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STRUCTURE PLAN FOR THE
NORTH IJSSSELMEER POLDERS

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A Structure Plan for the Southern IJsselmeer Polders.

I. Introduction.

With the commencement of work on the two polders which will border the western Netherlands - Southern Flevoland and Markerwaard - the Zuider Zee Works has begun a new phase of activity.

At the beginning, the enclosing of the Zuider Zee guaranteed a higher degree of flood protection to the adjacent land areas and at the same time improved the control of water levels by the formation of the IJsselmeer (meerlake). Thence followed the drainage of polders, for which agricultural production was the principle starting-point.

Today, besides the factors of safety, the control of water levels, and the agricultural interests, the lowering of the population density in the western Netherlands, the enlarging of the national recreation area, and the improvement of the entire Dutch communications network - in short, the contribution towards a harmonic development of our land as a whole - will direct the plan of this reclamation.

Thus it has now become necessary to change one's opinion concerning the starting point and to consider the consequences of the construction of these polders.

Moreover Eastern Flevoland, which constitutes an entity with these last two polders, and to a certain extent even the Noordoostpolder (= North-east Polder) will also have to be taken into consideration.

The plan for the organization of these polders must give shape on the one hand, to the functional elements that characterize the region as such and on the other hand must form a strong union with the surroundings - a result of the location of the polder region in the heart of the country. This necessity of integration of the new region with the surrounding land requires a good cooperation with the interested parties of the adjacent districts.

In order to fulfill this requirement, a structural basis is needed upon which such cooperation can be founded.

The structure plan developed in this report endeavors to provide such a basis; it thus goes beyond an elaborated organization plan and aims at indicating an outline within which the separate, independent units can be developed.

The word 'structure' means: 'the manner in which the parts are mutually arranged in relation to each other'.

Although in the previous century 'structure' still was considered as a static picture, it is seen now more as a relative constant in which the parts themselves indeed gradually, yet continually, change.

Every design for a structure plan rests upon factual data and upon estimates of the future which, except for the natural background, relate to the distribution of the population and the exercise of its activities.

Therefore the design will be, to a certain extent, a reflection of the time in which it originates, a manifestation of the aesthetic development and the socio-cultural vision which underlies the design.

Both the future estimates and the socio-cultural vision lend themselves to ever progressing depth and expansion. The presently available data still permit only a rough approximation of the problems which are connected to the development of a structure plan for a new region as the present. What is intended even in this stage of research is to establish a preliminary design plan in the general interest, merely for the sake of a further necessary deepening and widening of the insights.

II. The Starting Points.

The starting points for the structure plan, as drawn up on the basis of a provisional study, have a single main theme: the shaping of an 'open' plan. By this is meant that it is necessary to keep in mind that the future is only partly predictable. However, such an open plan must not lead to vagueness and certainly not to formlessness. Both the totality and each separate part must obtain a clear form, but this form must be such that future development will not be hindered by it; if a policy of modification were decided upon, this should be possible.

These conditions must be taken into account from the beginning, with regard, for example, to the pattern and the profile of the canals and roads, in so far as the requirements made on the region by the control of water levels and the traffic permit this. Moreover, a certain

reserve in the land use should not be lacking. Next to this main theme, the following starting points are applicable:

1. The Zuider Zee Polders form, to a certain extent, a unity; nevertheless, they must be included in the structure of the surrounding land.
2. Moreover, each part of the structure plan has a definite independence, making it possible that its particular function can be fulfilled as completely as possible.
3. These different parts must be integrated; and this can be achieved, in the first place, through an efficient communication network.
4. As it is impossible to measure now exactly the way in which the land will be used in the future, and because society never presents a static picture, the structure plan cannot give limited, definitive intentions.
5. Through an efficient separation and, at the same time, integration of the parts and through the expression of the essential features of the design, simplicity is aimed at in the structure.
6. As a basis for the future society in the polder, a separation between work on the one hand and living and recreation on the other should be adopted if possible. Hence it will be possible for these parts each to form its own character and thus give an optimal use value.
7. The productivity of the working sector is dependent upon mutual contacts and rendering of services. A direct connection to the communications network and as high as possible a cooperation with the other concerns which provide service is thus required.
8. Since the need for non-agricultural land is limited in the beginning, a transitional zone will be necessary; i.e., an area that initially has a full agricultural use but which may change its function in the course of time.
9. The structure plan is not an end plan but a beginning plan which can be guided in different directions.

