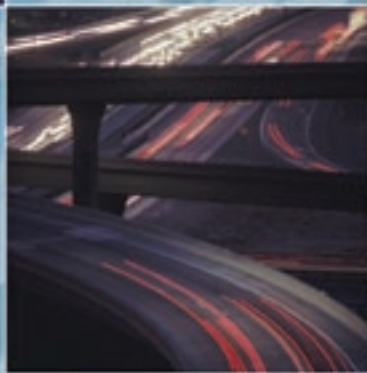




**Federal Office  
for Building and  
Regional Planning**



# **Spatial Development and Spatial Planning in Germany**





**Imprint:**

Publisher: Federal Office for Building  
and Regional Planning  
Deichmannsaue 31-37  
D-53179 Bonn

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Bonn, March 2001



## Foreword

As a future-oriented developmental mandate of the state, spatial planning is meant to bring ecological considerations into line with the social and economic demands on space. Spatial planning serves to create the preconditions for sustainable development in the Federal Republic of Germany and for its integration into Europe. Spatial planning, as a socio-politically important and varied task, cannot be accomplished without periodic information on the status and foreseeable development of the spatial and settlement structure. Therefore the Federal Regional Planning Act and most of the regional planning acts of the German Länder (federal states) stipulate Spatial Planning Reports which have to be submitted to Parliament.

Spatial Planning Reports have to be prepared by the Federal Office for Building and Regional Planning (BBR) for submission to the Federal Ministry of Transport, Building and Housing in order to be presented to the Federal German Parliament. In August 2000, the Spatial Planning Report 2000 was published by the BBR. It was the first Spatial Planning Report since 1993. The report gives a comprehensive overview of spatial development, spatial planning and spatially effective sector planning. The Spatial Planning Report 2000 also aims to predict future spatial development trends based on status-quo conditions.

Virtually all chapters of the report, in its long version, contain references to other European countries, especially to Germany's neighbours, as, for example, in the description of the spatial distribution of the population, workplaces and infrastructure. The report compares the German spatial and settlement structure, the urban system, settlement and traffic corridors and rural areas with those in other European countries. The analysis of transport and commuting interconnections takes into account the international connections of Germany to its neighbouring states. Spatially effective sector policies of the European Union are dealt with in separate chapters.

The Spatial Planning Report 2000 is based on the BBR's spatial information system. The spatial information system serves to give scientific political advice to the Federal Ministry of Transport, Building and Housing (the federal authority which is responsible for spatial planning) and to other ministries. The Spatial Planning Report provides politicians, the Federal Government and the Länder as well as other specialists with this information.

The Spatial Planning Report 2000 is based on facts. It contains a wealth of information, measures and examples which can be used to evaluate conditions and developments in Germany's regions. In its long version, it is information and working material for the appropriate sector planning authorities in the Federal Government and in the Länder. It is the task of politicians and of the administration to draw conclusions from the report for their political agenda.

This publication summarises the fundamental issues of the Spatial Planning Report 2000 and of the Federal Government's statement. Above all, the report is meant to disseminate information and to initiate discussion in the specialist public. In order to stimulate the exchange of ideas with specialists from neighbouring countries who do not speak German, this brochure has been translated into English. Even if it was not possible, in this abridged version, to include all the European references which are contained in the Spatial Planning Report 2000, it should nevertheless present an important basis for the development of spatial planning cooperation with other European countries. With this, the BBR fulfils its mandate as the national focal point for spatial research in the Federal Republic of Germany in union with the European research network of spatial science institutions.

Dr. Wendelin Strubelt  
Vice-president and professor of the  
Federal Office for Building and Regional Planning



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## Introduction

### **Sustainable spatial development: an important prerequisite for securing the quality of life.**

The economy and society are constantly changing. The past decade was mainly shaped by the modernisation of the economy and increasing mobility. Traditional industries and trades in Germany have declined or have been given up completely. New jobs have developed mainly in the service sector and at new locations. Telecommunication and technical innovations in transportation have had a decisive influence on the economy and on our way of life.

All these developments have spatial impacts. They have changed the space in which we live:

- The cities have expanded. An ever increasing proportion of land is being used for housing as well as for industrial and commercial buildings.
- The distances between places of residence and workplaces have increased, and the decentralisation of housing and employment will grow further due to the progress in transport technology, telecommunication and the increasing willingness to be mobile.
- Agricultural land is being transformed into building land or it is left fallow since cultivation is no longer profitable.
- In the agglomeration areas, which are characterised by the highest population and job density, the quality of life and the environment have deteriorated due to the expansion of settlement areas and increased traffic volume.
- The appearance of our landscapes has changed drastically. The amount of undisrupted open spaces and natural landscapes is continuously decreasing.

These spatial development trends are alarming, especially because of their negative effects on the environment and hence on our quality of life. Increasing

land claims and impairments through housing, industry, commerce and traffic endanger the quality of natural resources.

The acceleration of technical progress and the growing pressure of competition on the German economy caused by market globalisation and integration of Europe will also determine the coming years and shape spatial development in future.

Competition between German and foreign locations will increase. Cities and regions will compete for investments and jobs. As a consequence, regions with a high share of “old industries” and peripheral rural areas are in danger of falling behind in the general development of prosperity and quality of life.

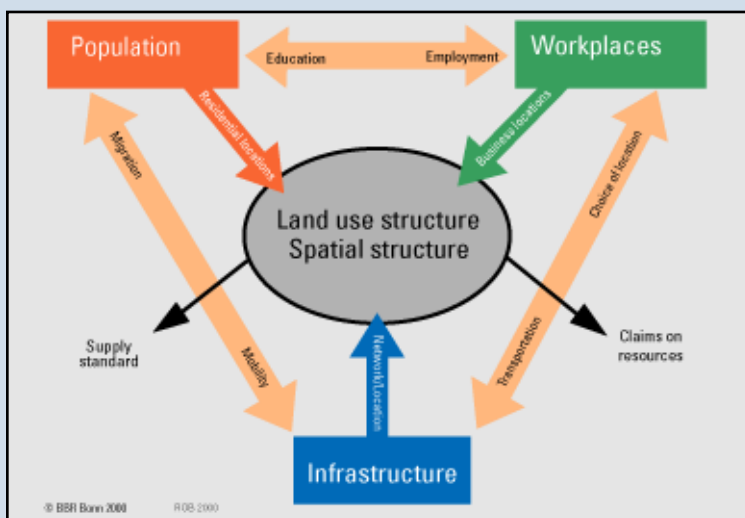
Spatial development in Germany - the development of the network of our big and medium sized cities, of densely populated regions and rural areas - will also determine whether Germany's standard of living, quality of life, economic power and environmental quality can be secured for future generations.

### **Many are involved in spatial development**

Many social groups contribute to spatial change with their interests and activities. Citizens shape the settlement structure by choosing where to live and work as well as through their leisure, recreation and shopping activities. Businesses influence spatial development by their choice of location and investment decisions. The federation, the Länder and the municipalities determine the locations of their administrative and supply facilities, streets or airports. They thereby establish the framework conditions for the behaviour of inhabitants and businesses.

### Components of land use and spatial structure

This illustration shows that and why the settlement and spatial structure is shaped by the locations and the land claims of the population, of workplaces and by the different infrastructures. There are diverse reciprocal relationships between these individual components, which influence changes of the spatial structure - spatial development. Thus the relocation of private households and businesses, for example, influences the structure of land use, spatial utilisation densities and spatial interconnections. The mobility of the population, for instance in commuter traffic, and the transportation of goods utilise transportation infrastructure and generate a necessity for its extension. At the same time, the existence of infrastructure and its development affect the location choice of private households and businesses.



### Spatial planning secures the locational quality of Germany

Citizens and the economy put demands on the spatial structure which are often contradictory. People expect to be provided with adequate housing space and prefer to live “out in the open” – with a garden, recreation areas and preferably untouched countryside nearby; they want workplaces, supply and recreation facilities which can be comfortably reached in a short time; they demand good transport connections, but simultaneously freedom from noise and exhaust pollution. It is the state’s task to promote a spatial development which fulfils as many of these demands as possi-

ble. This is not only an important prerequisite for further economic growth and for Germany’s competitiveness on international markets. It is also important for the preservation of social peace and for the stability of the federal political system.

### Spatial planning: an important task for the state and politics

Germany’s spatial structure distinguishes itself by a good balance between agglomeration areas and rural areas and a closely meshed network of cities of different sizes. Economic and social changes, however, endanger this favourable spatial structure. The agglomeration areas are expanding into their surrounding areas. This growth in settlement area and traffic leads to congestion in urban agglomerations and it threatens their viability and attractiveness. As a result of the decline of employment in old industries, some agglomeration areas are in danger of falling behind in their economic development; some rural areas are disadvantaged in several ways by an unfavourable economic structure and poor accessibility. These areas are seriously restricted in their development. All these problems present important challenges for spatial planning. Above all, the spatial structure and development of the agglomeration areas will determine Germany’s future in global competition. In addition to this, the increasing chances for developing many rural areas must be taken and supported.

## Spatial planning policy pursues the goals of...

### ... Sustainable spatial development in Germany...

Spatial planning policy is to secure the natural preconditions of our co-existence for future generations. Consequently, it will be necessary to reduce the strain on people and the environment resulting from land claims, traffic and pollutants.

Sustainable spatial development is to bring the ecological capacity of space into line with the demands on space made by the economy and society. Sustainability therefore has three dimensions. Priority is neither given to the spatial demands of the economy and society nor to the demands of ecological protection.

### ... Equivalent living conditions in Germany's regions...

The “preservation of equivalent living conditions” in Germany is required by the constitution (Art.72 Par.2 No.3). This does not mean equality, for instance in terms of economic power or homogeneous development, but it does mean that equal opportunities for housing, jobs, education, the provision of goods and services, good environmental conditions and recreational opportunities should be available in all regions. Equivalence cannot be an absolute standard either, but depends on diverse regional prerequisites, traditions and values.

### ... Strengthening of regional resources

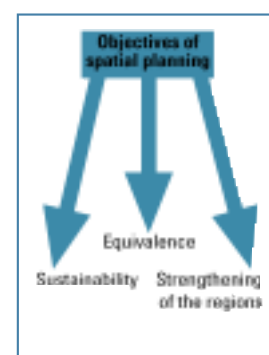
Germany's regions show a great variety of strengths and weaknesses. These attributes are best known to those who live and work in the respective regions. Therefore measures for spatial development are most effectively executed by the regions themselves. The state, however, must support the regions in developing their potentials.

## Spatial development using models and guidelines

Spatial planning in Germany is organised in a system of graded responsibilities. The legal competence for spatial planning lies in the Länder and the municipalities. The Federal Government only has the competence to set the general framework of spatial planning. This division of responsibilities requires co-operation between the different planning levels. This is laid down in the Federal Regional Planning Act, which came into effect, in an amended form, on January 1st, 1998. It contains the overriding goals and principles of spatial planning. Models and resolutions from the Standing Conference of Federal and State Ministers Responsible for Spatial Planning, in which the federation and the Länder work together, put the spatial development perspectives and strategies laid down in the Federal Regional Planning Act into concrete terms and supplement them.

Therefore there is no binding spatial plan which covers the whole Federal Republic of Germany. Spatial development is guided by the models and guidelines which have been devised jointly by the Federal Government and the Länder. The “Guidelines for Regional Planning” (Raumordnungspolitischer Orientierungsrahmen) from 1993 and the “Framework of Action for Regional Planning” (Raumordnungspolitischer Handlungsrahmen) from 1995 must be mentioned here.

