

The Village Renewal in Germany and Its Implications for Taiwan

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Abstract

Keywords: Agricultural Policy, Rural Development, Village Renewal

Village renewal is an important part of agricultural policies and significant to realize the goal of “taking care of farmers, develop agriculture and construct rural area”. It is not only an important measure to improve rural production conditions and enhance land utilization, but also provides important planning for strengthening rural construction, encouraging rural industries’ growth, improving living environment and preserving rural unique features and style. Therefore the goals that village renewal pursues do not only involve agricultural policies, housing and economic policies, environmental policies, social and cultural policies, but also the strategies for balanced regional or urban and rural development.

In conclusion, we can learn from German village renewal and apply to our practice how to improve rural production and living conditions, and in the meanwhile how to preserve rural traditional features and unique style, how to retain cultural relics and historic sites and how to protect natural environment and ecology, hence add vitality to village and make it attractive and valuable for living and recreation.

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I. Introduction

The **village renewal** involves various policies and methods applied to the development of the rural community, residence pattern and regularity, under current circumstances, in order to improve the production conditions and living environment for village residents. The renewal is also a process of agricultural development, village public construction, residential area reconstruction, living improvement and economic growth as so to meet village residents' various requirements for the society and rural community in change. In the meantime, it also focuses on village culture, traditions and intends to maintain the peaceful rural community and unique village characteristics.

Now that Taiwan is joining WTO, it has become public concern and focus of policy to enhance welfare for farmers, improve living quality and develop rural area as a whole. However, what about the ideology of rural development and village renewal? Can the related regulations and systems support the strategies of regularity, totality and prescience? With the change of social and economic structure, the problems Taiwan villages face today are no longer merely the simple problems of production and low income, but extended to be concerned with all aspects of life including society, culture, environment and material construction and so on. Therefore, it is very important to study rural development policies and ideologies of advanced countries like Germany for our reference to justify our current policies, especially how to apply the consideration of totality and comprehension to industrial growth, infrastructure construction, and cultural and natural reserve.



II. Legal Basis and Planning Instruments of German Rural Development

A. Legal Basis

a. Territorial Planning

Territorial planning aims to find the ideal combination of human beings and the living territory thus create the living conditions as satisfactory as possible. German Federal Territorial Order Law (Raumordnungsgesetz, i.e. ROG) provides the primary guidance for German territorial planning as well as the legal basis for state governments for land utilization and planning. According to German Federal Territorial Order Law, the goals of territorial planning are to guarantee residents continuously, with the territorial structure of different regions in Germany, a healthy living and working environment, and balanced economic, social and cultural conditions. (ROG §2-(1))

In order to realize the goals above, according to German Territorial Order Law, the primary principles of territorial planning include building nationwide evenly quality and healthy living conditions and working environment. Moreover, based on the consideration of the significance of agriculture to production, living and nature, the principles are emphasized to save farmland resources for better utilization. They can be explained in detail as below:

(a) Develop living conditions of even quality (Gleichwertige Lebensbedingung)

- ◆ General economic and social conditions and cultural infrastructure must be improved in regions, where living conditions as a whole are far below federal average or where such a fall back could be expected in the near future. In the townships of such regions, the living conditions of the inhabitants –



in particular, housing, transportation and supply – must be improved. Within reasonable distance, towns should be developed to be local centers with educational, cultural and administrative facilities.

- ◆ Development of better living and working conditions and better economic and social structure should be given priority in remote regions so that they can at least reach national average. It should be the primary task to establish educational, cultural, transportation, supply and administrative facilities.

(b) Build a healthy living and working environment and balanced economic, social and cultural conditions

- ◆ Territorial planning should guarantee and further develop a territorial structure of regions with healthy living and working environment, balanced economic, social and cultural conditions.

In regions where such a structure does not exist, measures of structural improvement must be introduced. Development planning must be coordinated with existing transportation and supply systems and available transportation and supply services.

- ◆ Densely populated residential and business areas must encourage maintenance, improvement or establishment of a territorial structure providing healthy living and working conditions and balanced economic, social and cultural conditions.
- ◆ General economic, social and cultural facilities must be improved in regions where living conditions are below national average or where such a fall back can be expected in the near future.

(c) Maintain natural living conditions (Natuerliche Lebensgrundlagen), develop agriculture and forestry, preserve natural resources and landscape

- ◆ Territorial planning must guarantee and support the use of land for agriculture and forestry, which are the important production sectors of overall economy. Cultivation and conservation of farmland (Landeskultur) should be encouraged. Land particularly suited for farming should be used for other purposes only if absolutely necessary. The same is true for forestry land.



- ◆ Sufficient population density must be aspired for rural areas as well as an adequate economic potential, and sufficient jobs also outside of farming and forestry.
- ◆ It is not only due to its economic significance and its importance to preserve farming that agriculture is developed as a productive economic sector in rural area but also because of its importance to ecological balance especially conservation of water and soil.
- ◆ Appropriate use of land will protect ecological and environmental balance, natural life and landscape, and enhance the quality of recreation.
- ◆ It is worth attention and cares to use, cultivate, develop and protect land, landscape, forests and recreational areas. It is worth particular attention and cares to protect clean water and air, guarantee water supply and prevent noise.

(d) Save and value land resources

We should save and value land resources. Land particularly suited for farming should be used for other purposes only if absolutely necessary. The same is true for forestry land.

In Germany, a graded system of territorial planning is organized in an efficient way¹. All levels of government -- federal, state (Länder), regional and local are charged with its implementation. The planning activities that have particular influence on rural area are showed in Figure 1. Public participation is involved in the planning process. Furthermore, the system is highly decentralized. In other words, decision-making is not only reserved at the highest level, but also the lower levels play a very important role.

The main purpose of this planning system is to reach the goal of a regionally balanced economic, social and ecological development through harmonization of all planning activities.

1 Liu, C. Z., Land-Use Planning and Control, Paper presented at the 7th Joint Board Meeting of the Sino-German Association for Economic and Social Research, May 24-28, 1988 Bonn, F. R. Germany.



Planning Level

Legal Basis of Planning

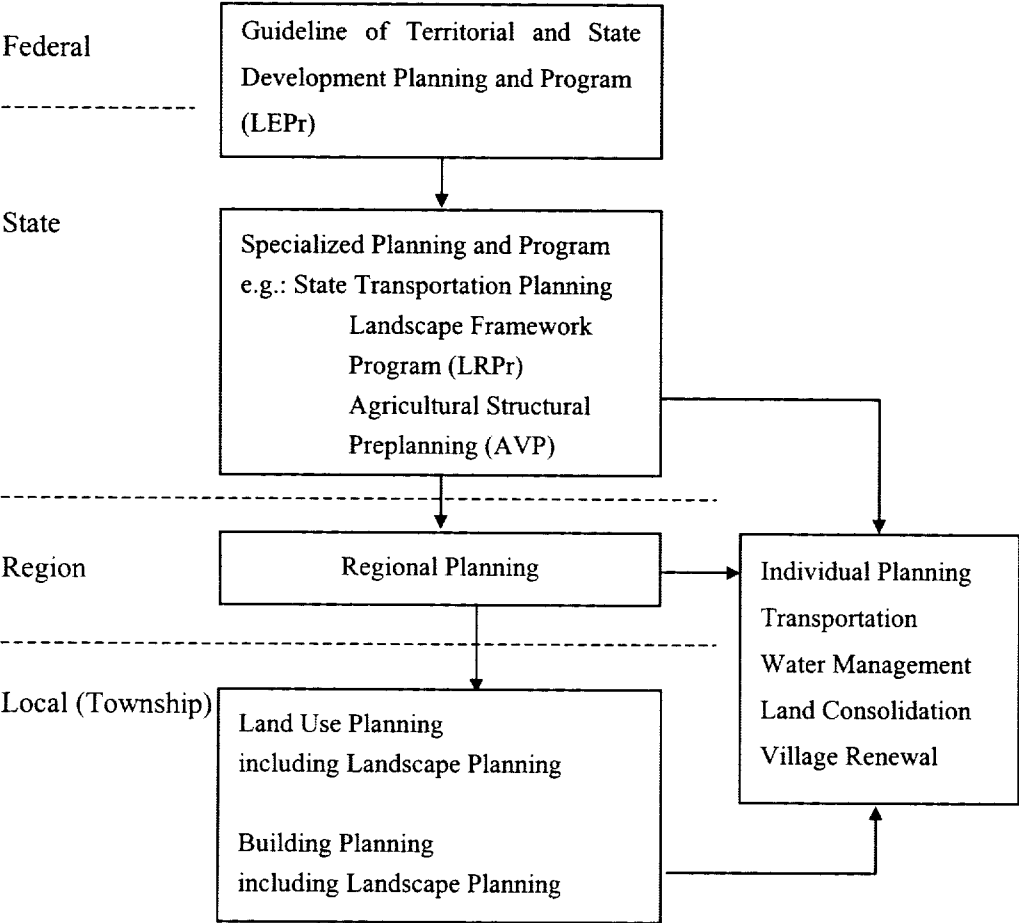


Figure 1 : Land Use Planning System of Federal Republic of Germany



If the principles are carried out in an efficient way, the working and living conditions in rural area shall be improved so as to restore its vitality and to strengthen competitiveness of agriculture.

The main principles of territorial planning can be summarized as participation (of groups, institutions, individuals concerned), feedback (from top to bottom or vice versa), strong local influence, administrative and public contribution of ideas and proposals, clear obligatory status of plans, and limitation of impacts of planning.²

b. Land Consolidation

Under the provisions of first article of German Land Consolidation Act (Flurbereinigungsgesetz, i.e. Flurb.), agricultural land holdings may be rearranged with a view to improving the production and working conditions in agriculture and forestry as well as promoting the general land use and rural development.

Improving the production and working conditions in agriculture and forestry is increasing the economic strength and competitiveness of agriculture and forestry. "Land use" has two different meanings from economic and ecologic perspectives. Firstly, it refers to the land use for the purpose of agricultural production and structural improvement. Secondly, it also refers to protection of natural resources and landscape. Therefore rural development includes all improvements of rural economy, living and recreational environment through appropriate planning, preparation and implementation of various policies and measures, so as to create a long-term pleasant living environment outside urban area.³

2 Lipinsky, E. E., Integrated Development Planning of Rural Areas in Germany, Paper presented at the 10th Joint Board Meeting of the Sino-German Association for Economic and Social Research, Sept. 1991, Taipei.

3 Weiß, E., Die Bodenordnungsverfahren nach dem Flurbereinigungsgesetz der Bundesrepublik Deutschland, Bonn, Juni 1996.



Therefore, the tasks of land consolidation are not limited to merging pieces of lands into bigger units, renewing or replacing irrigation network to improve agriculture structure. They should also serve the goals of encouraging rural development and preserving natural resources and landscape.

Hence German land consolidation includes three aspects⁴: (1) in the aspect of agricultural development, proposing guiding policies concerning land arrangement, road and irrigation construction, water and soil conservation, and land improvement for the purpose of improving agricultural production and working conditions; (2) in the aspect of rural development, engaged in housing construction and public infrastructure investment, coordinating with the requirements of village renewal and industrial growth, in order to improve the living and working conditions of rural community; (3) in the aspect of landscape conservation, planning on guidelines, coordinating with the requirements and needs, for landscape and natural resources conservation and recreational area development in order to preserve farming landscape. It is obvious that land consolidation takes such three aspects of agriculture as production, living and ecology into consideration. It is consistent with the strategic goals of growing agriculture, taking care of rural inhabitants and seeking overall balanced rural development. The followings illustrate the related tasks and contents of German land consolidation⁵:

- (a) Support agricultural growth – Land consolidation is the most important means to encourage agricultural growth. It merges small pieces of land or land of improper shapes from economic perspective into sizes and shapes that meet the productive and economic needs and requirements. It coordinates with the improvement of industrial growing path and agricultural production conditions.
- (b) Coordinate with village renewal – Land consolidation reserves land for buildings

4 Ströbner, G., Das bayerische Programm Ländliche Neuordnung durch Flurbe-
reinigung und Dorferneuerung, München, Nov.1991.

5 Ströbner, G., "Land Consolidation in Bavaria: Support Given to Rural Areas", aus der
Zeitschrift Irrigation Engineering and Rural Planning, Nr. 9, Januar 1986, Tokyo, pp.56~58.



needed for rural development. It improves the living conditions for rural inhabitants. The off springs are more willing to stay because they have space to expand their housing after they grow up. In this sense, it helps slow down the rural inhabitants' pace of leaving their hometown. In the State of Bavaria, village renewal and land consolidation are so closely related that one can hardly exist without the other.⁶

- (c) Free farmland for construction – Land consolidation frees farmland to serve the needs of public infrastructure construction and others.
- (d) Plan on landscape – Land consolidation is particularly concerned with tasks and responsibilities for landscape and natural resources conservation.

Under Item 1 of Article 37 of German Land Consolidation Act, it says:

"The **land consolidation** area shall be reshaped with due regard for the respective structure of the landscape to serve the interests of the parties concerned as weighed against each other, to further the general use and development of the land and to benefit the general public. The area in question shall be rearranged and scattered or uneconomically shaped parcels shall be consolidated to meet modern managerial requirements and reshaped to obtain units of a more favorable location, shape and size; ways, roads, water bodies and other common facilities shall be provided, soil-conserving, soil-improving and landscaping measures shall be taken as wells as any other measures improving the basic conditions of the farming enterprises, reducing the amount of work and facilitating farm management. **Village renewal** measures may be taken; building plans and similar plans shall not prevent the built-up area of a village from being included in a **Land Consolidation** Plan. The legal situation shall be cleared." (Flurb. § 37(1)).

Obviously, in Germany, **land consolidation** is an important instrument for **village renewal**. In order to achieve the goals of land consolidation stated above, in general, it takes a very long time of at least ten years in Germany to complete the steps of planning, design, investigation, communicating with rural inhabitants, discussing with experts and land consolidation to ensure the quality of the work and accomplishment of the goals⁷.

6 The same with note 5 , p.53.

7 The same with note 4.



B. Planning Instruments of Rural Development

Before World War II, German rural areas were mainly agriculture- and forestry- oriented. The living and cultural conditions and natural environment were largely dependent on agricultural production. In such a unique social structure, which is completely different from that of urban areas, rural development was closely related to the change of agricultural structure.

After World War II, the advancement of biological technologies brought dramatic changes to agricultural structure. While the number of farms and farmers declined, the production output and efficiency increased. In 1950, a farmer could produce a yield enough to support ten people. Now a farmer's production can feed more than a hundred people. The output and productivity has increased to 10 times. In the meantime, the living style is no longer influenced by agriculture as much as before.

Now there are 429,000 farms of different scales, production and organization structures in Germany. They cover 17,000,000 hectares of farmland, which is 55% of German territory. About 1,400,000 people including forestry workers, work on the land of 85% of German territory⁸. The statistics second the value of agriculture. It produces high quality grains, plays an important role in natural resources and landscape conservation, and makes great contribution to preserving natural living basis and diversifying culture and recreation.

Even in the future, the primary function of rural area should be producing grains and raw materials. It also includes:

- ◆ Preserving natural living basis (die Erhaltung der natürlichen Lebensgrundlagen),
- ◆ Protecting all kinds of animals and plants (der Schutz einer artenreichen Flora und Fauna),
- ◆ Conserving landscape (die Pflege der Kulturlandschaft),

8 Bundesministerium für Ernährung, Landwirtschaft und Forsten (Hrsg.), Agrarbericht der Bundesregierung 2000, März 2000, Bonn.



◆ Creating rural appeal in living, economy and recreation.

Therefore, it is very important for rural community to adapt itself to the constant changes of agricultural structure and to satisfy the social needs.

Due to the intensifying diversity of rural functions (Figure 2) as natural resources reserve, living place, recreational area and economic activity site, Germany and European Union both have focused their efforts on policies of rural development (Landentwicklung)⁹.

In order to clarify the wordings in this paper, several important definitions are set forth as below:

- a. **Rural** refers to the agriculture- and forestry- oriented rural area including fields for production and villages for living.
- b. **Agrarian** structure includes all kinds of production factors in agriculture, the relationships among land, capital and labor, and various production conditions in agricultural sector. The concept is also extended to the elements of natural and cultural environment of rural area, including farm, public infrastructure and other facilities and structures affected by agriculture and forestry.
- c. **Rural development** is a part of territorial planning. It includes all appropriate plans, implemental measures to protect and improve the economic, living and recreational conditions of rural area in order to provide a long-term good quality living environment outside urban area.

Even though the bigger environment has changed, the following three measures used to improve agrarian structure are still the primary measures for rural development in Germany. They are : ¹⁰

- ◆ Agrarian structure preplanning (Agrarstrukturelle Vorplanung, i.e. AVP)
- ◆ Land consolidation
- ◆ Village renewal

9 Plankl, R. und Schrader, H., Politik zur Entwicklung ländlicher Gebiete in der BRD im Rahmen der Reform der EG Strukturfonds und Grundprobleme der Bewertung, Arbeitsbericht aus dem Institut für Strukturforchung der Bundesforschungsanstalt für Landwirtschaft (FAL), Braunschweig -Voelkenrode, Nr. 2, 1991.

10 Läßle, E.C., Landentwicklung in Deutschland, Bonn, Juni 1996.



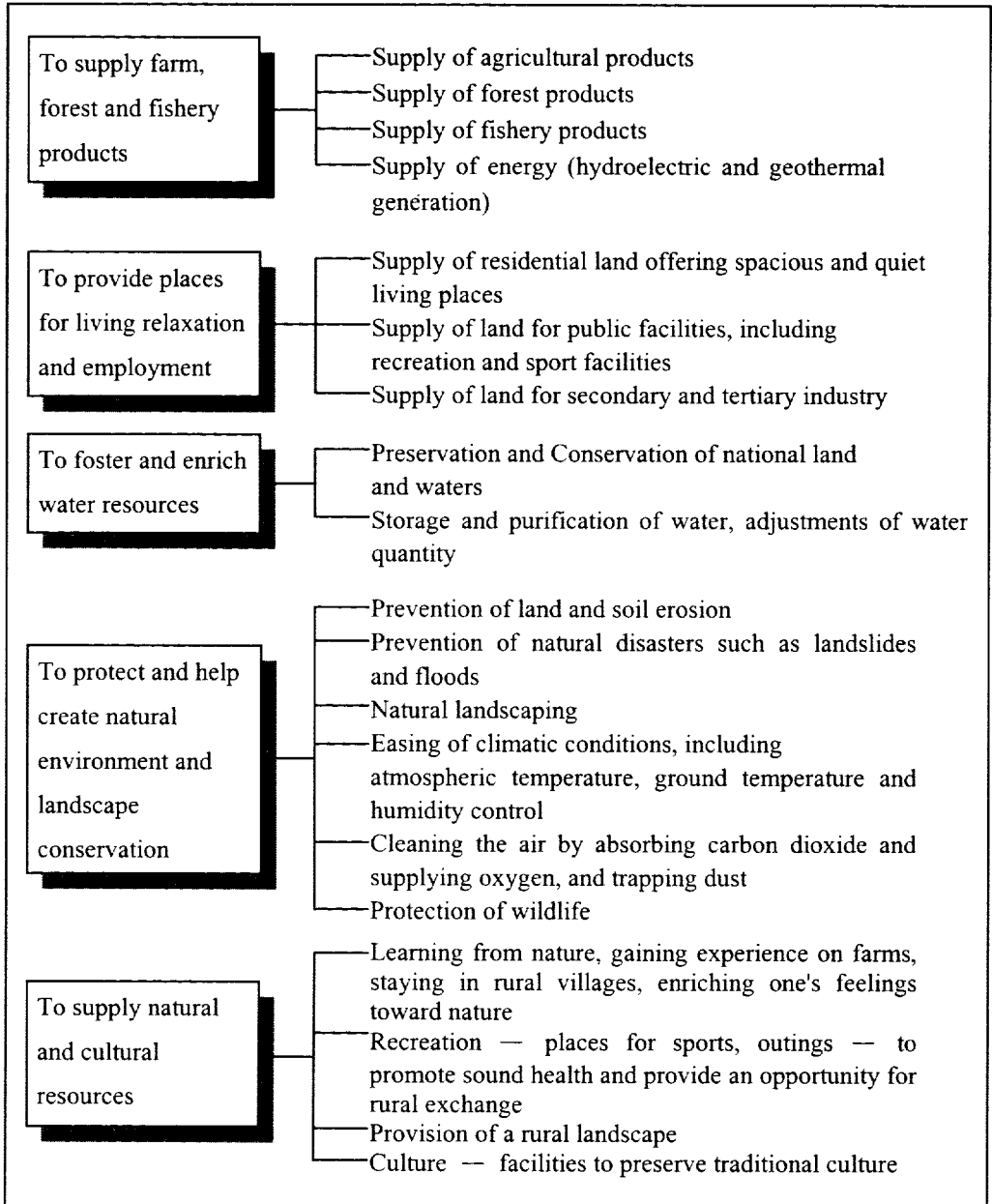


Figure 2 : The Important Functions of Agriculture and Rural Villages



a. Agrarian structure preplanning

Agrarian structure preplanning is under the framework concerning the “Common Task for the Improvement of Agricultural Structure and of Coastal Protection” and usually beyond regional planning to cover a whole township or a region of several townships in the planning.¹¹

Agrarian structure preplanning is directed by the goals of national and state territory planning as well as considers local economic structure, public investment, landscape structure and the requirements of land use planning and building plan (Bauleitpläne).

The complete planning on rural development must be based on detailed analysis of facts. Therefore, agrarian structure preplanning must get the picture of the most recent individual situation of the regions in planning, and then assess the necessity of the measures for improving agricultural structure and how these measures could be implemented by coordinating with other plans. This preplanning must come up with general goals for regional development and concrete proposals of how to improve agricultural production conditions and structure. At the same time, it must also take into account the building plan proposed by township government for urban and rural renewal as well as study the possible non-agricultural employment opportunities. Hence, both the goals and measures of village renewal must be based on the comprehensive knowledge of rural landscape, ecology, society, economy and public infrastructure.

b. Land consolidation

As discussed early, land consolidation is the important measure for the improvement of agrarian structure and the enhancement of land utilization. It is expected that such an

11 Weiß, E., Die agrarstrukturelle Entwicklungsplanung in Nordrhein-Westfalen, Bonn, Juni 1996.



integrated measure for agrarian structure improvement may also improve the agricultural production environment and provide a fine foundation for modernized agriculture. However, with the social and economic changes and the requirements by rural modernization, agriculture and rural area no longer only play an important role in farming but also are required to satisfy the needs generated from non-agricultural development.

German land consolidation is thus loaded with even broader and more important tasks. The basic tasks are adjusting farmland block types and structure as well as improving agricultural irrigation facilities in order to improve agrarian structure. In addition, they include coordinating with village renewal and rural recreation planning, and the maintenance of natural landscape as for rural area's functions in ecologic and landscape conservation and recreation then to broaden living space. The functions of land consolidation thus cover such different aspects as economic property of agricultural production, ecologic property of environmental protection, harmonic property of rural landscape maintenance, and integrated property of rural development.

c. Village renewal

The improvement of rural economic conditions is significant to maintenance of rural vitality (*Lebenskraft*) as well as to rural modernization and diversification. In particular, when agriculture no longer provides the major income source for the region, the focus of rural development is shifted to generating non-agricultural employment opportunities and income. Although agriculture is less important to economy, it still functions as a critical factor in natural resources and landscape conservation and protecting the beautiful scenery, unique features and appeal of rural area.

It brings additional significance to village renewal. Village renewal can improve the economic and living conditions, provide necessary and basic public infrastructure, and thus maintain sufficient population density. It is consistent with the goals of territorial planning. It ensures a dynamic rural culture (*lebendige dörfliche Kultur*) and a healthy environment. It also provides living and working opportunities and alternatives for



heavily populated regions.

Based on the discussion above, the following Figure 3 summarizes the relevance of rural development in Germany.

III. Goals and Contents of Village Renewal in Germany

A. The Goals

Derived from the necessity of village renewal, the primary goals of village renewal include: 1. to create the rural economic strength and to improve the working conditions and living environment for rural inhabitants; 2. to preserve and maintain rural traditional features and unique style; and 3. to protect natural landscape and ecologic environment. They can be explained in detail as below:

a. Promote a prosperous rural economy as well as meet the needs by agricultural development

It is one of the primary goals of village renewal to promote the development of country industries especially agriculture so as to strengthen the rural economy. The village inhabitants would thus have better job opportunities. In the progress of modernization, when machinery replaces labor, workload would be reduced and productivity would be increased. Therefore village renewal should fit with the local features and behaviors of production and operation, improve the roads for internal commutation and connecting to outside, reconstruct farm houses, renew and utilize rural buildings. In addition, it is also important to create favorable conditions for the development of other industries such as handicraft and recreation to contribute to rural economy and raise income of rural residents.



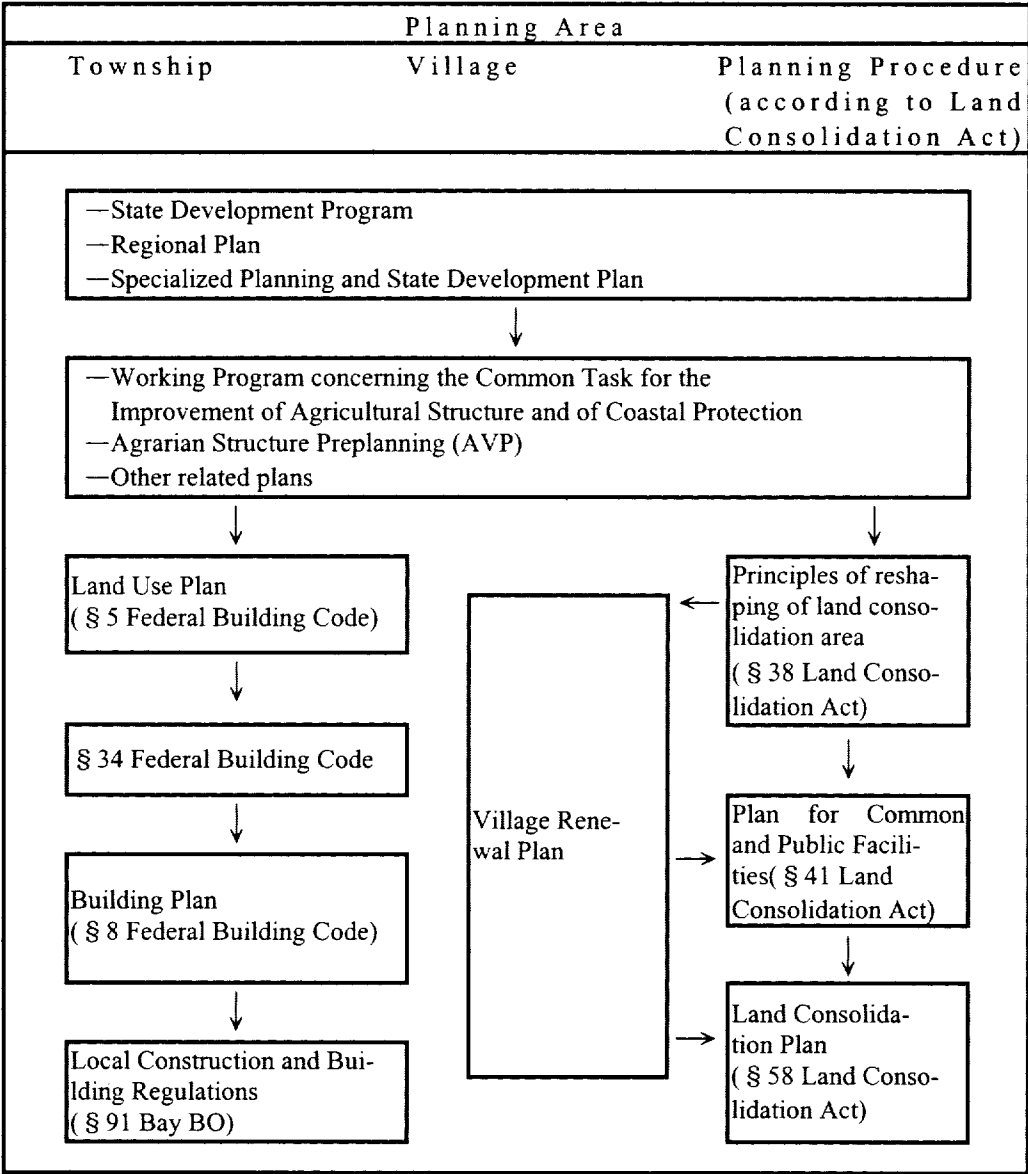


Figure3 : German Rural Development Planning

Source : Strößner, G., Das bayerische Programm Ländliche Neuordnung durch Flurberreinigung und Dorferneuerung, München Nov., 1991.



b. Improve the working and living environment as well as preserve the unique rural features

While enforcing rural basic public investment, improving working conditions and living environment for inhabitants, village renewal should also preserve the unique rural features and avoid any damage to traditional country style from construction. Therefore, we need always to keep it in mind in the process of rural planning and construction – “construct hometown to beautify it or damage it?” (Erbaute Heimat, schön oder kaputt?) (Figure 4). In other words, village renewal has significant impacts on preservation of unique rural features and style. It is supposed to make village retain its unique style and full of vitality in the process of modernization and improvement of living conditions.

c. Protect natural landscape and ecologic environment as well as meet the needs for rural leisure

The elements of nature such as water, air and soil as well as beautiful landscape provide an essential and indispensable basis for human beings survival and natural life. The beautiful landscape and unique style, which do not exist in urban area, makes rural area, on top of its farming and living functions, a great place for urban people to spend vacations refreshing and relaxing. It has become an important goal and task of village renewal to protect village ecology (Dorfökologie) so that the recreational value of village could be appreciated with its diverse, unique and beautiful nature and landscape. Therefore, village renewal shares the responsibilities to create a nice recreational environment in rural area and to increase its recreational value by making it more attractive and dynamic.



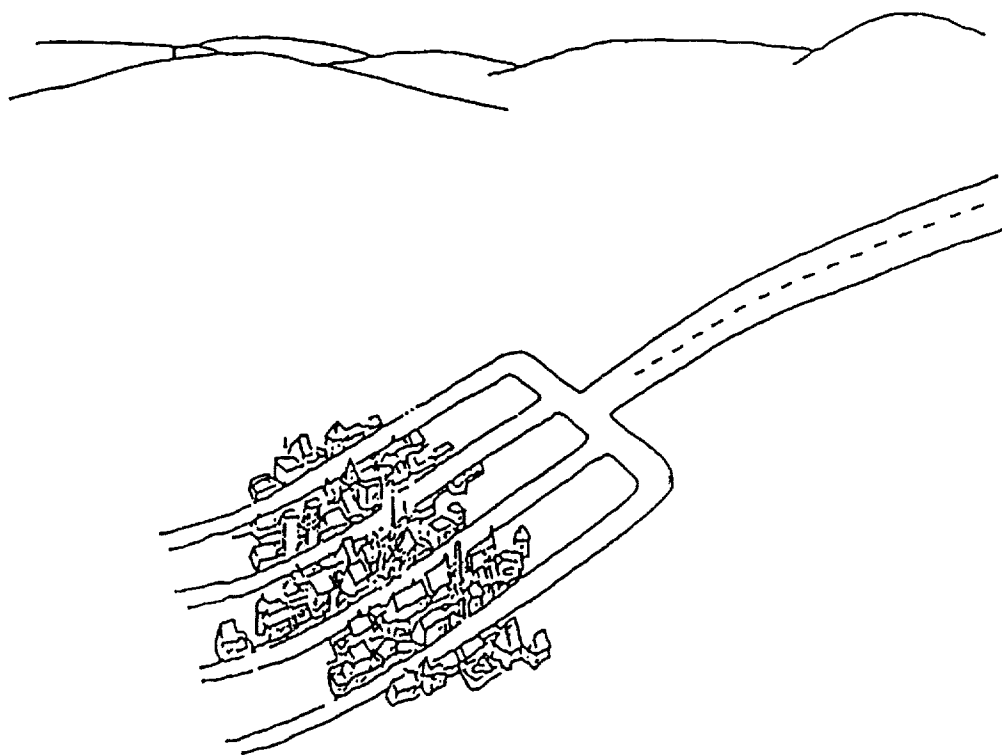


Figure 4 : Construct village or uproot village?

Source : Lothar Ursinus, "Das letzte Dorf".



B. The Contents

The traditional role of rural village is as simple as a common community for farmers to work and live. With the social and economic development and the change of agrarian structure, the role and structure of rural village have changed. In order to satisfy the needs generated by the changing society and economy, the contents of village renewal are so extensive that involved in such four aspects as living conditions and infrastructure, agriculture and working environment, environment and ecology, and society and culture (Figure 5). They are concrete, integrated and long-term.

a. Living conditions and infrastructure

As discussed early, it is one of the primary goals of village renewal to enforce rural infrastructure construction, renew houses and improve the residential living environment. In order to reach the goal, it should be encouraged to establish the proper public facilities, private service and supply facilities, for example, park, green land, recreational facilities and sports ground. It is worth special attention and efforts to preserve unique rural features and style by designing buildings, plaza, commuting channels and other facilities in a manner that fits in with unique rural features and style.

In addition, based on the needs by rural modernization, the public facilities related to transportation and telecommunication services, including post and telecommunication, information network, can also be continuously improved and added.



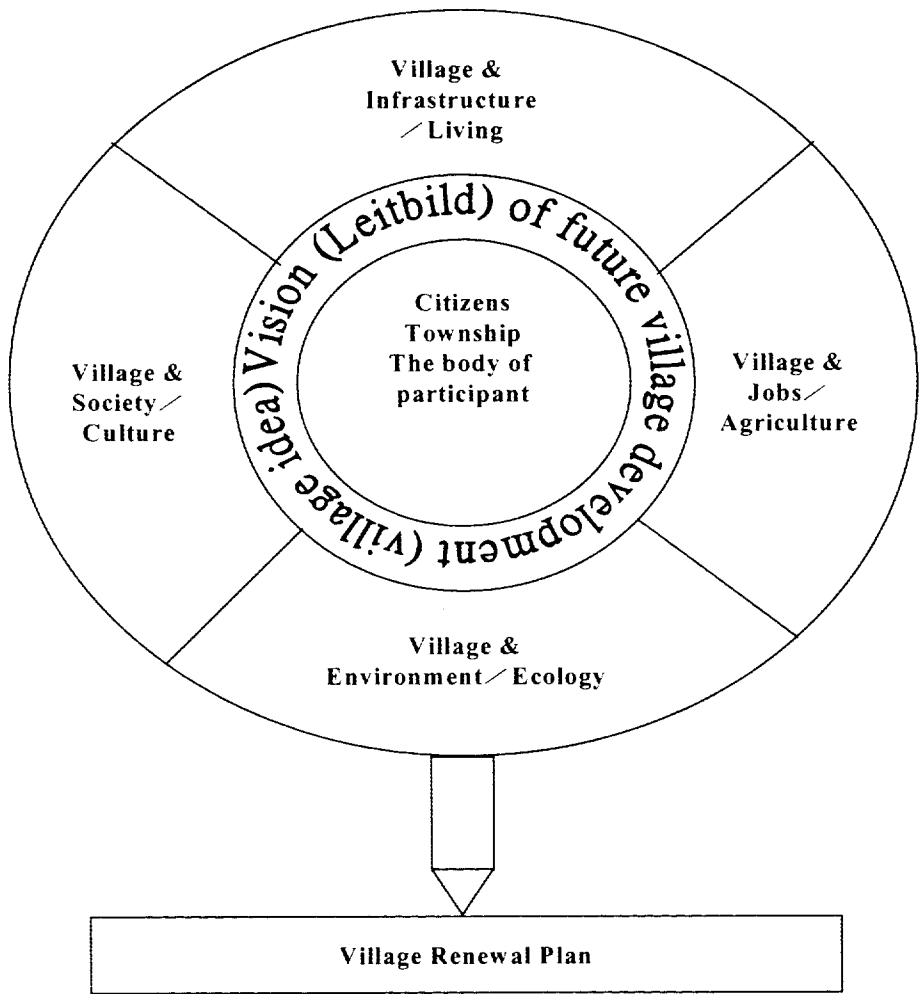


Figure5 : Four Aspects of Village Development

Source : Bayer. Staatsministerium für Ernährung, Landwirtschaft und Forsten(Hrsg.),
Bayerisches Dorferneuerungsprogramm—Für die Zukunft der Dörfer—, München
1998.



b. Agriculture and working environment

As the role of village is diversified, the purpose of village renewal should be encouraging agricultural development as well as improving production conditions to simplify jobs, increase efficiency then to create a favorable environment for agricultural development.

(a) The primary mission is to assist and support agricultural development.

Since agriculture is so important to rural area, it is critical to support agriculture's long-term survival and continuous growth. On top of the measures like improving agrarian structure, modernizing production, reconstructing buildings and consolidating land, village renewal always involves the following tactics:

- Help farmers take initiatives in marketing and sales, and expanding markets
- Help farmers exposed to more employment opportunities

(b) Village renewal is also concerned with creating new non-agricultural employment opportunities.

In order to increase employment opportunities, enhance the vitality and economic strength of rural area, village renewal should also encourage the development of other industries in rural area. The other industries can be classified as : services in daily life, handicraft and small businesses.

(c) Village renewal should fit with the rural environment preservation and recreational business development.

Rural area preserves natural resources and environment. It is also a place for urban residents to spend vacations. Therefore, village renewal needs to coordinate with rural environment preservation planning in order to promote the rural recreation businesses. In addition to houses, as mentioned early, to be rented to tourists, those idle buildings can also be remodeled to be country museum, custom museum, agricultural products trade show center and various recreational facilities. It is important to preserve rural environment and style and maintain the beauty and uniqueness of countryside to attract tourists.



c. Environment and ecology

German scholar Wilhelm Landzettel ever said: "When village is renewed, the surroundings of village must be included. The village to surroundings is like yolk to egg white. Even hungry man won't have appetite for an egg without egg white because it's not how egg is made of. ("Wenn das Dorf erneuert wird, muß auch das Umfeld einbezogen werden. Dorf und Landschaft verhalten sich wie Eigelb und Eiweiß; ohne das Eiweiß gibt's kein Spiegelei, das den hungrigen Betrachter appetitlich und freundlich anschaut.").¹² It is obvious that in any planning, village and its surroundings should be integrated and considered as a complete unit.

(a) Protect rural ecology and environment

For the green land, fields, open space, grassland or farmland surrounding the village, we need to know and study the impacts of planting and ecology on local climate and environment. It is important not only to the preservation of rural ecology and environment but also to country history research. Protecting rural environment and ecology, village renewal needs to consider environmental factors such as local climate, geography, wind direction and ventilation, when regulating jobs of building, rebuilding and remodeling, establishment and improvement of public facilities. Village renewal also needs to fit with landscape planning, for example, appropriate limits on height, regulations on appearance and structure, in order to preserve rural environment and style.

(b) Open park, green land and plaza as well as consider natural environment conservation

Coordinated with village renewal, land consolidation allows for adding plaza, park, green land, children's playground, small sports ground and other recreational facilities, with plants and flowers surrounding the facilities. On the other hand, based on the needs by ecologic preservation, it is necessary to restore the natural rivers in the village to its natural shape and path, build green belt around it for protection of natural ecology.

12 Magel, H., Dorferneuerung in Deutschland, DG Bank 1991. S.83.



It also needs to be considered to clean up and reuse the deserted land and pond, restore their natural look and vitality.

(c) Focus on environmental protection and improve village's environment

Besides the aspects mentioned above, environmental protection is also concerned with disposal of polluted water, trash, unwanted items and sewage, and building drainage system. They are not only related to the residents' living quality but also important to rural ecology and environment preservation. Therefore village renewal needs to take into account planting planning as well for the purpose of creating and guaranteeing a beautiful and healthy living environment in rural village.

d. Society and culture

In order to build distinctive and beautiful villages, local traditions, historical and cultural interrelations must be considered in village renewal as well as production, living and ecology.¹³ It can be illustrated as below:

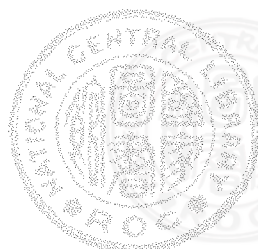
(a) Rural cultural monuments are important cultural assets as well as witness of history.

Rural cultural monuments such as border sign, totem, even an old building, a pond and a river all have a history. So village renewal should properly keep the historical relics like old tree, old building and old agricultural tools. In order to reserve and display rural cultural monuments, township government may rent the old buildings to reconstruct it as a simple museum. Its appearance may not have changed but the room would be used to display old rural cultural items, tools and consumer products in daily life and even the drawings showing how antecessors' life was.

(b) To protect rural culture may strengthen rural residents' link to the village.

With the economic and social development, the rural living conditions have been improved. In order to encourage the communication between rural residents and

13 According to German Federal Territorial Order Law (Raumordnungsgesetz), "Local traditions, historical and cultural interrelations must be considered. Cultural monuments must be preserved."(ROG § 2-(1)).



reduce the distance, village renewal should concentrate on not only hardware construction but also a nice environment for people to get together and talk. For instance, the chairs set around activity center or plaza can be used for chatting as well as relaxation.

In addition, in order to strengthen the rural inhabitants' tie to the village, the contents of village renewal can be deliberately traced into the past, the history. For example, can we get back the oven people used for bakery as a team? Even though these old stuff most likely no longer has economic value, they do have rural features, styles and passions.

(c) Village renewal should support the reserve and development of rural culture.

For example, in road construction, village development history and changes of residential patterns should be taken into account, as convenience for residents' life should be considered. Roads should therefore be constructed in a way that roads would get around with the curves made by historical buildings or old tree. This way would also make cars slow down and avoid disturbing the quietness and security of the living environment.

When we, having the purpose of keeping antiquities and places of historic interests in mind, repair, renew and maintain the old traditional buildings and historical buildings, we may consider reusing or changing the use of old houses or buildings to give vitality to old buildings with new uses as well as sustain their rustic features.

C.Summary

Based on the discussions above, the properties of German village renewal can be summarized as the followings:¹⁴

¹⁴ Henckel, H., *Neue Aspekte der Dorfsanierung und Dorfentwicklung in Deutschland*, Hannover, Juni 1996.



- a. Active participation of rural residents: From the very beginning, the rural residents concerned are invited to participate in discussion of planning. It is taken as an important step of planning process.
- b. Discussion of vision (Leitbild) of future village development: Questions are asked – What is missing? What are the opportunities for development? What are our common expectations?
- c. Focus on rural ecology and the tasks: It is expected to protect ecological environment, utilize with care water, soil, wind and solar energy, to be concerned with the harmony in residential pattern and natural environment, and to respect the correlation between village history and social development.
- d. Concentration on rural culture: Jobs are done to keep the traditional rural features, which have become part of daily life and source of vitality.
- e. Enhancement of economic basis: It is accomplished by direct sales (Selbstvermarktung) of produce, development of rural recreational business and handicraft business and so on.
- f. Improvement of infrastructure: It includes establishment of communication and service facilities and supply for daily life, for example, park, green land and sports ground and so on.
- g. Enhancement of integration between regions: Its objective is to make the integrated regions prosperous and beneficial to each other (For example, by developing rural recreational business.)

The main contents of village renewal include:

- a. Generation of vitality to the village
- b. Preservation of historic sites and rural features and style
- c. Renewal of buildings, new use of old houses and modernization
- d. Expansion of land for construction (Reservation of land for village development)
- e. Development of agriculture and other rural local industries
- f. Improvement of traffic



- g. Construction of infrastructure and public facilities
- h. Private facilities
- i. Beautification of park, green land, plaza, natural waterways and rivers
- j. Recreation and relaxation
- k. Conservation of natural resources, ecological environment and landscape

IV. The Enlightenment of German Village Renewal to Taiwan

A. Problems with Rural Development in Taiwan

Rural development in Taiwan has fallen behind and public facilities are insufficient in Taiwan. In the past decade, Taiwan has been enthusiastically involved in village renewal and implementation of plans on environment improvement. However, in general, there has been no government functions specialized in rural development and construction. Therefore no integrated and far-sighted development strategies have ever been effectively promoted to provide guidance to rural development. Moreover, lack of strategic guidance and legal and regulatory support leads to shortage of integrated, comprehensive and far-sighted development planning, which makes it difficult to realize the goal of integrated rural development. They can be detailed as below:

a. Lack of specialized functions to promote rural development

Village planning and renewal involves extensive hardware and software construction, including agricultural development, public facilities, society, preservation of natural resources and environment and so on. It is integrated and comprehensive planning and construction that needs overall supervision and full efforts and support of specialized



functions.

Council of Agriculture (COA) supervises agriculture in Taiwan. It is a huge organization that has extensive responsibilities to supervise agriculture, forestry, fishery and animal husbandry and so on. However, there is no institution specialized in aggregated rural development and planning and focused on the implementation. Now the jobs and tasks of aggregated rural development planning and construction are split and shared by many units who have already had some other responsibilities (for example, Agriculture and Forestry Department, Bureau of Water and Soil Preservation and Bureau of Land Administration in former provincial government). It is good in terms of division of jobs, but it inevitably causes repeating efforts and waste of resources. Moreover, the different professional backgrounds of planning participants always lead to diverse ideas and opinions of rural planning. As a result, people have the enthusiasm to do the work, but the aggregated goals can hardly be achieved.

With the rapid social and economic development, rural village assumes more and more roles. If the problems with the rural are not solved, the gap between the urban and the rural will be enlarged and the problems with the urban cannot be solved either. Although government has been focused on rural development, there is still no aggregate planning and arrangement by any specialized institutions until now. As a result, it is hard to effectively land on regulations and guiding principles of development policies in order to provide guidance to integrated rural development. Furthermore, insufficient professionals and experts fail to build clear ideology for planning or consider integration and comprehension, which inevitably produces mistakes in investment, waste of resources, and brings negative impact on construction.

b. Lack of guidance and specialized regulations for rural development program

As mentioned early, since the jobs and tasks of rural development planning and construction are so extensive, rural construction should be implemented under the



guidance of integrated, comprehensive and long-term rural development program in order to realize the goals of improving production conditions and living environment, retaining rural features and unique style, and preserving natural resources and environment. Without the guidance of rural plan, it is hard for the contents of rural planning and construction to coordinate with each other as the jobs and tasks are independent of each other. The long-term benefits are usually sacrificed for short-term effect with ignorance of comprehensive development.

Currently government conducts rural construction by implementing individual annual project independently. There are no laws, regulations or systematic comprehensive and integrated planning. Although Rural Area Land Consolidation Act took effect on January 26th, 2000, which does provide a legal basis for village renewal, there still do not exist any laws and regulations specialized in guiding rural integrated and comprehensive construction based on unique rural features and the needs of rural inhabitants. In particular, after farmlands opened to free sales, special regulations were needed to make sure that farmlands are used for farming and the owner of farmlands can't build houses on farmlands at free will, which would destroy the agricultural production environment.

c. The lack of ideology regarding integrated, comprehensive and long-term rural planning makes overall benefits impossible to realize.

As mentioned early, the extensive contents of rural planning requires ideology of integrated, comprehensive and long-term development to achieve the goals of improving production conditions and living environment, retaining rural unique features and style, and preserving natural ecology and rural landscape. It is harmful to long-term planning and benefits by sacrificing the needs of comprehensive development for short-term profits.

Most of current occasional construction and small-scaled projects for environmental improvement in some rural areas are focused on urgent partial short-term benefits, without any idea about integrated investment and construction. As a result, the utilization of



resources is not rational and effective in terms of integrated construction. It not only causes discord in rural construction but also limited resources unable to generate expected benefits. The problems with the rural still exist.

d. The duration of rural planning and village renewal is too short to consider the needs of integrated, comprehensive and long-term development.

Planning is a process of conscious efforts through certain procedures to reach a certain goal¹⁵. F.J.Lillotte defines planning as systematic preparation for a reasonable behavior, which will provide the best measures to achieve the preset goals under current circumstances¹⁶. There is a German saying: "planning is not everything but without planning is nothing at all." (Planung ist nicht alles, aber ohne Planung ist alles nichts.) It seconds the importance of planning. Planning is a dynamic process in which systematic jobs and efforts are performed to reach a certain goal. Planning considers long-term goals and provides a long-term development basis for current construction. Therefore both planning and construction are long-term tasks and should not simply concentrate on hardware construction for immediate effects.

Our current rural planning and village renewal projects are usually required to accomplish both planning and implementation within two to three years. The time spent on planning is less than a year. In such a short period of time, it is difficult to understand thoroughly the situation and problems concerning rural industries, society, environment, historic relics, land utilization, buildings and life. Even the investigation and collection of basic information can not be completed and the local rural characteristics and the rural inhabitants' needs are yet to be learned. In such a hustle, planning is usually finished without the care and efforts it needs. Communication of experts' opinions is not enough.

15 Raleigh, B., Land Resource Economics, Prentic-Hall, Englewood Cliffs, New Jersey, USA, 1986.



Connection and cooperation between departments and institutions concerned are insufficient. Rural residents can't actively participate in it. Not only can't the planning be completed in this way, but also it can hardly meet the needs of integrated and long-term rural development or satisfy the requirements of rural residents or reach the goal of the planning.

B. Learning from German Village Renewal and Strategies to Solve the Problems of Taiwan Rural Development

All the problems mentioned above are not independent of each other but highly correlated to each other. There are many things we can learn from German practice and experience in rural development and village renewal. In order to solve the problems of Taiwan rural development, the following strategies are proposed:

a. Establish a department or function specialized in rural planning and construction

The coverage of rural planning is so extensive that it requires various administrative and management professionals of different background. Since we don't have any specialized institution to supervise the overall planning, we can not recruit, on a planned basis, various technical people needed for rural construction. The essential development policies and guiding principles can not be landed to provide guidance to rural development.

Now that we are promoting rural development and construction and seeking "prosperous and beautiful farming and fishing villages", it is necessary to set up, according to Article 14 of Agricultural Development Act, an institution or function specialized in

16 Lillotte, F. J., *Agrarstrukturelle Planung*, in: HAR Bd.1, Berlin 1981, S.138.



rural development planning and implementation within Council of Agriculture. It could centralize the power, recruit various technical professionals needed by rural planning and village renewal, make arrangements and regulations and devote into integrated rural development.

b. Formulate Rural Construction Law, complete territorial planning system and build the legislative status of rural planning and village renewal

For our current rural construction behaviors, there is no law to follow or regulate. Professionals are insufficient; the goals of planning and construction are vague; the concept of integration is not clear; planning and construction are occasional and scattered without any coordination; planning doesn't have any legal power so the results are affected.

Rural planning and village renewal include land consolidation, land reservation for public facilities and buildings, regulation and management of building behaviors, rural recreation business development, natural preservation, environmental protection, planning and construction procedures, participation of rural residents, implementation principle, fund raising and arrangement, cooperation of functions concerned, examination of plans and legislative status and so on. The coverage is so extensive that it requires a legal basis for implementation. Therefore it is important to formulate Rural Construction Law in order to provide a basis for rural planning and construction.

In addition, for the purpose of establishing a legislative status for rural planning and village renewal, rural development should be integrated into territorial planning system by amending relevant laws and regulations. Rural planning shall thus have strategic guidance and integrated and long-term development direction. With the legal basis and status, rural planning and village renewal can provide townships mid- and long-term development blueprints and a basis for implementation. Moreover, during the process of implementation, all the departments concerned in government shall coordinate and



cooperate with each other to accomplish the expected results of planning thus maximize the effects of construction.

c. Extend the duration of rural planning and village renewal

As discussed above, since the rural planning and village renewal are usually required to finish in a very short period of time, it can not meet the needs of integrated, comprehensive and long-term development. Neither can it thoroughly consider experts' opinions. Connection and cooperation between departments concerned are insufficient. Rural residents can't actively participate in it. The planning can therefore not be completed in this way.

In order to pursue integrated rural development and realize the goals, under current circumstances with limited man power and resources, it is recommended to, first of all, integrate the individual projects on rural improvement and construction into the comprehensive planning of village renewal; then to extend the time limit for planning to three to five years to make the planning more complete; and then to formulate periodic implementation plans, systematically carry out various jobs and tasks step by step. Hopefully this strategy will help improve the quality of planning and construction. In long term, after the legislation for rural planning and village renewal is completed, village renewal should be proposed by township. In next step, central supervisory institution shall set the standards for auditing and regulate it. With the ideology of integrated and comprehensive planning and sufficient time for planning, the effects of rural planning and construction should thus be maximized.

V. Conclusion

With the social and economic development and rapid change of agrarian structure, the roles and functions of rural village have changed. It has become a challenge to village



renewal that how to create the economic, residential and recreational value and attraction of rural village and how to make rural area an attractive place to live outside urban area.

Village renewal is a very complicated, difficult and long-term task. We may not expect immediate results, as it requires long-term persistence and patience. It requires a prudent research and discussion process, appropriate and complete planning, rural residents' active participation, thorough knowledge and understanding of residents' needs and requirements for rural development, satisfaction of residents' requirements for changing society and village as exemplified as requirements for rural working environment, living improvement, space for activities and rural cultural activities.

Although our government has been involved in rural development and construction for many years, the integrated, comprehensive and far-sighted development planning is still insufficient and the goal of encouraging integrated rural development is hard to achieve because no system has been established, which makes it difficult to understand the contents and projects in planning and construction or to gain any insight into rural unique features. Therefore, when we encourage rural modernization, we should establish a sound system for rural development planning, formulate specialized law of rural construction and use it as guidance and regulation, set up a specialized institution, plan on professional training, and actively promote the planning in order to achieve its goals.



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德國農村社區更新及其 對台灣之意義

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摘 要

關鍵字：農業政策、農村發展、農村社區更新

近年來，台灣農村的社會經濟結構已隨著都市化與工業化的快速發展，而逐漸改變。隨著國民所得的提高，農村建設雖有長足的進步，惟農村公共設施不足，村民生產與生活之改善仍然有限，政府為縮短城鄉發展差距，多年來雖亦極力加強農村規劃建設之工作，以改善村民之生產與生活環境。惟在體制尚未建立，規劃建設內涵與項目不易掌握，農村特質與規劃目標亦未深入瞭解之情況下，致整體性、綜合性與前瞻性發展規劃不足，不易達成促進整體農村發展之目標。

我國即將加入 WTO，並且邁入 21 世紀之同時，農民福祉的加強，生活品質的提昇，以及整體性農村之發展，向為各方所注重而逐漸形成政策之重點。然而農村發展與社區更新之理念如何？相關之法令制度能否配合以規範具整體性及前瞻性之發展策略？隨著社會經濟結構的變遷，今日台灣農村面臨的問題已不再僅是單純的農業生產與所得偏低的問題，而是進一步擴展到生活的各個層面，包含社會、文化、環境以及實質建設等方面。因此，探討農村規劃先進國家如德國之農村社區更新政策，以整體性、綜合性的觀念，結合產業發展，基礎建設，文化保存以及自然保育、景觀維護，至為重要，以為我

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國調適農村發展政策之參考。

總之，農村社區更新如何在現代化的發展過程中，改善農村的生產與生活條件之餘，也能同時注重農村傳統風貌與獨特風格，維護農村文物與古蹟，保育自然之景觀與生態環境，使農村呈現生氣盎然之景象，以增進農村的吸引力以及居住與休憩之價值等，均是德國農村社區更新值得我國借鏡之處。