These beginning points will be concentrated on the bases of:

- A. the relation with the surrounding districts;

- B. the communications network;
- C. the structural division of the polders;
- D. the control of water levels;
- E. the landscape.

A. The Relation with the Surrounding Districts.

In the first place, the relation to the structure of the environs must be taken into consideration; for the southern polders, this fixed structure is the 'border-town Holland' with its economic extensions. Secondly, attention must be given to the existing landscape and in particular to the ever-growing highway network.

The report, 'The Development of the Western Netherlands,' outlines a structural scheme for the 'border-town Holland' which is based on the following underlying principles (p. 32):

1. a clear demarcation of regions for agricultural production and areas in the urban sphere;
2. reservation of the large agglomerations as spacious, independent elements of well-inhabitable size;
3. expansion of the 'border-town' to the outside.

The demarcation of the urban region in this development scheme is based on the desire to make it possible for the city dweller to have a real contact with the open land. Therefore, a distance of approximately 4 km (2½ miles) is maintained from the center of the city to the open land. Keeping this starting-point in mind, two principles for structure are possible with the development of the 'border-town' to the outside:

1. the growth would occur at some distance from the 'border-town,' with a rural, open zone preserved between the 'border-town' and a newly-formed concentric urban ring around the 'border-town.'
2. there would occur a radiating urban growth, the extensions being separated by adequate rural, open spaces.

There is thus a choice between an urbanization of a ring, in which are found such cities as Alkmaar, Hoorn, Lelystad, Harderwijk, and Arnhem or an urbanization of the radials which extend from the 'border-town' in the direction of the above-mentioned cities.

The first principle requires a strong policy of control to prevent the urbanization of the space between the 'border-town' and the new urban ring. It is, however, inconsistent with the already existing situation.

The second principle can occur more naturally and already is partly realized, e.g., in the direction of Alkmaar, Harderwijk, and Arnhem. Besides, by this means the 'border-town' is distributed outward so that the rest of the Netherlands may feel itself more connected to the 'border-town'. This second principle has been chosen for the structure plan developed in this report; it is shown on drawing 1, where the extension zones are projected along a few of the existing or proposed traffic ways.

Thus the road network may be seen as the basis for the urban expansion.

These considerations give the polders a clear connection with the environs.

Furthermore, the landscape here also should acquire such a form, so that this new land, while maintaining its independent character, still is included in the entire Dutch landscape scene.

The road network in the polder should not only connect with the existing and proposed roads in the old land, but also must adopt itself to the **form-fixing character** of the rural road system.

B. The Communications Network.

The communications network is of vital importance to the development of the polders. The provision of service forms one of the fundamental factors of our present-day society, in which high demands are placed on the transportation facilities. Both goods and persons transport, then, must be organized as adequately as possible, which, however, is possible only with an efficient communications system.

The most space-consuming and thereby direction-fixing part of this network is the road system. In order that this system may give a clear design, the whole parcelling-out of the land should have a distinct pattern, thus benefiting one's orientation in this new region.

This pattern is fixed by the main direction of the communication relations.

In order to fix now the pattern of the road system in the polders it is necessary to obtain some idea about the proportion of intensities of the estimated traffic flows. For the greater part, the intensity of the traffic is related to the distribution of the population and the relative distance between the population centers, and therefore it is possible, on the basis of these data, to compute roughly this intensity.

The intensity of the auto-traffic in the southern polders has been calculated according to the method of Ir. F.M. van Veen. Since the road pattern had not been decided upon beforehand, the calculation was based merely upon the bridges crossing the border lakes. The intensity of the through traffic thus determined is represented in drawing 2.

Here it is clearly apparent that two main streams are expected to occur, one stream along the southern border of the polders and the second from the southwest to the northeast. This latter is the most important, and (because the Oostvaardersdiep also runs in the same direction) fixes in a predominant manner the pattern of the road system through the polders. The road pattern based on these two main streams is characterized by the following important highways:

First in importance is the highway that connects to the southern outer ring-road around Amsterdam and, via Muiderberg and Lelystad, links the west with the northeast of our country. This southern ring-road is a collector-road for the traffic of the entire western coastal area from IJmuiden to the Hague, and possibly Rotterdam, which has a destination in the northeast of our land. The traffic from Rotterdam, however, can also reach Lelystad via Utrecht.