Länder and regional planning put these models and concepts into concrete terms for their respective areas; the municipalities finally implement them in legally binding plans. Spatial planning in Germany is therefore shaped by diverse integration and co-ordination processes between the spatial planning levels of the Federal Government, the Länder, the regions and the municipalities, but also between spatially effective sector planning of the departments for social welfare, the economy, the environment and trans-



**Information on obtaining  
the Spatial Planning  
Report 2000**

The complete *Spatial Planning Report 2000* has been published in German as volume 7 of the BBR-series "Berichte". On 330 pages, including many maps, diagrams and illustrations, it visualises the status-quo of spatial development in Germany. The report can be obtained from  
Selbstverlag des BBR,  
Post-office box 20 01 30,  
53131 Bonn;  
Phone: 01888-4012209,  
Fax: 01888-4012292  
e-mail:  
Selbstverlag@bbr.bund.de  
(Nominal fee 15 DM  
plus shipping, including  
CD-ROM)  
The report can also  
be downloaded from  
the Internet at:  
[www.bbr.bund.de](http://www.bbr.bund.de)

portation. Co-ordination through information and debate is the most important tool of federal spatial planning with respect to Planning in the Länder and sector planning. In order to put the models and programmes into concrete terms and to realise them, the Federal Government increasingly favours the support of pilot projects and "good examples". It also promotes regional development concepts and the sponsorship of local, regional and international co-operations.

### Spatial planning requires up to date information

Spatial planning requires the continuous monitoring of spatial development and up to date information about the factors which influence spatial development. This task is achieved by the Spatial Planning Report of the Federal Office for Building and Regional Planning (BBR). The Spatial Planning Report is based on the continuous spatial monitoring system of the BBR, a spatial information system for the entire area of the Federal Republic of Germany which has been operating with a long tradition. The Spatial Planning Report 2000 contains a review of spatial development in Germany and of the resulting regional problems in the 1990's. It illustrates the instruments of spatial planning as well as spatially effective measures and

planning undertaken by the Federal Government and European Community in the period covered by the report.

### The structure and contents of the brochure "Spatial Development and Spatial Planning in Germany"

This brochure summarises the most important results of the Spatial Planning Report 2000. It presents the tendencies and problems of spatial development, the instruments of spatial planning policy and the future perspectives of spatial planning in a concise form:

- The first chapter introduces the topic. It describes the most important spatial types - agglomeration areas, urbanised areas, rural areas as well as settlement and transport corridors. It shows the types and development of land use, explains the finely woven network of centres and describes the intensive spatial interconnections between cities and regions based on exchange and traffic relationships.
- The second chapter is devoted to important regional problems. It concentrates on the economic and social structure, discusses the provision of infrastructure facilities in the regions and portrays the effects of spatial development on land and landscapes.
- The third chapter examines the consequences of economic and social changes for spatial development and summarises the spatial development trends for the urban system and rural areas.
- The fourth chapter answers the question how spatial planning actually works and how the different participants collaborate.
- The final chapter describes the political conclusions which the Federal Government draws from the analyses and prognoses of the Spatial Planning Report. Emphasis is placed on the adjustment of living standards in the regions, the improvement of the situation in the cities, on living opportunities in rural areas as well as on the further development of infrastructure.



## Section 1: Spatial Development

### Spatial Structures

A country's spatial structures express the spatial relationship between the population, workplaces and infrastructure facilities. Spatial structure takes a concrete spatial form when land is claimed for housing, workplaces, roads, power lines or for other infrastructure facilities. All areas shaped by human construction are defined as settlement areas, which can be characterised by location, size, importance and density. These settlement areas, in turn, are embedded in open areas which are essentially characterised by agriculture and forestry. Developments of spatial and settlement structures are extraordinarily long-term processes, and changes in these processes also require long-term perspectives.

The spatial and settlement structure of a country is the starting point for diverse spatial interconnections: People often do not live near their workplaces, shopping and leisure facilities. This so-called spatial division of functions leads to exchange relationships which result in traffic processes. This explains why the transportation system and the spatial and settlement structure are closely interrelated. On the one hand, transportation systems are based on existing spatial structures. On the other hand, transportation infrastructures strongly influence the settlement structure by affecting locational characteristics such as position and importance.

### Spatial categories

The spatial structure of the Federal Republic of Germany distinguishes itself by a relatively balanced, decentralised concentration of the population, workplaces and infrastructure in cities, city regions and agglomeration areas as well as by large and coherent rural areas. These types of regions can be clearly distinguished with respect to their population density (see illustration, page 8).

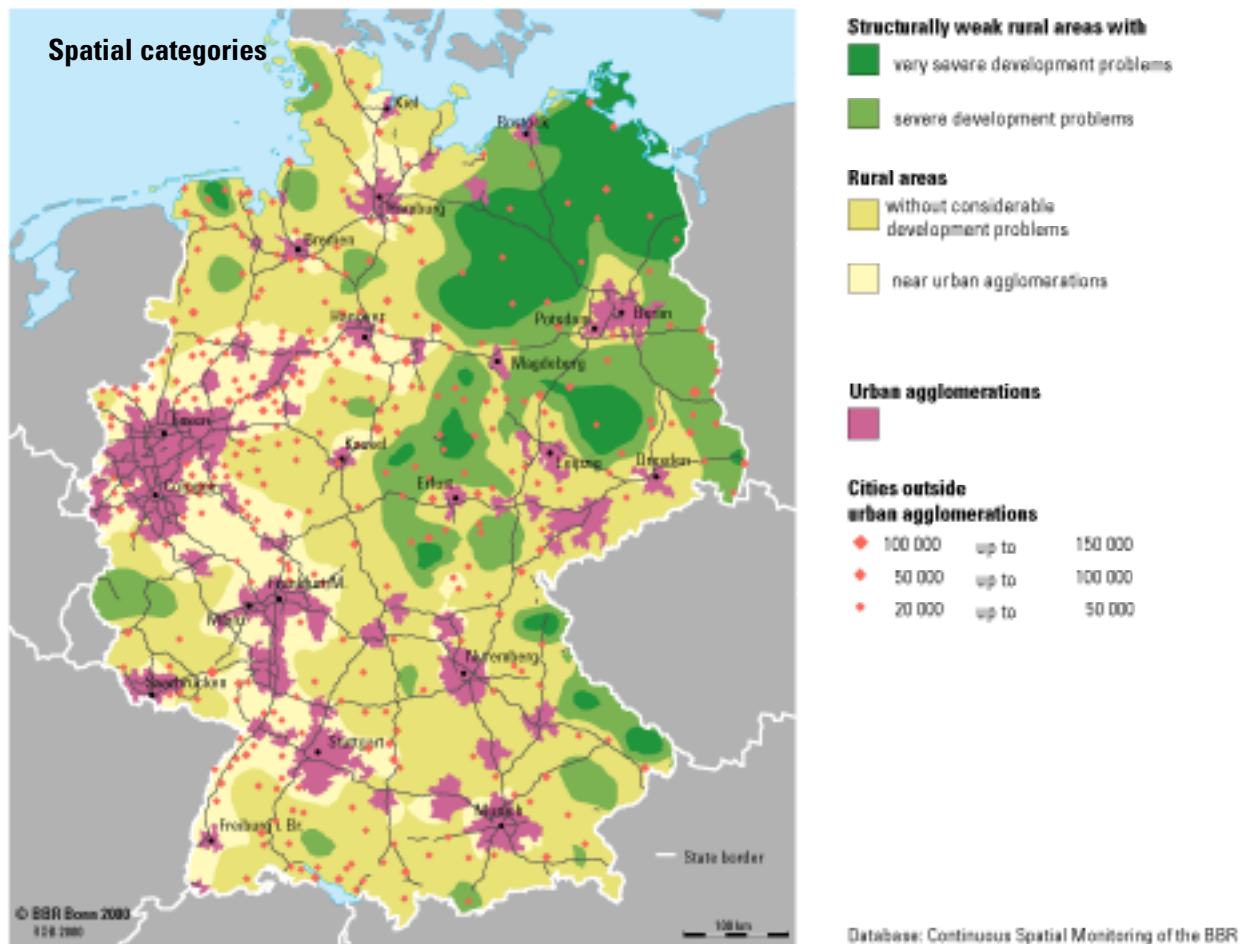
Settlement and transportation corridors represent a special category. Their development is based on the close connection between settlement development and efficient transportation axes. High settlement density and problems caused by traffic make this spatial type particularly problematic.

### Agglomeration areas

Compared to other European countries, the Federal Republic of Germany has a particularly high population density with 230 inhabitants per km<sup>2</sup>. With 146 inhabitants per km<sup>2</sup>, the European Union average is far below this figure; only the Netherlands, Belgium and Great Britain are more densely populated. This high population density is also reflected in a relatively dense and efficient network of big cities with more than 100.000 inhabitants. In 1997, almost half of Germany's population lived in agglomeration areas - with 45% it is slightly less in the new Länder than in the west with 51%. Agglomeration areas are the regions with the greatest economic dynamics. Together they also have the highest job concentration, although some urban agglomerations, like the Ruhr District and the Saarland, are being confronted with declining growth.

**Explanation of the term:**  
"decentral concentration"

*Decentral concentration means that the population, workplaces and infrastructure facilities are concentrated in cities of different sizes, which are relatively evenly spread over the whole country. In contrast to other European states, which are economically and culturally dominated by one big (capital) city whereas the remaining cities are smaller and less important, Germany is characterised by a more even distribution of the population and workplaces. It is a manifestation of the federal structure of Germany, and has advantages with respect to economic efficiency, accessibility and the provision with services and goods. An important objective of German spatial planning policy is therefore to secure and develop "decentral concentration".*



**Explanation of the term:**  
"suburbanisation"

*Relocation process of the population, services and businesses from the cities into the surrounding areas.*

The strain on urban agglomerations, which is constantly increasing because of high densities of land use, can be deduced from the following indicators:

- The proportion of the area claimed for settlement and transportation purposes frequently exceeds 40%,
- in some large cities, the settlement and traffic area already takes up more than 70%,
- open spaces are becoming scarcer,
- daily traffic volumes keep on increasing.

The continuing suburbanisation in urban agglomerations is a significant cause of these increasing strains. During the 1990's, population and employment growth were concentrated solely in the areas surrounding the central cities. One of the reasons is the migration of city-dwellers into the urban hinterland, particularly of persons between the ages between 30 and 45, usually families with children who realise

their wish for an own house in a green environment. The second driving force behind these migrations into the surrounding areas, and a special threat to the vitality of the central cities, is the retreat of trade from the cities, which was strongest in comparison with all other economic sectors during the 1990's. The third driving force of this development is the persistent migration of enterprises to the urban fringe. In addition to the manufacturing sector, more and more service and trade firms are locating here.

The out-migration is accompanied by an urbanisation of the agglomeration areas, which is essentially characterised by three features:

- Expansion of radius: Urbanisation is continuously shifting outwards towards rural areas. The biggest growth occurs less and less in the areas in the immediate neighbourhood of the central

cities but rather in the less densely populated and rural areas which are further away from the agglomeration areas.

- Settlement dispersion: Population and employment growth is becoming more and more scattered; it often takes place independently of the spatial planning goal to concentrate growth on focus locations designated by planning (“decentral concentration”). Thus it can be observed that smaller suburban municipalities without central place functions have the greatest growth.
- Functional enrichment of suburbanisation: Not only the manufacturing industries have discovered the urban fringe as a preferred location. Enterprises of the tertiary sector are also locating there, even though they were assumed to be dependent on factors such as contact, image cultivation and proximity to customers in the central cities.

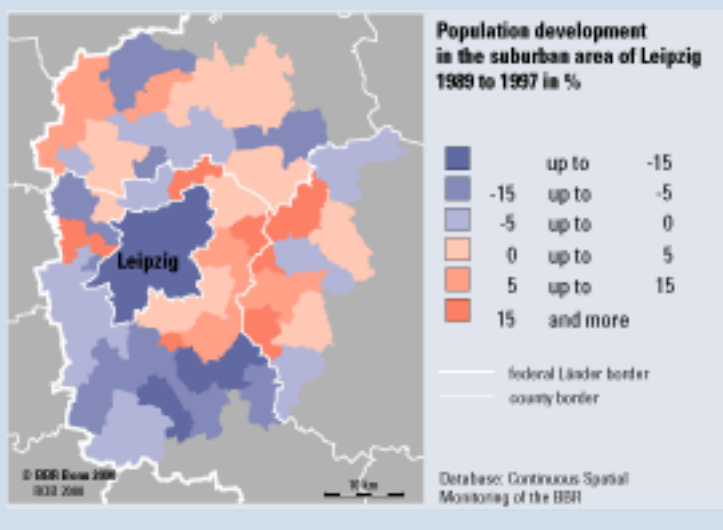
In the new Länder, where suburbanisation was not observed before the reunification of Germany, the process is proceeding in a delayed but concentrated way. It started with retail trade in the urban periphery, to the extent that two thirds of the retail areas are located on “greenfield sites” today. Then the enterprises, followed by the inhabitants, moved to the outskirts of the cities. The whole process took place in a more concentrated way because the driving force behind suburbanisation - the advance of the car - took place very quickly in East Germany. Suburbanisation has diverse negative consequences, and it undermines an important objective of spatial planning in Germany - to support a decentralised, concentrated settlement development. Increasing suburbanisation causes problems for central cities and suburban areas: The central cities are being deserted and their infrastructure facilities are not used to full capacity, while the municipalities of the surrounding areas have difficulties in providing the necessary social services at the same time. The increasing urbanisation of the urban

### East German suburbanisation in concrete terms: the Leipzig area

The Leipzig region is a particularly demonstrative example of the rapid suburbanisation process in eastern Germany.

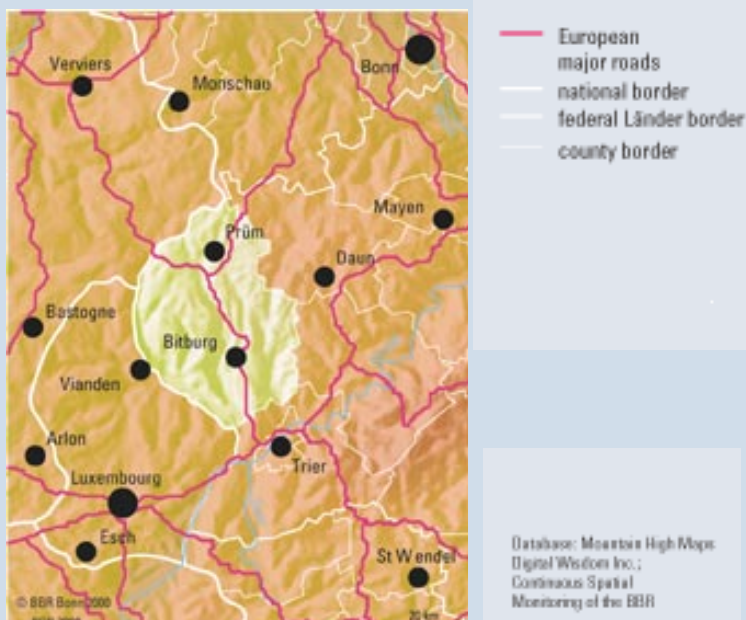
- Already shortly after the reunification, five big shopping centres opened on “greenfield sites”. The best known centre, the “Saale Park”, had a retail area of 86,000 m<sup>2</sup> in 1995 alone, which was five times the retail area of the inner city of Leipzig.
- Virtually every municipality in the city region had designated areas for economic activities shortly after the reunification, of which only a few are completely occupied. Instead of the expected location of industrial enterprises, the land was mainly demanded by logistics companies and the service industry. Workplace densities are extremely low in these suburban trade zones.
- Reduced taxes for new housing construction resulted in considerable overcapacities in the housing market for multi-storey dwellings in the areas surrounding Leipzig. Large housing estates have developed especially in the outskirts of the suburban municipalities.

Overall, these developments have led to a restrained interest in investment in locations within the city of Leipzig, even after ownership was clarified. The city of Leipzig still loses about 2% of its population every year. Whereas these losses were mainly based on interregional out-migration shortly after the reunification, they can now mainly be attributed to migration into suburban areas with the completion of new housing.



### ◆ A prospering rural area in concrete terms: the county Bitburg-Prüm

The county Bitburg-Prüm is a demonstrative example of how a rural area has developed from a “problem child” into a striving economy. Only 30 years ago the peripheral location with respect to the German economic centres, bad transport connections, low population density and comparatively difficult natural conditions for agriculture made this county a problem region. Particularly the dynamic growth of Luxembourg's economy, but also the positive development of local businesses and the influence of public investments in economic promotion and transportation infrastructure have turned the county Bitburg-Prüm into a flourishing economy. This development is reflected by an unemployment rate which is below the average of Rhineland-Palatinate and western Germany as well as by a population growth of 5% in the period between 1990 and 1996 alone.



fringe due to land demands for retailing, housing as well as industrial and commercial building reduces the supply of open spaces in city regions. Additional problems are created by the increasing distances between residences, workplaces and shopping facilities and the resulting growth in traffic volume.

### Rural areas

Rural areas in Germany are distinguished by a great diversity of their economic and social structures. In this context, “rural areas”, which could be defined by a weak economic structure and disadvantages in the provision of goods as well as public and private services, are hardly found any longer. Instead, some rural regions even have greater increases in employment and lower unemployment rates than some of the agglomeration areas. Town and city lifestyles are no longer very different. The following developments are responsible for this:

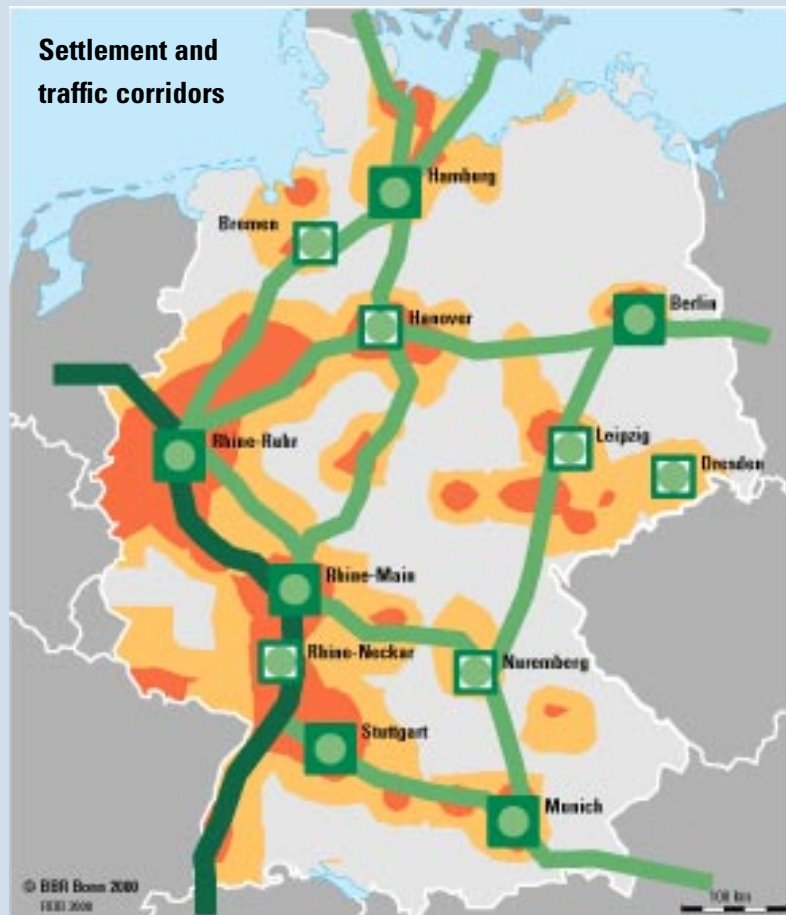
- Agriculture's drastic loss of importance as a sector of employment has resulted in an assimilation of employment structures in the city and the countryside. The manufacturing industries and the service sector are by far the most important employers of the rural population.
- The influx of former city-dwellers also leads to an adjustment of living conditions.

The prerequisites for economic growth in rural areas are extremely variable. To a large extent, they depend on the respective region's potential, e.g. its position relative to urban agglomerations, its economic structure and its scenic attractiveness for tourism. The growing importance of so-called “soft location factors” is essential for the increasing attractiveness of rural areas as business locations. Examples of these soft location factors are:

- a favourable location relative to agglomeration areas,
- high availability of settlement areas and building land,
- good environmental quality,
- leisure and recreation potentials.

In addition, technological progress, such as the widespread use of information and communication technologies, reinforces the increasing attractiveness of rural areas for private investment, as enterprises are becoming increasingly free to choose where they set up their business.





Despite these positive developments in rural areas, not all sub-regions have experienced an adjustment of living standards yet. The problems concentrate in peripheral rural regions which are sparsely populated, far away from the bigger centres or close to the country's borders. The following factors have been identified as impediments to growth:

- The technological and social infrastructure is often insufficient in these regions,
- local public transport is very limited,
- growth in the industrial and service sectors is not sufficient to absorb the unemployed population from the agrarian sector,
- the investment activity remains low,
- especially the young and qualified population is moving away.

### Settlement and traffic corridors

Traffic corridors connect strongly growing urban agglomerations with the most efficient infrastructures. In these areas, settlement and economic activity have developed particularly dynamically. A great proportion of traffic with all transportation modes is concentrated on them.

Settlement and traffic corridors usually cover large areas; they are generally oriented across boundaries and towards Europe and are highly urbanised. The Rhine corridor from Rotterdam via Rhine-Ruhr, Rhine-Main, Rhine-Neckar up to Basle is an outstanding example.

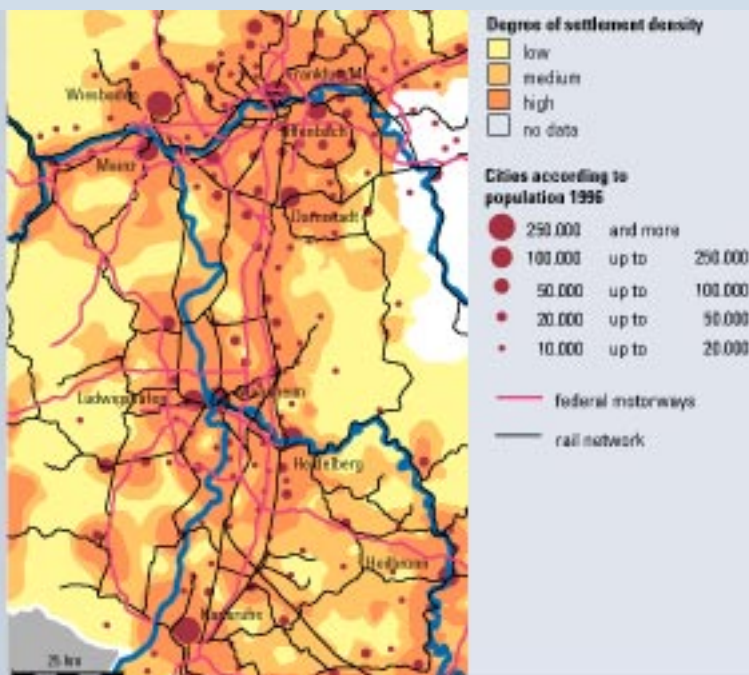
As the country with the largest number of neighbouring countries in Europe, Germany is especially affected by increasing economic interconnections and growing traffic volumes. This has led to ribbon-like settlement structures. Settlement and traffic corridors are still expanding due to the fact that, for many businesses,

**A settlement and traffic corridor in concrete terms:  
the Rhine-Main-Neckar area as part of the European  
settlement and traffic corridor "Rhine Track"**

The Rhine-Main-Neckar area is one of the most densely populated areas of Germany. Since 1980, the population has increased by more than 600 000 inhabitants, an increase of 7.5%. Between 1981 and 1992 alone, the area claimed for settlement and transportation purposes increased by about 16.9%, i.e. the increase of the settlement area was even greater than population growth. In the areas surrounding the agglomerations, a virtually explosive growth of settlement areas took place in the past 40 years.

The construction boom, especially in the residential sector, but also the continuing relocation of extensive retail facilities and warehouses in the urban fringe resulted in considerable impairments of the environment and open spaces, since the enormous amount of land claims cannot be satisfied within the existing settlement area. Instead, new open areas continue to be claimed outside the confined settlement area: The results are not only further land sealing and settlement dispersion, especially in the urban fringes of central cities, but also a decrease of nearly natural areas and a further segmentation of still coherent landscapes.

The national and international long-distance traffic corridors (roads, railways, waterways) in the Rhine-Main-Neckar area are extremely concentrated and show the greatest proportions of traffic in a clear north-south axis along the right side of the Rhine and an east-west axis in the Rhine-Main area. The length of the highway network in this area increased from 481 km in 1963 to 1129 km in 1995, i. e. by 135%. Motor vehicle traffic rose from 9.8 million vehicle kilometres in 1963 to 69.5 million vehicle kilometres in 1995.



accessibility is one of the most important location factors. Another reason for this expansion is that the areas between the corridors are also attractive for housing because of their good connection to transport routes.

On the one hand, settlement and traffic corridors are desired by spatial planning because they concentrate on supply lines and thus relieve open spaces.

But at the same time, this concentration produces a great strain on the people who live and work in the corridors: The amount of open space decreases while land prices for land and rents increase, infrastructures are overburdened and environmental quality deteriorates. This leads to the out-migration of businesses and people, so that the settlement area expands into the spaces in between.



Rhine corridor

## Central place system

In contrast to many European countries, which are characterised by the concentration of important international functions in one or two metropolises, the Federal Republic of Germany has a decentralised settlement structure.

While only 5 % of the German population live in Berlin, Germany's largest city, 15 % of the French live in Paris, for instance, and even 30 % of the respective national populations live in Athens or Dublin. The spatial distribution of “metropolitan functions” in Germany is similar to that of the population:

- International fairs and exhibitions,
- company headquarters in industry, trade, banking and insurance,
- high-ranking cultural and educational offers as well as
- production facilities of the press, film and television

can be found in at least half a dozen high-ranking centres. Big cities and city regions like Berlin, Stuttgart, Hamburg, Munich, Rhine-Main and Rhine-Ruhr have developed specialisations in certain functions which strengthen their position in the locational competition between metropolitan areas. This decentralised settlement structure not only proves to be an important location factor for Germany, but it also creates the preconditions for the adjust-

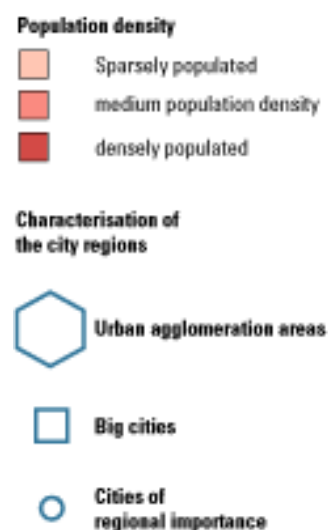
ment of living conditions in the most diverse sub-regions.

The central places which have been designated by state planning (Landesplanung) are the foundation of the German urban settlement system. They support the decentralised settlement structure described above by focusing infrastructure and supply facilities. Higher-order and middle-order centres shape the spatial structure and provide the population and economy with

- jobs,
- goods,
- public and private services and
- infrastructure services.

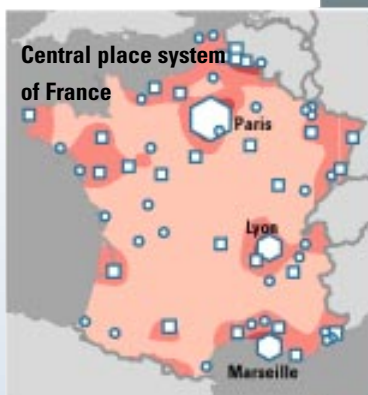
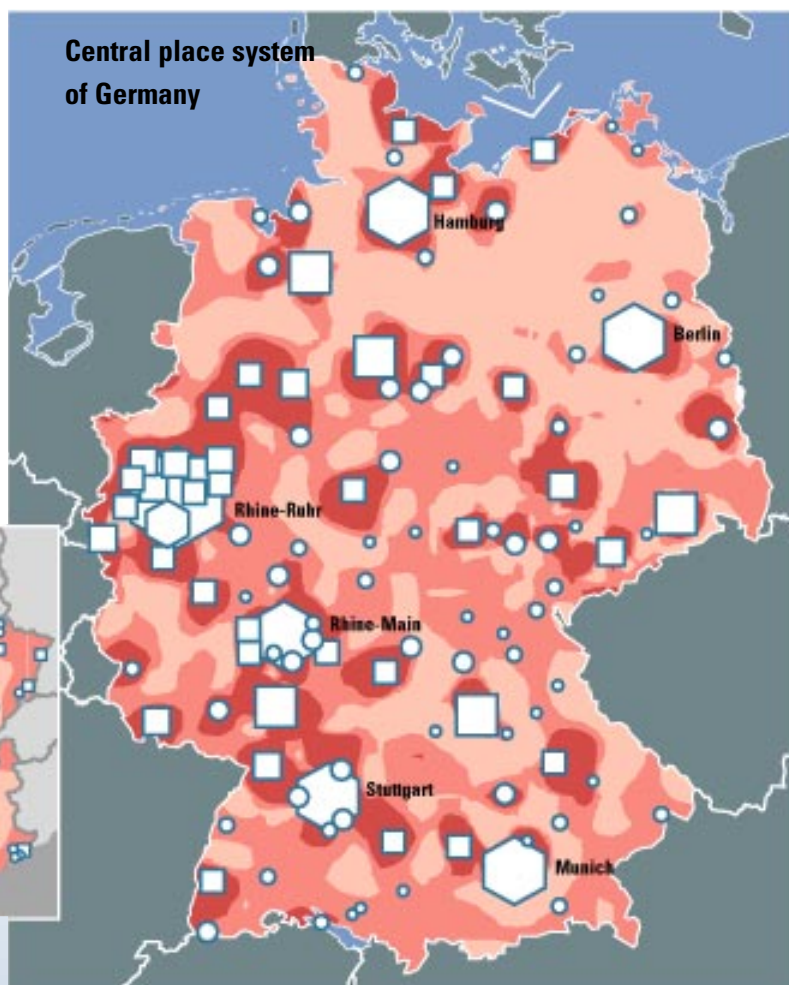
In the sphere of influence of cities, higher-order centres are to provide

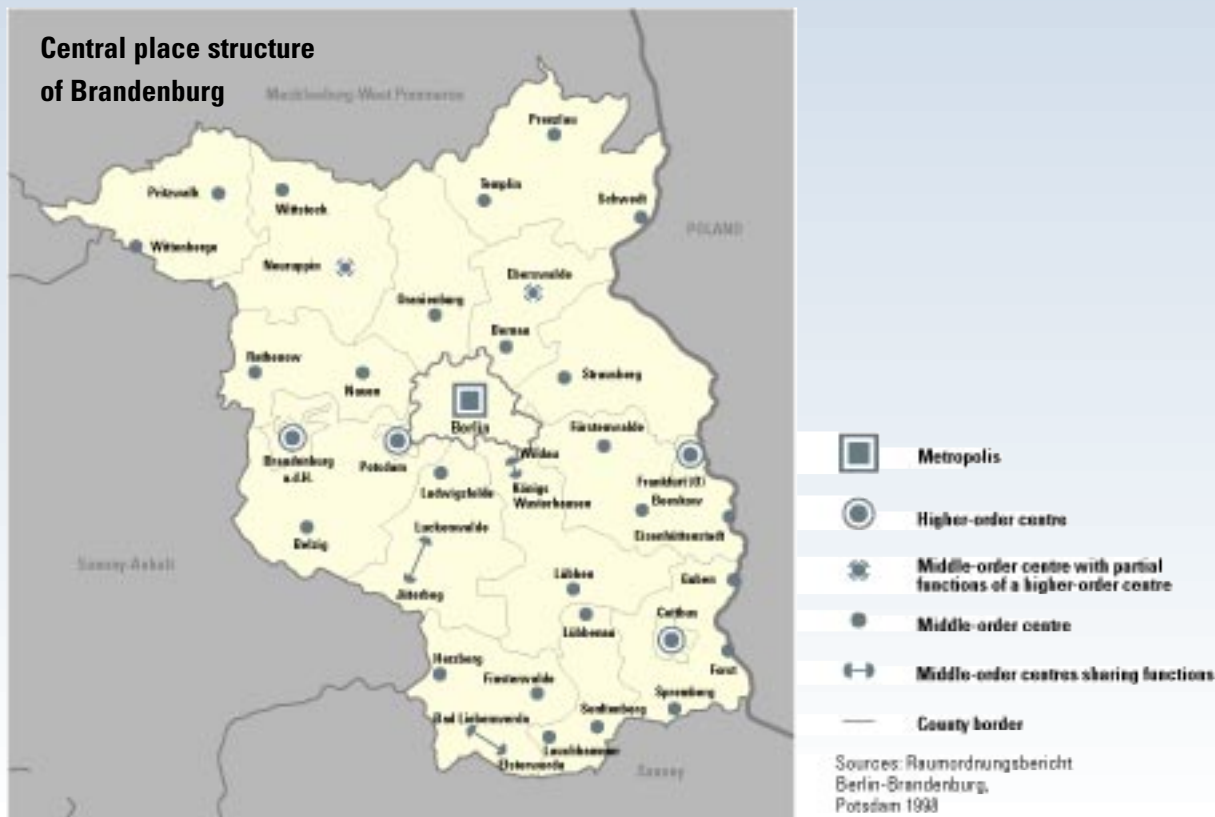
### Central place systems



Database: Continuous Spatial Monitoring of the BBR

### Central place system of Germany





**Explanation of the term: "central places"**

*Municipality or part of a settlement which, in addition to supplying its own population, provides supra-local supply functions for the population of its sphere of influence according to its respective function in the central place system.*

goods and services for medium to long-term requirements, whereas middle-order centres concentrate on providing for short- and medium-term needs. The higher-order centres in Germany are usually central cities and large economic and employment centres with more than 100,000 inhabitants, which are of national importance. The spatial distribution of the 154 higher-order centres in Germany enables virtually every citizen to reach the nearest higher-order centre by car within 60 minutes. The over 1000 middle-order centres generally have between 20,000 and 100,000 inhabitants. In rural areas, the system of higher-order and middle-order centres is supplemented by local centres or mini-centres which also provide the population in the respective area with basic goods and services. Even if all centres in Germany have not reached the same provision standards yet, the central place network provides a minimum supply of public facilities in

sparsely populated rural regions and thereby reduces existing out-migration tendencies.

The urban system in Germany is a dense structure of cities and their respective spheres of influence, in which the rural areas are integrated economically, socially and culturally. In order to understand this settlement structure, it is helpful to distinguish between two different types of agglomeration areas:

- Monocentric agglomerations are understood as city regions in which the provision of supplies and infrastructure as well as economic activities are largely concentrated in a dominant higher-order centre. The surrounding areas are sparsely populated and have very few large centres. The distances which have to be travelled to reach central services and jobs are long. Accordingly, land use densities in the central cities of monocentric agglomera-

tion areas are high. Housing is increasingly displaced by commercial land uses like trade and service facilities, offices etc. Berlin, Hamburg and Munich are examples of this type of region.

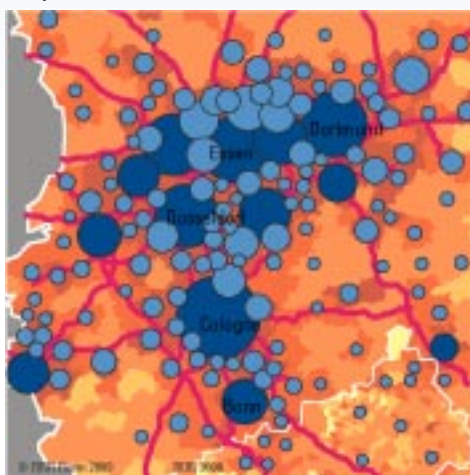
- Polycentric agglomeration areas are defined as city regions which are characterised by several large cities with an equivalent provision of facilities. Their higher-order centres have smaller catchment areas and are therefore easier to reach. However, in comparison with monocentric regions, they are more severely divided by transportation routes and consequently have fewer coherent open spaces. The regions Rhine-Ruhr, Rhine-Main and Rhine-Neckar are examples of this type.

## Structures of centres

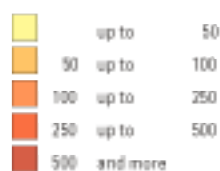
Monocentric: Berlin-Brandenburg



Polycentric: Rhine-Ruhr



Inhabitants per km<sup>2</sup> 1997



Central places by function and size



Database: Continuous Spatial Monitoring of the BBR Municipalities, January 1<sup>st</sup>, 1997

## Land use structure

The land use structure of a country reflects how land is claimed for certain uses - be it for housing, workplaces, roads or agriculture and forestry.

In Germany, agricultural and forest areas still dominate the land use structure with an 85 % share of the total area. In addition, water areas, fallow land and wastelands have a share of 3%. In contrast, the land claimed for housing, work, roads, railways and infrastructure facilities to provide for the population and the economy - together called settlement and transportation area - amounts to only approximately 12% of the total federal territory. But, as in all densely

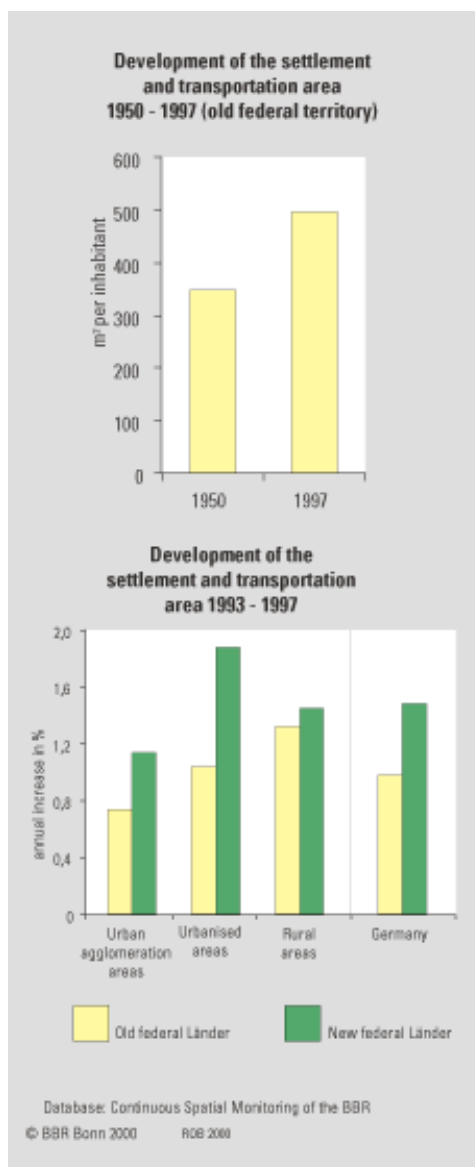
populated industrial nations, the settlement and transportation area is rapidly increasing in size.

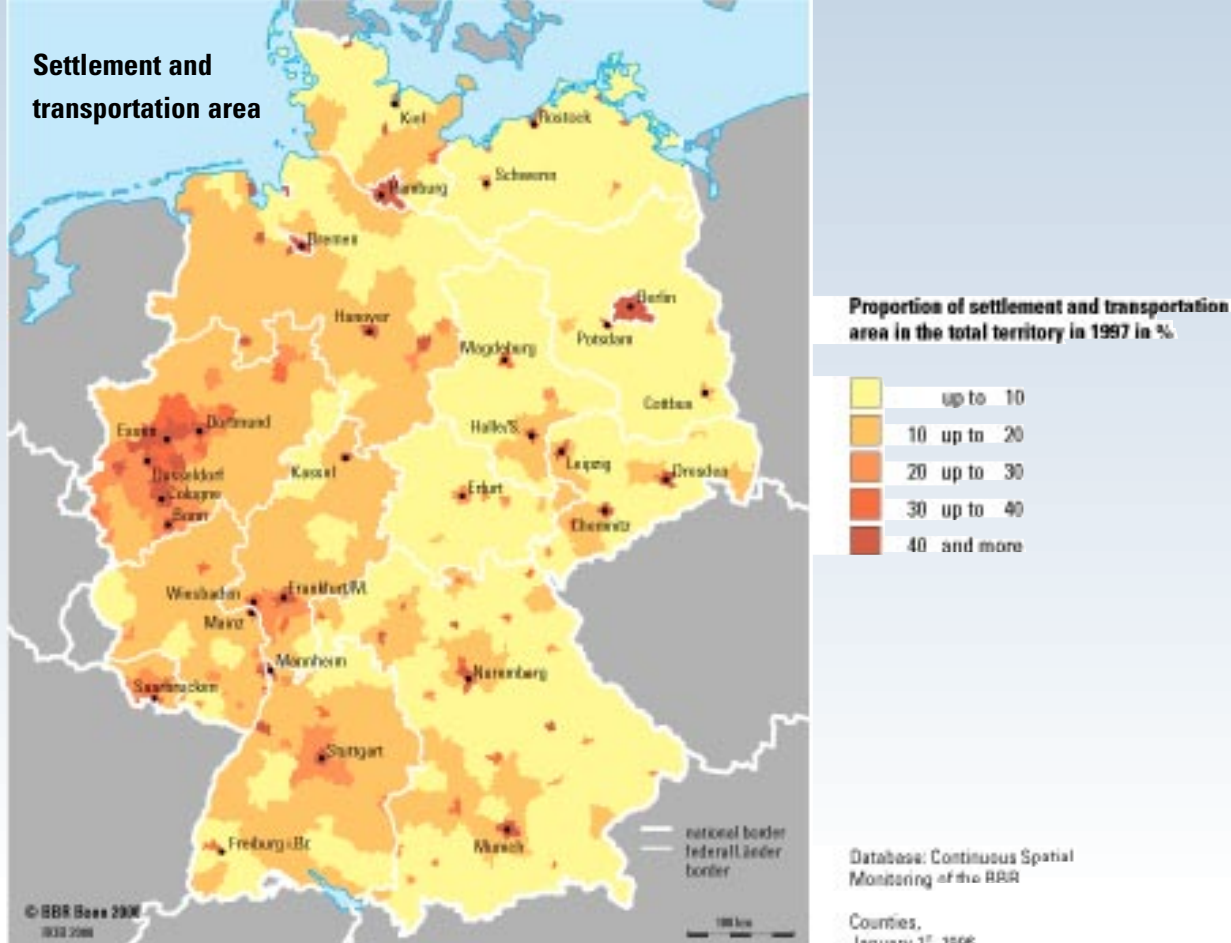
This increase in settlement area cannot only be observed in absolute and proportional terms. It also shows a constant trend which is largely independent of the development of the population and employment. In the past 40 years, the settlement area has almost doubled in the old federal Länder, whereas the population only increased by approximately 30%, and the number of employed persons even increased by merely 10%. And in the central cities of many agglomeration areas, settlement areas frequently occupy more than 50% of the total urban area.

As a result, the average settlement area for each citizen of the Federal Republic of Germany (old federal territory) increased from 350 m<sup>2</sup> in 1950 to 500 m<sup>2</sup> in 1997. In the same period, the average housing area per capita climbed from less than 15 m<sup>2</sup> to 38 m<sup>2</sup>.

While transportation areas increased particularly strongly until the mid-1980's, the increase of building areas has prevailed in the past two decades. Especially the land claims for workplaces - for trade, services, public administration, industry and commerce, have grown disproportionately. The continuous land-consuming suburbanisation of the population and of workplaces has decisively contributed to this.

The causes of this spatial development are the differences in prices between the central cities and the surrounding areas as well as differences in the supply of built

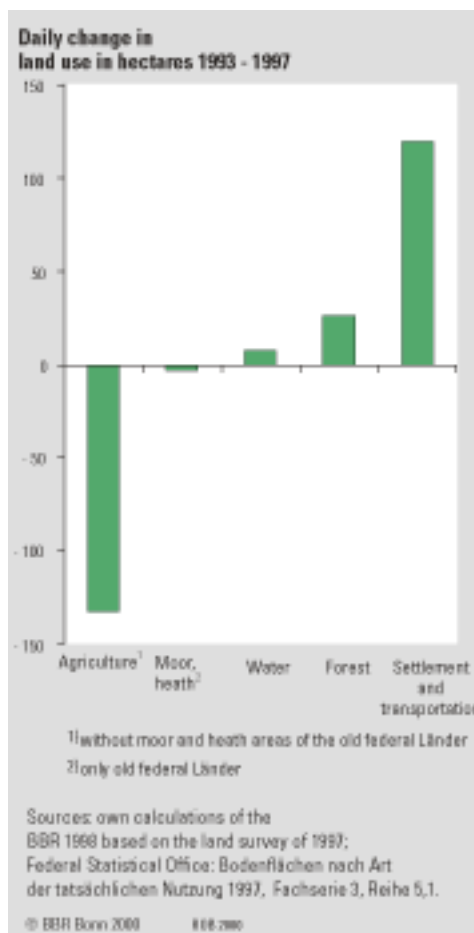




ding land. The prices for real estate and building land for the preferred housing form, i.e. the one or two family house, are comparatively high in central locations of the cities. The main reason for the favourable prices and sufficient supply in suburban areas was the extensive mobilisation of building land there.

In recent years, the growth of the settlement area took place almost exclusively at the expense of agricultural land. The average daily decrease of agricultural land areas amounted to 133 hectares. Forest and water areas are increasing slightly, but they are unable to compensate for the decreasing use of open spaces due to the conversion of agricultural land.

In the coming years, a further decrease of open spaces can be expected as a result of the increase in settlement and transportation uses and the extraction of raw materials close to the surface, which will lead to land use conflicts.



## Spatial interconnections

The settlement structure of a country and its traffic are closely interrelated: On the one hand, the separation of functions between the locations for housing, work, supply or leisure is responsible for continuous exchange relationships between these locations, which generate traffic. Insofar the settlement structure has direct impacts on traffic. Vice-versa, the transportation system also influences the spatial and settlement structure, since the efficiency of the traffic system's capacity creates the preconditions for more or less intensive exchange relations between different locations and thus determines the accessibility and the spatial situation of a place. Only an efficient transportation system allows different localities to develop their qualities - which is a requirement for economic growth in the regions.

The reciprocal dependency of settlement structure and transportation presents itself in an extraordinarily complex fashion, and it also affects individual modes of transport, for instance. Thus the strengths of public transport lie in the line-based provision of transport services and in the transportation of large numbers of passengers. This is why it is particularly suitable for deployment in certain urban spatial structures. Motorised personal traffic, on the other hand, favours other spatial structures since it displays its advantages by meeting individual transportation requirements and covers extensive areas. Accordingly, certain settlement structures favour specific modes of transport. Dense, compact settlement patterns, for example, favour the use of public transport, whereas individual traffic is more efficient in scattered settlements with one-family housing. It was the close interrelation of settlement structure and transportation that led to the dynamic growth in the outskirts of the big cities and to the further increase of motorised traffic in Germany. Changing lifestyles and the modern economy fundamentally

influence transport behaviour in our society. Increasing distances and expanding action areas are characteristic of this development. Longer and longer distances to workplaces, shopping, friends and leisure facilities are being accepted, while local ties depending on spatial proximity are becoming less important.

Simultaneously, the demands on housing space and quality are increasing. They are often expressed by a desire for a house in a green environment. Due to high rents and land prices in the cities, many households are only able to realise this wish in suburban areas. A fully developed road network and moderate costs of a private car - the requirements for commuting to work - are the preconditions for turning this wish into reality.

Nevertheless, not only the change in lifestyles but also the changing economic framework have led to an increase in traffic. The more intensive national and international division of labour as well as an increase in production and supply relationships between businesses and business segments lead to a considerable rise in the demand for transportation. Furthermore, the well-developed road network leads to the increasing dissolution of traditional locational ties of enterprises and favours motor vehicle traffic.



## Mobility patterns of the population

The mobility of Germany's population has risen continuously with increasing private car ownership. The entire distance covered by personal traffic rose from 875 billion kilometres in 1991 to 955 billion kilometres in 1999. The greatest increase took place in leisure traffic, which accounted for more than 50% of the total driving record in 1999. The major part (over 80% ) of the total volume of personal traffic was done by private cars.

The inhabitants of rural areas surrounding bigger cities show the greatest mobility with cars, which can be attributed particularly to commuting to workplaces in the centres. In comparison, central cities have a lower mobility with private cars: a result of the good supply of workplaces, goods and services in spatial proximity. A relatively attractive public transport system in the central cities creates the possibility to replace part of the trips which would have been taken by car. However, apparently this does not apply to the leisure traffic of city dwellers, which almost exclusively takes place by car. The length of these trips is also continuously increasing.

In the areas surrounding big cities, the mobility patterns of the population are changing due to an increase in regional interconnections. The strong growth of settlements around the cities has had the effect that suburban areas can no longer be considered as mere supplementary areas to the central city, but rather as settlement areas in their own right. They have autonomous systems of centres and increasingly develop internal networks. For this reason, traffic connections are also changing: Though commuting flows between the suburban centres, so-called "tangential" traffic, are still low, their importance is constantly increasing. "Radial" transport connections, linear links directed from the surrounding municipalities to the central cities, still dominate and penetrate

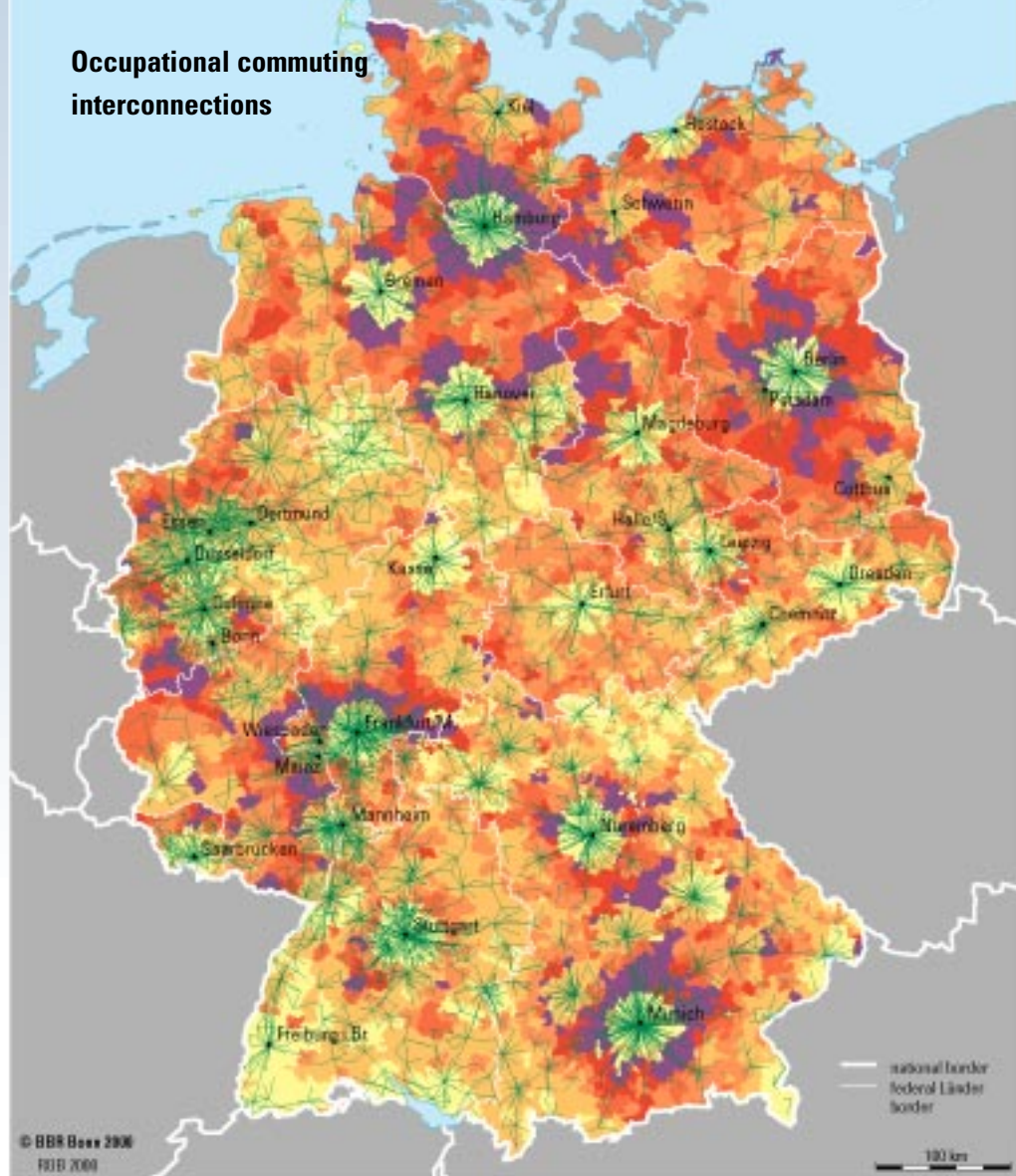
ever further into the areas around the cities. Based on this development, the private car shapes the interconnections between the cities and their surrounding areas. This is a result of an efficient and constantly improved transportation system and a high degree of motorisation. In contrast, public transport in suburban areas only fulfils a complementary function, apart from some efficient city railway and express railway systems in large agglomeration areas.

Compared to other countries, the commuting distances to work in Germany are still relatively short, which can be interpreted as a by-product of the decentralised settlement structure. Almost three quarters of all commuters reach their workplaces in less than half an hour. Despite all decentralisation tendencies, the central cities of the agglomeration areas, as well as the bigger cities and the centres in rural areas, continue to play a dominant role as destinations of commuter flows to workplaces. The most important destinations, which also attract commuter flows over long distances, are the centres of the big monocentric agglomeration areas, first and foremost Hamburg, Munich and Berlin (see map on the next page).

## Transport interconnections of the economy

In the past 40 years, the volume of transported goods has more than doubled in Germany; if one considers both the capacity of goods traffic, which takes distance into account in addition to the quantity of transported goods, it has even tripled (from approximately 150 billion to 450 billion ton kilometres). However, the different modes of transport such as roads, railways and waterways have made very different contributions to this growth. The share of goods transport on waterways and railways is declining, whereas road-bound goods transport is continuously increasing. It has

### Occupational commuting interconnections



Share of commuters with more than 25 km airline distance between residence and workplace 1996 in %



Database: Federal Labour Office

Municipalities, January 1<sup>st</sup>, 1996

grown approximately tenfold in the past 40 years.

This development of the transportation sector can be attributed to a drastic structural change in the economy, which has consequences for the logistics of goods. The average weight of transported goods is decreasing, since heavy materials are being replaced by lighter, high-quality materials with a higher level of technological sophistication. The transportation of bulk goods is also declining while the transportation of smaller freight volumes is growing. Consequently, bulk carriers like railways

and inland shipping are falling behind in comparison with the more flexible truck and air freight transport. In addition to the changing quality of goods, there is an increasing national and international division of labour and specialisation, accompanied by a lower vertical manufacturing range of the producers. The declining vertical manufacturing range requires supplier connections which are organised and coordinated “just in time”. They create high expenses for goods transport and are usually served flexibly by trucks.

**Transport interconnections in concrete terms:  
the BMW exhaust system supply connections**

The spatial distribution of supply connections is illustrated here by the automobile exhaust systems of the car producer BMW. BMW obtains exhaust equipment for all vehicles from the firm Boysen & Co KG, whose manufacturing plants are located in Altensteig/Württemberg and in Salching near Straubing/Lower Bavaria.

The preliminary production stage - development, component manufacturing and the assembly of exhaust modules and catalysts - is carried out in the parent plant in Altensteig. The final assembly of the exhaust system takes place in Salching. The complete exhaust system is delivered concurrently to BMW's assembly lines from Salching. The spatial proximity of the final assembly plant Salching to both BMW-plants Dingolfing and Regensburg means that the transportation distances of the bulky assembled exhaust systems are short. The raw materials and semi-finished parts destined for the parent plant in Altensteig as well as the necessary pre-deliveries for the plant in Salching mainly come from the southern and western parts of Germany. Nearly all suppliers of both Boysen-plants are situated in Germany - within 50 and 400 kilometres of the plants.



● Locations of component manufacturers  
● Locations of raw material suppliers and semi-finished product manufacturers  
● Factories of the company Boysen  
● Factories of the company BMW  
— Supply chain of components  
— Supply chain of raw materials and semi-finished products  
➔ Supply chain of exhaust modules

Database: empirica Berlin;  
 Continuous Spatial Monitoring of the BBR  
 1998



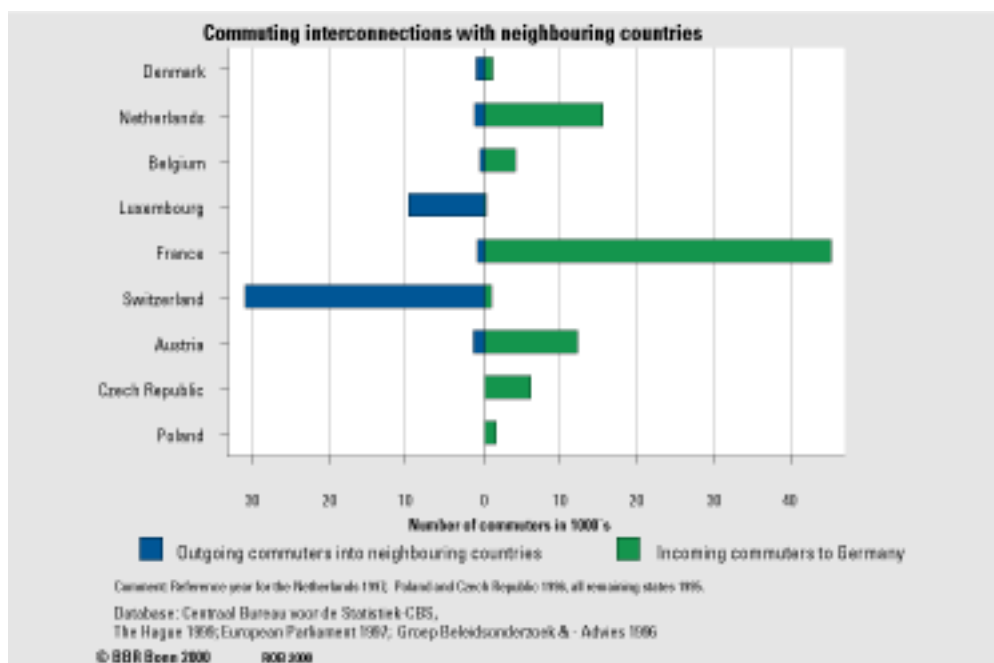
The international long-distance transportation of goods only accounts for 12% of the entire volume of freight traffic in Germany. However, it is characterised by a continuous increase in truck traffic at the expense of the other modes of transport. The main traffic flows to and from the western neighbouring states (Benelux, France). The opening up of Europe to the east will result in a further rise in transnational traffic flows.

### International commuting interconnections

The Single European Market will ease the mobility of capital, merchandise and manpower across national borders. So far, however, commuting interconnections of

employees with neighbouring countries are still insignificant: In Western Europe, approximately 380,000 employees commuted across the national borders between 1990 and 1995, which corresponds to 0.3% of the workforce. 134,000 persons regularly cross the border to reach their workplace in Germany (0.3% of Germany's workforce), whereas 84,000 German employees commute into neighbouring states (0.2% of the workforce). Here the most intensive exchange occurs with the Netherlands, France and Switzerland. These figures have remained more or less constant in recent years.

Even if the international labour market interconnections in the EU have been modest so far, they already play a significant role for certain border regions and make an important contribution to the adjustment of labour and housing markets. For Germany, the interconnections will become more important in the longer term. Germany borders on nine densely populated states and thus has the highest number of neighbouring states of any country in the EU. With the intended eastward expansion of the EU, the number of incoming commuters will increase further.



## Regional problem situations

An important goal of spatial planning policy is to achieve equivalent living conditions in Germany. A reason for political action is always given when considerable regional disparities emerge in population development, out-migration, in-migration, employment dynamics, unemployment or infrastructure development. They must be evaluated as an expression of the imbalance of living conditions and development chances in the regions.

The union of the two German states has given a new topicality and significance to the goal of equivalent living conditions in Germany. Since the unification, economic, social and ecological differences between the regions have been overlapped by disparities between the old and the new Länder. The inclusion of the new Länder has increased the scope of regional differences considerably: They have rural areas which are much more sparsely populated than in the old Länder. They also have cities which were more densely populated and which had not yet experienced suburbanisation in their surrounding areas.

Only the new federal Länder still have more extensive rural areas with structural weaknesses and severe development problems, for instance large parts of inland Mecklenburg-West Pomerania and northern Brandenburg. These are characterised by an extremely low population density, inadequate technical and social infrastructure and a limited supply of local public transportation. There is little investment by private enterprises. Consequently, not enough new jobs are being created in manufacturing industry and in the tertiary sector which could offer alternative

employment and stop the out-migration of those who have become unemployed as a result of agricultural changes.

So far, the adjustment of living standards has not progressed as many had expected. The differences between the east and the west will determine regional disparities in Germany for many years to come. Nevertheless, after more than 10 years of German unification, there are indications that regional development dynamics in the east and the west are adjusting in a united Germany, and that the differences between the east and the west are decreasing. In the new federal Länder, too, population and economic growth are beginning to move into the areas surrounding the cities and into rural areas. The differences between the regions are increasing and the margin between the better developed south and the north will become greater. As a result, regional disparities between East and West Germany will decrease and adjust to the differentiated pattern in the old federal Länder. Successful East German regions will outdo structurally weak West German regions, so that, as a result of a long-term process, regions with different levels of development will mix. Disparities will manifest themselves less between the east and the west or between different spatial types like the city and the countryside, but with much finer variations within these spatial types: between cities and city regions or between different rural areas.

### Explanation of the term "regional disparities"

*Regional disparities describe the imbalances in the living conditions of an area or between different regions. Imbalance manifests itself in unequal living- and working conditions as well as in unequal economic development potentials.*

## Social and economic structure

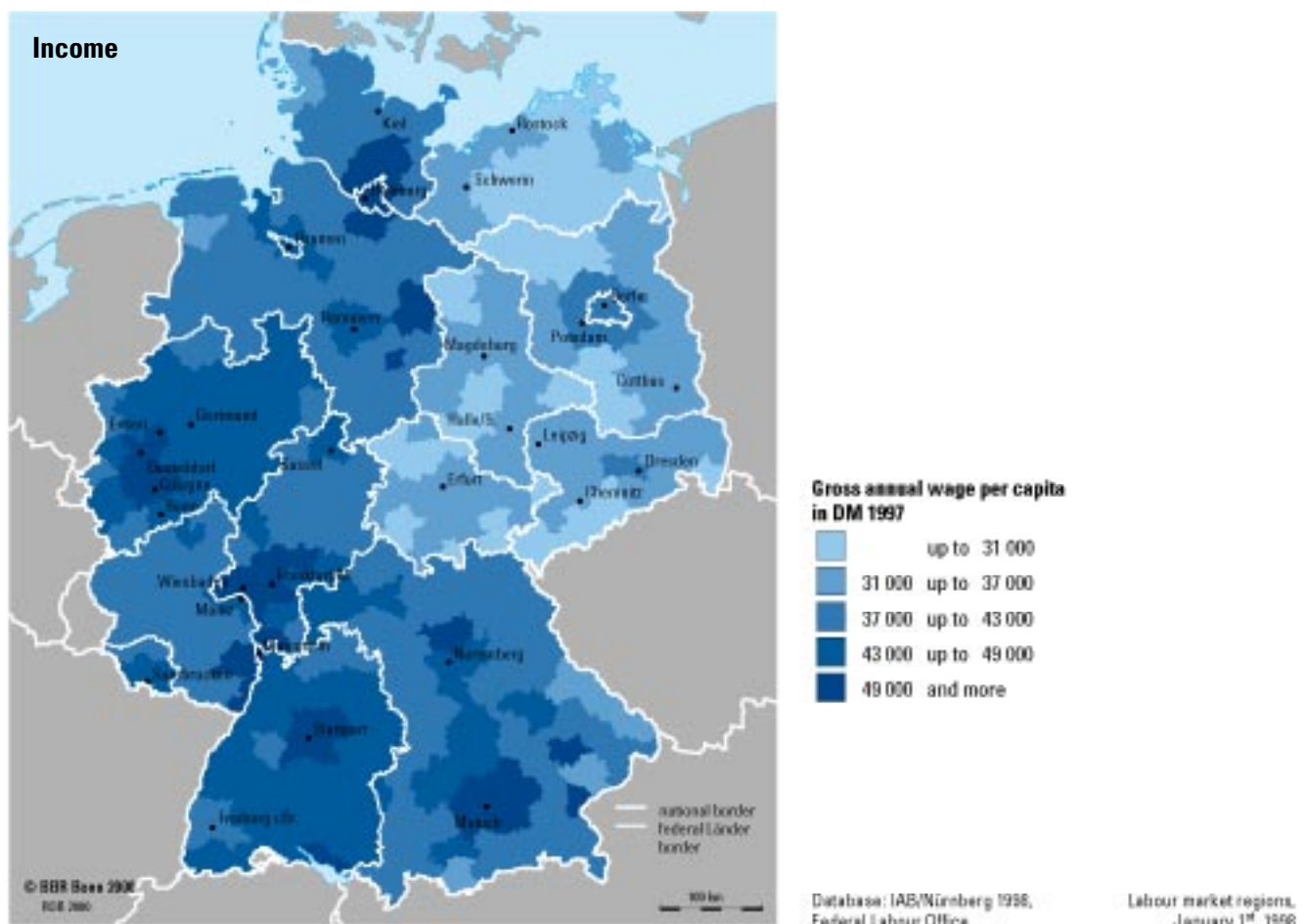
### Socio-structural disparities

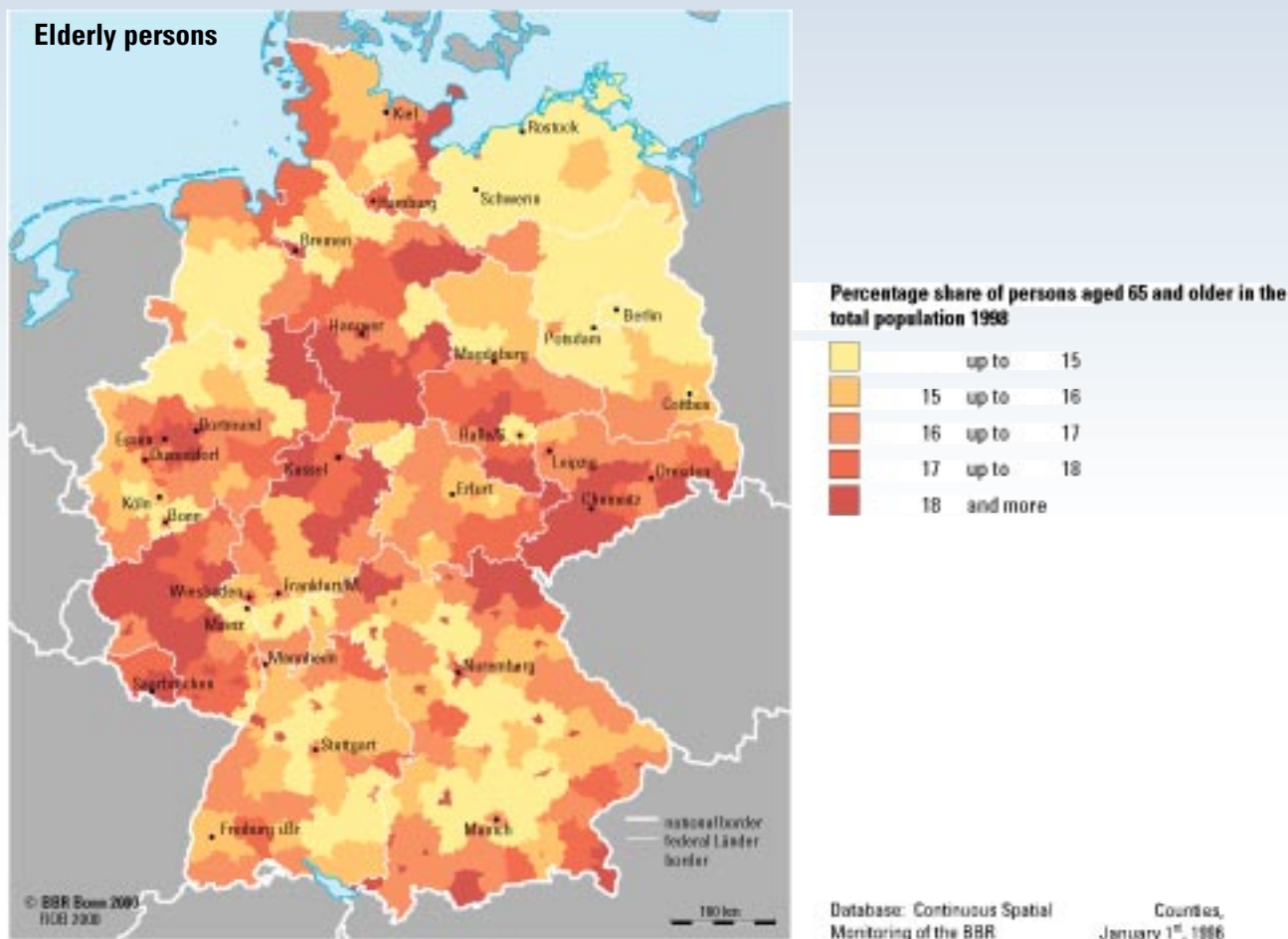
Social developments always have a spatial dimension. Not all regions are the same with regard to the growth of prosperity, the ageing of the population, the proportion of the unemployed or the integration of foreigners. The spatial concentration of social disadvantages can lead to problems which demand the attention of spatial planning policy and political action.

Regional differences in income are a particularly good indication of unequal living standards, because the amount of income essentially decides to which extent the individual citizen is able to take advantage of the various offers of our society. Regional income differences are closely connected with the situation on the labour market. Although differences in income levels still exist between East and West

Germany, the East German regions are catching up. Regional differences in income between the old and the new federal Länder have diminished; differences between urbanised regions with dynamic labour markets and rural areas have become more noticeable and therefore more similar to the patterns which are typical of the old federal Länder. Differences in purchasing power between the east and the west are even smaller, because the cost of living in most East German regions is still lower than in West Germany.

Just like variations in income, different spatial concentrations of old people and foreigners are characteristics of spatial disparities, which require action in spatial planning policy. The diminishing mobility of old people, combined with the simultaneously increasing decentralisation of the





settlement structure, make infrastructure facilities and services necessary which come to the people and increase their flexibility.

Due to diminishing birth-rates, increasing life expectancy and migration, old people in West Germany are concentrated in densely populated regions and in their central cities as well as in attractive landscapes like the North and Baltic Sea coasts, the lower mountain regions and the alpine foothills. In the new federal Länder, in contrast, the proportion of old people is higher in the areas surrounding cities and in the former industrial centres in the south of the GDR, where a strong out-migration of younger people has taken place.

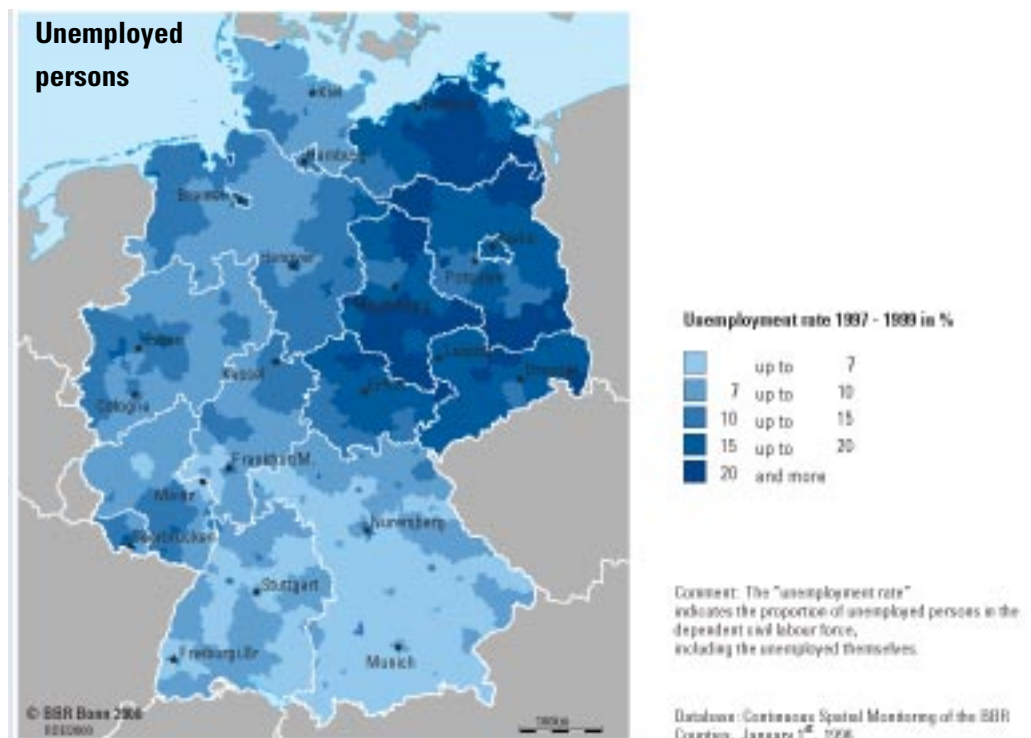
Population prognoses lead to the expectation that these spatial patterns will soon change. The decline in births and the net out-migration of young people, along with rising life expectancy, will lead to a severe ageing of the population especially in rural areas and to an adjustment to the structure of the old Länder.

7.5 million foreigners live in Germany. They concentrate spatially in the focal points of the manufacturing industry, i. e. in the agglomerations of southern and western Germany. In East Germany, the immigration of foreigners only began after the unification. Even today, the proportion of foreigners in East Germany is less than 2%. The task of integrating foreigners is therefore not equally distributed over the regions. It is, however, expanding in rural areas

### Economic disparities

Several location factors are significant for the economic development of regions. Neither the differences between East and West Germany, nor the difference between agglomerations and rural areas determine whether a region develops economically. There are regions with favourable and unfavourable development conditions in both parts of Germany. Growth regions and structurally weak areas can be rural, urbanised or highly agglomerated. A high population density as a workforce and customer potential, active investment and economic power as well as innovative potential have been identified as important prerequisites for the competitiveness of a region. A good provision with infrastructure facilities such as schools, colleges, hospitals, roads, local public transportation and energy are just as important for economic development as a favourable location, the supply of housing, the vocational qualifications of workers, proximity to research facilities and a differentiated economic structure. The performance of the private sector, the trade unions as well as local and regional politics also have a big influence on how the strengths and

weaknesses of a region come into effect. The differences in economic strength and in the way of life between the city and the countryside are increasingly disappearing: Since location factors like the availability of land, labour costs, land prices, the quality of life, housing and environmental quality have long been advantages of rural areas, the contrast between the city and the countryside no longer exists in its previous form. The accessibility of formerly peripheral areas has also improved. Nevertheless, in both parts of Germany rural peripheral areas, in addition to regions characterised by “old” industries and economic sectors in crisis such as coal, steel and shipbuilding, are experiencing the greatest difficulties in managing economic structural changes and in establishing equivalent living conditions. They are characterised by high unemployment and a large number of long-term unemployed. As a rule, these rural regions have a low population density, a low level of income, deficiencies in infrastructure provision and an underdeveloped industrial structure. Examples can especially be found in the rural areas of the new federal Länder, in





which the strong decline in agricultural employment and the low number of non-agricultural jobs led to the out-migration of the young and qualified workforce. It is assumed that the structural change in agriculture will continue to make further workers redundant and hence intensify the labour market problems of these areas in future.

The spatial distribution of unemployment has hardly changed in recent years. East Germany's unemployment rate still clearly exceeds West Germany's figures. Regions with a high concentration of old industries like coal and steel still have above-average unemployment. Examples of "old industry" regions with these kinds of severe adaptation problems are the Saarland, the Ruhr area and the coastal locations of the ship-building industry. Other regions with above-average unemployment are the structurally weak areas in northern Germany (Wilhelmshaven, Leer, Emden) and peripheral rural regions in eastern Germany (parts of Mecklenburg-West Pomerania and Brandenburg). Regions which were severely affected by economic structural changes after the unification also suffer from high unemployment (e.g. Bitterfeld, Hoyerswerda)

## Infrastructure and housing

Good infrastructure facilities are an important prerequisite for equivalent development opportunities and living conditions in all regions of Germany as well as for their competitiveness. Transport connections, social and cultural facilities determine the quality of life and of the environment in cities and regions. Infrastructure facilities decide, for instance,

- which educational opportunities are available to children and teenagers,
- how quickly and comprehensively people can receive medical care,
- which cultural offers are open to them, and
- how they are connected with other regions in Germany and Europe by railway stations, airports and highways.

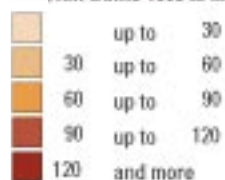
### Infrastructure supply close to businesses

The provision of a wide range of infrastructure is a crucial location factor for the economy. In this regard, the quality of long-distance transportation networks plays a special role, because they enable businesses to reach the centres of economic activity and trading centres for goods in more or less short travel times. Because of Germany's decentralised settlement structure and its developed road network, almost all regions in Germany have quick access to the long-distance transportation network. There is hardly a municipality in Germany that is more than 30 minutes away from the nearest motorway; the nearest agglomeration centre can be reached from most locations in less than two hours. Due to the even spatial distribution of airports, there are only few regions which are more than one hour away from the next airport.

Despite the high quality of the entire German long-distance transportation network, certain regions have advantages because of their geographical location. The proximity of some West German locations

### Location relative to agglomeration centres

Travel time to the nearest agglomeration centre in combined road/rail traffic 1998 in minutes



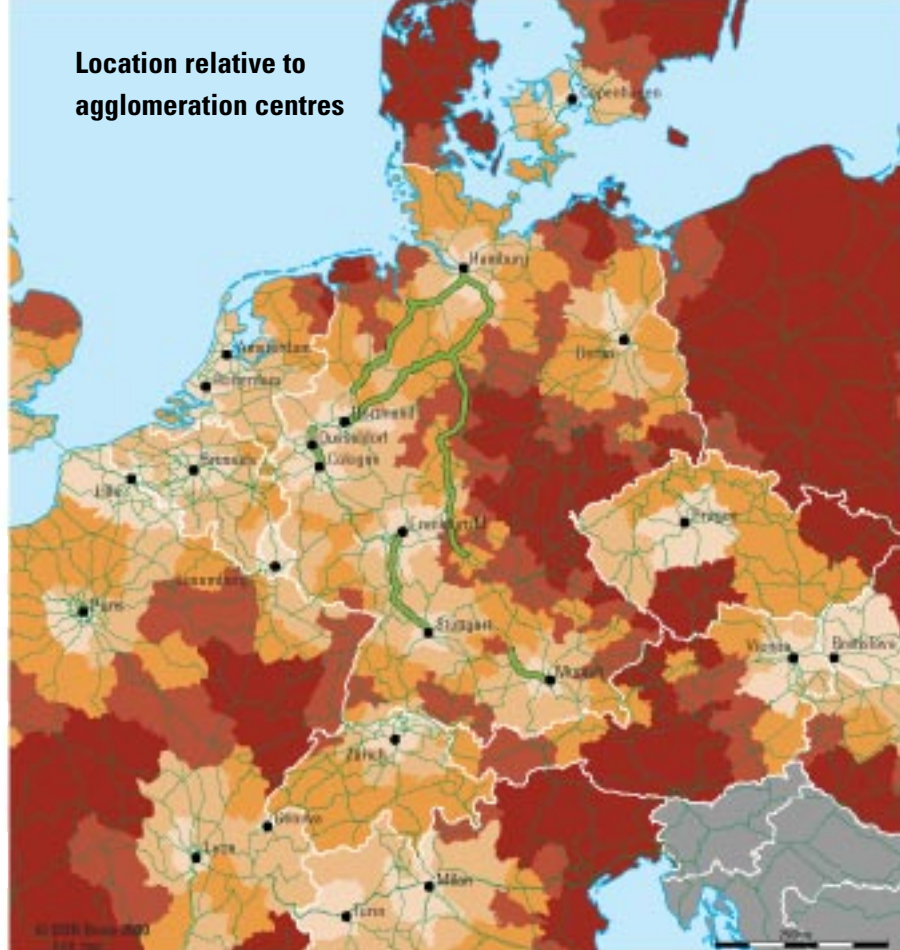
● Agglomeration centre with international importance

— Railway network

— Parts of the high-speed network operating in Germany 1998

Comment: Travel time was calculated from each region to the nearest agglomeration centre of international importance in combined road/rail traffic. The transfer from private car to train usually takes place at the nearest station with lottery services, if the train is faster from there.

Database: European Transportation Network Model of the BSR NUTS III-Regions, January 1<sup>st</sup>, 1998



#### Explanation of the term "infrastructure"

*Infrastructures are basic facilities and services provided by the public sector, which are necessary for the functioning of a society with a division of labour. Elements of this are the physical infrastructure such as transportation, energy and telecommunication, the institutional infrastructure such as legislation and organisations, and personal infrastructure such as research and education.*

to the agglomeration centres and to European metropolises creates advantages for the regions in locational competition.

In recent years, "soft" location factors are becoming increasingly important, whereas so-called "hard" location factors such as roads and public utilities played a crucial role for businesses in the past. These "soft" factors include a bundle of locational qualities like cultural and recreational facilities as well as the attractiveness of the landscape and the city. They are becoming increasingly important as decision-making criteria for businesses, because the "hard" factors are available almost everywhere in comparable quality.

Elements of regional infrastructure which are relevant for businesses also include facilities to promote innovation as well as possibilities for workers and businesses to obtain information and qualifications. Apart from transfer points at universities or research institutions there are innovation centres as well as business foundation

and information centres of the Chambers of Industry and Commerce, which increase the competitiveness of the regions. The provision with such educational facilities has a good standard throughout Germany – even in eastern Germany and in rural areas.

#### