domains. Spatial Planning sets out guidelines for the location of services of general interest. In some cases, however, this spatial policy get in conflict with location policies of other policy competences (eg. Wellbeing, cf. further).

There is an impression of a lack of a strong coordinative power, maybe not essential for an effective policy, but could endanger the formulation of a clear encompassing vision and sense of urgency.

In any case, RWO is working on an inventory of trends related to demography in the context of the Green Paper Spatial Planning (end 2011), in which all relating themes (effects on additional schools, additional child care, nursing homes, housing typologies,...) are covered. An integrated approach is possible in the BRV.

4.4.2. Strategic capacity of the policy bundles

The challenge could be interpreted as a concrete population forecast. Different policy competences base their policy plans (and are updating it) on the most recent population projections, This means that policy is evidence based, but based on a business a usual scenario. Policy can also follow a proactive approach, e.g. take into account active policies trying to tackle existing trends (eg urban policy)

It is correctly framing regional dynamics in the wider territorial perspective, although population growth has so far been underestimated. The 2011 population forecast is based on a population of 6.6 million inhabitants in Flanders, or an increase from 2008 of 7%. Experts from the Centre for Spatial Planning and Housing however, argue that external migration by the Flemish policy severely underestimated.

The policy documents are based on "Vlaanderen in Actie", and it can be assumed that the intended breakthrough "Flanders Green Cities Region" (Vlaanderen Groen Stedengewest) will have a crucial and comprehensive role with regard to everything relating to the further expansion of the settlements system. as it determines the spatial configuration in which to live, work, mobility and services will be grafted. In addition, it can be

assumed that the VIA goals for poverty reduction, help and care, healthy and pleasant living environment ... are also reflected in the policy documents of the various competencies.

It is currently unclear how policy is coordinated to tackle this particular spatial problem. BRV will have a crucial role in this. As previously stated, within the spatial planning department discussions are vivid about how to deal with the settlements system, and how to deal with the duality "town and country". The policy until now has been to delineate "urban areas", in which "high dynamic developments" (such as retail, economy, housing developments) are possible. Outside of them, these new developments are discouraged.

The strategic aims of housing policy are:

- The promotion of affordable housing in Flanders;
- Construction and renovation of housing in a sustainable and high quality fashion;
- Residential security guarantee;
- An equitable access to affordable quality housing;
- Focusing on a warm social community.

Mobility as policy area plans to work on following strategic objectives:

- A quality service for smooth and safe traffic on the transport grid;
- Smooth and safe transport;
- A qualitative, comprehensive, (cost) efficient and integrated public transport supply;
- Reducing the impact of transport on people and environment;
- Efficient and cost-conscious governing with a future-oriented mobility policy;
- High quality and well thought-out infrastructure.

The policy competence environment refers to the Pact Vlaanderen 2020 and VIA breakthrough 'Green and dynamic urban region ', which states that Flanders in 2020, will have to score as well as other top economic regions in terms of water and air quality, biodiversity, soil and noise pollution. If Flanders does not succeed in reaching the goals with the measures imposed by European Government, additional targeted measures will be taken. Another aim is to foster quality of life,

so that the risk of damage to the environment, climate and human health is reduced to a minimum. This takes into account the most vulnerable groups in society. This aim also lays the foundation for an enhanced overall quality of life, so that Flanders is a good place to live, to live and work. (p. 13)

The social economy policy is responsible for the development of a local service economy.

The policy memo "Health and Family Welfare" stresses the following objectives:

- To develop assistance and services in that way to be sufficiently available and accessible and tailored to needs;
- To steer, encourage and support the welfare and health care actors as to offer a suitable care in an adapted infrastructure, constantly innovative, to promote an inclusive approach and to act in a sustainable way;
- To work closely, with all relevant partners at local, provincial, regional, national and international level, so welfare and health are geared to one another and improved, and to call the partners to account for their responsibilities and contributions.

The policy area of culture has a strategic objective "sectoral policies, socio-cultural adult work and local culture".

The policy area of sports mentions the aim to increase sports supply with all actors and on all levels, and the conduction of a systematic sports and infrastructure policy.

In contrast with what could be expected, the policy memo of Education does not mention a supply to tailor the education supply to the needs of a growing population. On the other hand, the Minister Pascal has recently announced to create 1300 additional jobs in nursery and primary schools. The discussion in part 1 suggests, however, that more is needed.

Some of the above challenges are also to be found in the policy memo of Spatial Planning: Family dilution and aging are seen as key demographic challenges. This vision is translated into an element "the development of creative cities and vital rural areas", in which a mix would be created of young adults, young families with children, elderly people, with affordable housing

and an interesting array of amenities. (Beleidsnota Ruimtelijke Ordening, p. 31).

Other operationalizations in the policy memo are:

- To provide space for urban amenities;
- Adapting homes to elderly or disabled people;
- Ensuring an adequate supply by renovating the existing housing supply;
- Working on a targeted urban policy which makes it possible to condense certain areas and thin out others;
- Ensuring urban green areas;
- Spatial policy as an answer to differential housing needs and increased polarization due to external and selective migration patterns;
- To ensure space and to pursue an active policy to foster qualitative investments.

Spatial Planning will also think about management models for housing and settlement structure (Beleidsnota Ruimtelijke Ordening, p. 32).

Although the coherency of the policy approach related to demographic could be questioned. In some policy bundles there seems to be an ad hoc approach (eg education), which is not affordable given the urgency of the challenge.

The VIA consultation process and the partnership model (BRV) provides opportunities for finetuning and consultation with stakeholders.

4.4.3. Articulation in objectives

The various policy documents, mentioned in the preceding paragraphs, contain a large number of operational objectives, which were initially analyzed based on their relevance to the demographic aspects (ie settlements system housing, transportation, facilities, ...)

After an initial screening of the operational objectives, they seem to be consistent. Spatial Planning will lead the discussion about the settlement system and the government of the housing supply, and it can be expected that the consultation process with other policy areas will intensify in response to the

“Beleidsplan Ruimte”. The question is whether the urgency of the issue is sufficiently recognized.

Within housing policy, the most relevant targets are the activation of land (allotments) and properties, and the further development of the land and property decree, right. One plans to focus on the realization of modest housing (lots up to 500m²; Beleidsnota Wonen, p. 23) . Other themes include expanding the range of housing and promote living in their own region. Construction of sustainable and qualitative new housing construction is also related to the climate and energy issue, but is also pursued in the light of the objectives that a greater proportion of the population should live in quality housing. The operational objective of equitable access to affordable and quality accommodation is in line with the focus on a warm and social community, contributes to a social cohesive society.

Mobility policy competence ensures an optimal use of existing road networks and plans to invest in dynamic traffic management, and also to diminish the impact of transport on people and the global environment (such as noise and light pollution, the promotion of green transport). There will also be invested in some "missing links" in the transport network, in order to improve the accessibility of some regions. Major flow of traffic on “lower category roads”, along residential cores are seriously hampering safety and liveability. By creating fully-fledged alternative routes, a number of bottlenecks in the higher category road network will be eliminated, with less structural congestion as a result.

As stated earlier, the provision of an adequate education supply is not an explicit strategic objective of the Ministry of Education, although recently announced 1,300 extra teachers in nursery and primary education. Within the education network it is feared that these will be at the expense of smaller schools in rural areas, but the lack of schooling in urban areas is very obvious. It has been stated that urgent measures are necessary in urban areas to respond to projected population sizes. By 2018, 43,000 infants will be between 0 and 4 years, and including also 30,000 children between 5 and 9 years of which 17,000 will reside in cities. Spatial Planning promotes the creation of new educational facilities particularly in urban areas. A need is observed there, as opposed to the more rural

(distant) communities where it is observed that schools systematically closes. But ultimately, the Minister of Education decides what is happening, through his grant scheme.

The policy area “Welfare, health and family” sets out the following operational objectives:

- To develop assistance and services in that way to be sufficiently available and accessible and tailored to needs, with among other things:
 - Investing in the supply and structure of child care amenities to ensure it delivers up to its social, economic and educational function;
 - Youth Assistance as a spearhead and policy priority: investing in expansion, innovation and coordination within an integrated approach,
 - We invest in an adequate range of health care to be able to provide for tailored-up services;
 - Accessible and available service with attention to peculiarities of the living conditions and care needs of specific audiences.

The healthcare infrastructure is further described as qualitative, sustainable, accessible. Enhancement of the voluntary sector is also mentioned as an engine for a caring and participative society, and examining the benefits of the pros and cons of the organization of the residential care provided by public, private and social profit private commercial providers.

Finally, and relevant to the problematic of an ageing population, the policy domain aims to research the advantages and disadvantages of organizing residential care by public, private social profit and private commercial care providers.

During the interview the important role of the private sector in providing concepts of housing-care combinations was stressed. Solutions are sought to provide care in the home environment, in such a way that people living in the neighborhood can also benefit from those services. Very often, PPP's are constructed with the involvement of local authorities and private partners. This also happens in contexts where existing homes no longer appear to meet today's quality and safety standards, and renovation or complete replacement is appropriate.

The policy domain of wellbeing mentions cooperation with all relevant partners at local, provincial, regional, national and international level, so that wellbeing and health is harmonized and improved. Setting up a spatial strategy, together with Spatial Planning could be a point of attention, certainly since both adopt a different space logic for the placement of new rest home beds (dispersal vs pooling in urban areas).

The development of retail seems to be an absentee in active policy. Although European directives exist (Bolkestein directive which intends to realize a break through by concentrating retail in occupied areas, local governments sometimes think otherwise. A spatial policy on retail trade seems to be strongly needed. Currently, RWO is preparing a circular concerning a characterization of retail stores and where they can be localized. But no policies exist which deal with the spatial structure of retailing within Flanders. The policy domain of economy does not set out directions either.

For individual policies a prioritization framework exists, but not for a comprehensive and coherent approach to the demographic problem. Could Spatial Planning and the BRV play a role in this matter?

As far as monitoring is concerned, VIA has constructed a benchmarking and indicator system, in which additions are still possible. This is eg. an attention point for the policy domain of "Welfare, Health and Family". However, those indicator systems are necessary since VIA mentions some very concrete benchmarks related to care. Some examples (Pact 2020, p. 9-31):

- sufficient supply in the continuum of care (primary and home care, disabled, mental health, elderly) and a concrete benchmark of qualitative formal childcare for at least half of the children under 3 years. halving the number of children born into poverty, a reduction of illiteracy to 3% and in terms of housing a substantial increase in housing quality in 2020, by halving the proportion of the population involved in a dwelling with two or more structural defects and / or a lack of basic comforts (with respect to 2006), including the creation of at least 43,000 additional social rented housing as stipulated in the decree land and property policy.

- a reduction in 2020 of the average annual concentration of particulate matter (PM10) by 25% compared to 2007, in respect of all European particulate matter standards.
- a significant reduction in potentially seriously affected by traffic noise by 15% by 2020. Most Flemish watercourses already have a good ecological status so an achievement of the directives of the Kaderrichtlijn Water will be possible in 2021 at the latest.
- As far as biodiversity is concerned, Flanders will perform as good as the top economic regions in Europe. To this end, Flanders will have furnished, redeveloped, designated,...enough habitats to meet 70% of the conservation objectives of European protected species and habitats. Both the absolute amount of forest area as its quality will increase significantly and at least half of the urban areas have an urban forest or has started one. Nature conversation and protection of the landscape are also responsible for job creation.
- Flanders envisions a 20 % decrease of the fatalities and 25% of the seriously injured victims realized in 2020. The number of kilometers traveled per person commuting by car will be drastically reduced. This will be realized by the stimulation of home work. By 2020, moreover, 40% of commuting trips will be made both by public transport or transport on foot or by bike.
- In 2020, Flanders will score among the highest in Europe with respect to different aspects of quality of life. This is shown by a high level of happiness among the population, a high overall satisfaction with their own living conditions, living standards and longer life span in good health. To achieve this, Flanders will conduct an inclusive policy, transversal to different policy areas, more particularly concerning elder care, care for disabled people, mental health care and special youth care. The avoidable mortality will decrease to 35% by sickness prevention and the reduction of suicide numbers.

Whether stakeholders (private actors, NGOs, etc) are involved in the definition of the measures or in their implementation, could not be investigated thoroughly for the vast array of afroemnetioned policy bundles.

4.4.4. Efficiency of the strategic capacity of the policy bundles

As far as vertical integration is concerned and the predominance of certain field, there seems to be no predominant actor in charge of the implementation of policy strategies concerning demography. The "Studiedienst van de Vlaamse regering" has a supporting role in analysis and forecasting, but policy is established by the different competences. "Stedenbeleid " and spatial planning face the challenge of being inclusive, but the ministers have the decision power in the various sectoral policy competences..

Vertical integration with upper levels seems less relevant for the European policy level (since no direct policy measures are instructed from top down), and the national level. However, integration with national policy does not seem to exist.

As far as the lower policy levels are concerned, the policy level of Flanders sets out directives to be followed by local policy for eg housing, economic developments, the location of provisions, etc. The policy competence of Flemish Spatial Planning policy level, for instance, is to set out the amount of needed housing based on population forecasts and fixes the amount to be constructed within "stedelijk gebied" and buitengebied". Within those packages, provinces start to differentiate and give directions to the municipalities,

With regard to housing provision in particular, the Grond- en Pandendecreet provides a toolbox for local governments to increase the affordability of housing. A local action programme has to delineate the areas which will be developed for housing in the next 10 years. A quarter of the overall area will have to be designated to social housing. In 2020, 43000 social rent dwellings, 21000 private property social housing units and 1000 social allotments will have to be created extra. The needed supply per municipality is assigned a ratio of the no. of present households, by binding social objective.

(It is not clear for the moment, how the subsidiary system of assigning new housing units to municipalities a sdescribed earlier related itself to the social binding objective put forarde by housing policy).

This system also obliges private investors to provide for a part of social housing in their real estate developments. This results also in a scattering of initiatives in local ppp constructions but also means that social housing is now possible on a wider variety of locations. Earlier policy stipulated social housing to be localized only at the outskirts of cities and villages, now there is no restriction.

Next year the decree will be evaluated for the first time.

It can be noted that the decree strongly focusses on affordability, but draws less attention to other challenges related to demography, such as smaller housing units to answer for the reduction in household size, ageing,.....this can be answered by the recommendations made by the Flemish government concerning the type of housing and the required space (cf. paragraph 1.4.a). Moreover the policy memo of housing mentions the encouragement of smaller dwellings (up to 500 m²). The municipalities have the right to further limit the maximum size standards set out by Flemish government. Also RUP's and "plannen van aanleg" in which housing developments are created, are entitled to set out obligatory standards which favor the creation of modest housing. They can also be modulated as a function of the family structure. The ratio is also determined by binding social objective (Beleidsnota Wonen, p. 23)

The topic is very prominent in public and scientific debate. E.g. in the Itinera-thinktank:

<http://www.itinerainstitute.org/nl/over-itinera/wat-we-doen/>

Actually, the theme of housing in the Policy Center of Spatial Planning and Housing is conducting research to support housing policy in identifying challenges for the future. The research will also refer to other, demographic related themes such as care and education.

5. Future threats and opportunities for Flanders

5.1. Climate

5.1.1. Spatial terms

Threats:

Loss of biodiversity

Flooding caused by extraordinary weather conditions and sea level rise

Inability to deal with consequences of dispersed spatial structure (inheritance from the past)

Opportunities:

Better climatic conditions which favor tourism

Finding technological solutions-material which allow for a better water permeability

5.1.2. Governance

Threats

Mitigation: difficulty to deal with external forces, which are outside of policy competences (eg. Transit traffic)

Lack of power of coordinating policy competence to impose onto other policy levels

Adaptation: lack of sense of urgency in upper policy levels – problematic of housing in flooded areas

Tensions between need of long term planning and short term political agenda

Opportunities:

Joining forces between adaptation and mitigation policy, in order to anchor the climate challenge firmly in the political agenda

Closer cooperation between climate policy and energy policy.

Enthusiasm of stakeholders to tackle the challenge from bottom-up

5.2. Energy

5.2.1. Spatial terms

Threats:

Flanders does not have enough space nor the climate for a large scale development of renewable energy resources (wind, biomass, solar energy)

Inability to deal with consequences of dispersed spatial structure (inheritance from the past)

Opportunities:

Off shore wind energy and cogeneration

Improving the power grid in order to make better use of existing renewable

5.2.2. Governance

Threats

difficulty to deal with external forces, which are outside of policy competences (eg. Transit traffic)

energy affordability as an extra problem and effects of policy measures regarding renewable energy on the energy bill

Lack of consensus regarding necessary and most urgent policy measures

Discrepancies in vision between Flemish and federal government

Lack of clear policy statement related to nuclear energy

Opportunities:

The elaboration of a coordinated policy between climate and energy challenges

Striking a balance between renewable and non-renewable energy resources

5.3. Globalization

5.3.1. Spatial terms

Threats

Lack of sense of urgency, aggravated by the crisis and absence of a federal government.

Lack of a joint policy of the different competences

Scattering of budgets among a vast array of strategic objectives

Dealing with the professionalisation of economic sectors and real estate developers

Opportunities

Adopting a spatial economic policy which is less focused on providing hectares for economic developments but on innovative strategies (joint use)

Adopting a spatial economic policy which stress a liveable environment as important asset

Working out a joint strategy with economic sectors and cities, municipalities,... for the promotion of Flanders as an economic region

5.3.2. Governance

Threats

Lack of sense of urgency, aggravated by the crisis and absence of a federal government.

Lack of a joint policy of the different competences

Scattering of budgets among a vast array of strategic objectives

Dealing with the professionalisation of economic sectors and real estate developers

Opportunities

Adopting a spatial economic policy which is less focused on providing hectares for economic developments but on innovative strategies (joint use)

Adopting a spatial economic policy which stress a liveable environment as important asset

Working out a joint strategy with economic sectors and cities, municipalities,... for the promotion of Flanders as an economic region

5.4. Demography

5.4.1. Spatial terms

Threats

Underestimation of migration flows and spatial consequences

Lack of schools in urban regions

Lack of care provisions for the elderly in specific regions (eg coast)

Certain municipalities experience limits of possible population growth

Residential segregation problematic and problems of integration as a whole

Opportunities

Migration as an extra workforce

Finding opportunities of joint use of buildings (combination of care, education,...)

Positive impulse of private initiatives for housing-care-provisions complexes, which also serve the neighboring population

5.4.2. Governance

Threats

Underestimation of migration flows and consequences in policy

Focus on a business as usual scenario and lack of vision for spatial development of the settlement system

Lack of urgency in certain policy fields (eg. Education) and absence of coordination

Opportunities

VIA as an encompassing strategy and BRV for the implementation of the Flemish settlement system

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