With consideration both of the maintenance of the character of the road system around Amsterdam and of the importance of the industrial region to the north of the IJ, there is projected for the future a second highway, parallel to the first, from Amsterdam-North through Markerwaard, crossing the first-mentioned highway at Lelystad and, via Kampen and Zwolle, giving connection to the east. Thus from the west there will be two possibilities of reaching Lelystad, where a choice can then be made between a northerly or an easterly direction.

A third important highway is the extension of National Route nr. 30 from Arnhem along the Gooimeer to Amsterdam and beyond, to relieve National Route nr. 1. This could - seen in a larger context - serve to connect IJmond to the Ruhr Valley. Considering at an anticipated development of Amsterdam in a northern direction once the tunnels under the IJ and the North Sea Canal are completed, as well as the previously mentioned character of the road system around Amsterdam, the possibility should be kept in mind that, for a future relief of the inner ring-road around Amsterdam-North, a northern outer ring-road around the Amsterdam agglomeration, above Ilpendam, may later be necessary. National Route nr. 30 could then join to this ring-road by means of a shore connection at Marken. Thus the distinct structure of the road system around Amsterdam would be maintained and possibly even strengthened.

A further important highway would be formed by National Route nr. 22 from Utrecht along Huizen to Hoorn. This road must have a fluent junction with the highway from Amsterdam to Lelystad and consequently give a good connection between Utrecht and the north.

The traffic from the north, having a destination outside the western Netherlands, will by means of this road, easily by pass the traffic-intensive part of our country.

The highway over the Knardijk is extended along the regional center in Markerwaard to Alkmaar, with a side road to Enkhuizen by which the northern part of North Holland is well connected with the east.

Finally, the road Huizen-Harderwijk is included in this highway system. This road serves not only as a connector of the Zuiderzeestraatweg (National Route nr. 28) with Amsterdam but also for the recreation traffic from the west to the Veluwe and the border lakes.

Besides the above highways, there are a number of connector roads which are important for the interlocal traffic as well as for the internal structure.

These are not represented on the highway scheme in drawing 3, but they are shown on the map of the complete plan, which is included as the appendix of this report.

At the same time some possible extensions of the road system on the old land are very schematically shown.

It is believed that this plan gives a convenient road scheme in which the different surrounding parts of the country are interconnected as directly as possible.

A railway connection necessarily needs to be considered both for an industrial extension of the 'border-town' and for the anticipated commuter traffic to Amsterdam.

Naturally, this railway should be situated in the radial zone. The connection to the existing railway line at Muiderberg-Weesp, as proposed in the report concerning the development of the western Netherlands, has been adopted. From Muiderberg the rail line, following the Oostvaardersdiep to Lelystad, should run at such a distance from this canal that a good industrial development is here possible. Once this line is constructed, an extension to Kampen could probably be justified.

A second possibility would be a railway from Amsterdam-North to Lelystad, but a connection with Amsterdam-North is as yet hardly likely and moreover would involve a crossing of the Oostvaardersdiep.

The waterways are divided into three categories, according to their navigability.

The Oostvaardersdiep to Lelystad falls into the largest class (large Rhine ship, class V) of the international classification of waterways for inland shipping and thus can accommodate ships of 2000 ton and more. The width varies from 200 to 400 meters (c. 650 to 1300 feet) and the depth can be brought without great cost to about N.A.P. - 7 m (N.S.L. - 23 feet), so that the Oostvaardersdiep can be made navigable for small seaships as well.

What ships will be able to use this canal is also dependent on the dimensions of the eventual new locks at Amsterdam.

The present Oranje-Locks have a capacity of 2000 ton at a depth of N.A.P. - 4,5 m (N.S.L. - 14,7 feet). In the border lakes, taking into account the shipping canals and the locks, ships of up to 1350 ton (Rhine-Herne Canal ship, class IV) can be accommodated. The sill of the locks is calculated for ships with a draught to 3.70 m (12 feet), whereby 95% of the coastal vessels, can make use of this waterway. The canals in the polders, necessary for the agricultural interests,

are intended for ships of up to 600 ton (Kempenaar, class II). A more detailed defining of these different sizes will be discussed during the elaboration of the plan. If necessary for a future industrial development, it will be possible to build a new entrance lock of sufficient dimensions at a site suitable for this purpose.

The course of the high-tension conduits through the polders is dependent upon the location of a central and the required connections with the existing system. They must, however, be carefully located in the landscape; for in any case attention must be given in the agricultural areas to the demands of modern production.

C. The Structural Division.

The division of the plan into an urban and an agricultural region is determined by the service structure of the polders and by the extension of the 'border-town Holland'. For these interests a spacious area must be reserved at the site of the future capital, Lelystad, and another in the direct vicinity of the 'border-town.' This latter area will serve to accommodate that part of the economic growth of the western Netherlands, with the urbanization belonging to it, that is not suitable to a situation outside the west. These reservations are developed in the structure plan within the previously mentioned radial zone along the Oostvaardersdiep.

In these reservation areas, which are shown on appendix 1, attention must be given to the general interests of recreation, a space for the accommodation of - in terms of size - a half million persons. It may be assumed that such an area will be sufficient to meet the needs of the new living and work space in this region to the year 2000.

The remaining part of this radial zone is planned as a transitional area.

Next to this radial zone the total polder scheme, as schematically rendered in drawing 4, has been given a clear structural layout, the basis of which already has been laid by Dr. Takes. *

* Dr.Ch.A.P. Takes: 'Bevolkingscentra in het oude en het nieuwe land' (N. Samson N.V., 1948).

Although his study has been surpassed on many points by development, the basic point remains: this large new region in the heart of the Netherlands requires a distinct center, a so-called C-core, and around it regional centers, the B-cores. The projected C-core, Lelystad, must in good time reach a sufficient size in order to fulfill its function. Besides the economic, social, cultural, and administrative functions, this center also has the purpose of providing employment for the population which will not be working in the agricultural sector. By concentrating as much as possible in Lelystad the equipment necessary for industrial development, such as industrial land and the like, all these functions may be stimulated, while at the same time relief can be given to the west.

The agricultural areas with their B-centers can be subdivided further into village regions with an A-core as center. The size of a village region should be such that the total number of inhabitants will be large enough in order to have a proper functioning village.

On the other hand, however, the distance from the village to the farms, which is limited in order to tie the farms to the village, must not be too great. The larger the village region becomes, the more inhabitants the village can receive and thus the better its servicing; yet the distance to the farms is thereby increased.

An inquiry has been made in the Noordoostpolder by the sociological department of the Zuiderzeepolders Development Authority concerning the maximum distance that one still feels himself oriented to a fixed core. But since even in the Noordoostpolder distances above 6 km (3,7 mi) rarely occur and thus none of those questioned could know from experience the consequences of greater distances, a clear result from this inquiry could not be expected. Yet the tendency existed; owing to the rapid development of motorization, to accept greater distance than do occur in the Noordoostpolder. The ever-changing agricultural population structure will form a continually recurring subject for research. On the one hand there is a sharp decrease in the total number of laborers as a result of progressive mechanization; on the other hand the city population is drawn more and more to the country in order to commute from there to the city.

These polders, with their heavy soil and modern parcelling and their location next to the western Netherlands, are an area where both tendencies will appear strongly.

Provisionally *, it appears that a village, in which there is place for the lower schools and churches of the three principal denominations, for a group of stores that can provide for the daily needs, and for the development of a normal local community life should contain within its borders \pm 3000 inhabitants.

To obtain this, the service area of the village should be on the average 9000 ha (22,230 acres) in extent, which means a distance of approximately 10 km (6,2 mi) from the village center to the farthest lying farm. Should one place higher demands on provisioning, then the village region must be larger and there would occur distances of greater than 10 km (6,2 mi).

Concerning this, Dr. Constandse remarks:

'... either one executes a plan, in which are included villages with a service area of around 9000 ha or one omits the villages altogether and concentrates the population in the B-cores, which thus would have more than a local service function. In between solutions are half-hearted, because one then will make the settlement both city and village at the same time. If one advocates an increase in scale beyond that here proposed, one then drops the understanding of 'village society' and promotes a radical change of the way of life in the rural area'.

Both a division into village regions with a size of \pm 9000 ha (22,230 ac) and a concentration of population in the B-cores are realizable within one plan, as represented on drawings 5 and 6.

D. The Control of Water Levels.

Since the present concern is with a polder area, prime attention must indeed be given in the parcelling of the land and further structuring to the requirements made by the control of water levels.

* Dr. A.K. Constandse: 'Het dorp in de IJsselmeerpolders', (W.E.J. Tjeenk Willink N.V., 1960).

Secondly, the results of the geohydrologic survey will determine the minimum width and the surface area of the border lakes in order to prevent the reclamation from endangering the water level control of the surrounding districts. Furthermore, the minimum cross-section of stream discharge in these border lakes must be carefully considered, so that during a large water displacement excessive speed and drop do not occur. And finally, the occurrence of water leakage influences the agricultural value of the ground and necessitates, where this is important, a shorter parcel length than normal.

The system of waterways are determined both by the surface relief and the expected settling of the ground.

In Southern and Eastern Flevoland, the final difference in surface heights after the land has settled will necessitate a division of the polder into two sections.

The Markerwaard is, up to the Enkhuizerzand, very flat and here probably one section will suffice. The pumping stations preferably should discharge into the Oostvaardersdiep, for here the concentration of salt present in the polder water is least objectionable.

The above mentioned requirements are summarized on drawing 7. It is beyond the scope of this report to go deeper into these problems concerning the control of water levels. For the design of the structure plan, the solutions found must be accepted as given.

E. The Landscape.

The landscape of the Zuider Zee Polders will acquire its own character, for it originates at this time as a cultivated landscape. Contemporary considerations, such as the modern technical-agricultural machinery, the ever-increasing need for the provision of green both within and outside of the urban sphere, and the present-day knowledge of the requirements for a biological equilibrium, must receive full attention in the design. Moreover, the landscape is dependent upon the climate and soil-conditions, factors, which should be reflected in the structural scheme. While preserving their own character, the polders clearly should form a part of the total Dutch landscape picture.

The extensiveness of the agricultural production region in this new land requires, therefore, a further division of the landscape to obtain a proper scale and size.

The sandy soils, the general location of which is shown in drawing 8, are to be considered as a transition area for recreation, and thus the planning here must harmonize with this transitional nature.

In addition, the border lakes are especially suited to offer extensive possibilities for recreation.

Here the banks can be organized for day-recreation, while at various places behind this shore-strip areas of sufficient size can be created for varied and appropriate overnight accommodation.

Provision should also be made for watersport, for which activity the border lakes are likewise suitable.

Next in consideration are the recreation routes that pass through the polders and for which a landscaped character is appropriate. In order to obtain some insight into the importance of these recreation routes, a very rough calculation has been made (similar to that for the highway traffic) to determine the proportions of the recreation traffic. For this calculation only two important recreation areas - the Veluwe and the Enkhuizerzand - have been taken into account; the ratio of the attractive power of these areas is assumed at 10:1.

As the method of calculation, a simpler procedure has been followed here than given by Dr. van Veen, yet one which rests on the same principles and from which good results are obtained. The result gives the proportion of the intensities, from which an impression may be had of this traffic; this is depicted on drawing 9.

This picture is far from complete, for neither the future centers of population nor the other recreation areas nor the range of different type vehicles has been included in the calculation.

As was expected, it can be seen that the environs of Amsterdam contribute the heaviest to the traffic to these areas and that with an extension of the 'border-town' this phenomenon will continue in the near future. The routes from this center of gravity to the different recreation areas thus deserve special attention.

The attractive power of the recreation areas themselves is largely dependent upon the points of interest which are found there. Through the siting of these points, some influence on the recreation traffic can thus be exercised, whereby the use of the pertinent routes can be stimulated. Besides recreation areas, it is further desired to reserve in the polders land as a natural reservation, in order to preserve for scientific research the different unique biotopics which can arise here. The location and size of a natural reservation will be determined later on the basis of an investigation of appropriate terrain.

In order that the requirements for the landscape, resulting from the soil condition and the structural division, may be coordinated with each other, a scheme has been designed and is reproduced in drawing 10. This is elaborated in a proposed plan for the landscape structure (drawing 11), where it may be noted that the closed landscape of the Utrecht hills and the Gooi crosses over into the urban extension area in the southwest corner of the polders and that the forest area at the Enkhuizerzand continues along the IJsselmeer nearly to Lelystad.

As far as possible, the border lakes should be treated as independent elements with a specific recreation value. The recreation routes through the polders, which are not further indicated in this structure plan, generally will not require a border of woods but rather extra broad planting strips along the roadway.

III. The Structure Plan.

As previously observed in the introduction, a structure plan built up from the foregoing facets will be able to serve as the basis for a cooperation of those different organizations which are working together towards the completion of this new land and which are in charge of the development of the surrounding territory.

A fruitful cooperation, however, is possible only if all interested parties can appreciate and can accept this basis. Hence this first design is included in this report for the purpose of discussion, in order that the problems of the new land may be understood by those who are concerned herewith. Nothing in the plan itself is final;

it gives only the underlying principles upon which the working out of the plan can be based.

These basic principles have been mentioned in the beginning as starting-points. They are graphically rendered in appendix 1 and now again, in relation to the total plan, may be grouped together and formulated as follows:

1. The structure plan consists of parts which must form a unity with each other, yet which must maintain their own form when directed towards their particular function. In the structure plan these fundamental parts must be expressed clearly, for in reality they will interconnect with each other. Thus are separately indicated: the urban area, the agricultural region, the green zones, and the traffic network.

That which is indicated as the urban area includes the whole region that can fall within the urban sphere (a corresponding indication appears in the old land).

Consequently only a relatively small part of the 'urban area' is foreseen as 'built-up area.'

2. The division into an urban area and an agricultural area is maintained because their functions wholly place their own requirements on the design and the parcelling. In the working out of both sectors, a production area must be indicated wherein not only the optimal land use but the recreational value as well must be kept in mind. The dynamics of society do not permit both the agricultural and the urban areas to have a definite boundary.

A certain reserve is found in the transitional zone, which because of its location or its soil condition may be given over to an use that is respectively neither clearly urban nor clearly agricultural.

Meanwhile, this area in general will be initially organized for agricultural production; in the end, to minimize the loss caused by an eventual change to another economic use, the investment in the agricultural industry here will be kept as low as possible.

3. The green zones form so much an integral part of the total plan that in the working out of each element this aspect must be continually reconsidered. Even in those areas which are not directly involved in the general landscape picture,

the 'green' occupies an important position. It forms the binding link between the other facets of the plan, moving from one region to another and including within the totality canals, roads, railways, high-tension lines, and the like.

4. For the classification of the road system, the following hierarchy has been proposed *, highways, connecting roads, collector roads, and polder, or local roads, while in the city is further a link between the collector roads and the connecting roads, i.e. the entrance or exit road. The polder roads serve the farms; the collector roads gather the traffic from these farmroads and lead it to the connecting roads, which roads then can give a connection to the highways.

For the highways, the principle has been developed that these serve not so much to ~~link the~~ urban centers but rather that they exist as a network spread over the region, following a pattern based on the traffic relations in the larger context. For clarity it is desirable to maintain a simple pattern, for if the road system has a vague direction, it is no longer possible to remember the pattern and one thus loses his sense of direction.

5. The plan is directed towards the life in this new region. This life is dynamic and requires an 'open' plan, a plan that on essential points provides the possibility for a development that at present is unforeseeable.

The flexibility of this 'open' plan, previously mentioned under point 2, is sought in order that both the rural and the urban areas may have the opportunity for expansion. It is desired as well for the road system. The description of 'road' in this structure plan has particularly the character of land reservation.

With further working out will be determined the profile that must be given to the roads and the period within which they must be constructed. After this a certain reserve still will be justified.

In addition, recognition must be given in the reservation of rights of way to the fact that a productive region

* The terminology here deviates from the normal, as the latter is closely related to the administrative aspects, which naturally can not yet be considered.

has other requirements than a recreation area and that an eventual shifting from one use to the other necessarily involves a change in design. The productive region, and especially the agricultural sector, requires a straight and rectangular parcelling and consequently the road here by nature will be straight; whereas the recreation area seeks a more pleasant and landscape-like pattern of the road.

Through its connection to the old land, not only with the urban structure but also with the communication network and the landscape as well, the new land thus has been included in the structure of the surrounding district. At the same time, however, it has acquired its own character in scale and ordering.

The urban, rural, and transitional zones each must be separately worked out, during which process decisions will be made concerning, for instance, the size of the village regions. Yet in spite of these ever developing concretions, the underlying idea must remain based on the 'holding open' of the plan.

The realization of the plan in time is represented in four phases on drawing 12. But even more than an execution according to a set plan of phases, a strong, purposeful government policy is required, for otherwise opportunity-type solutions threaten to arise, leading to spacious disorder. Second to the design itself, the pursuing of such a policy thus will deserve the greatest attention.

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FOR THE SOUTHERN
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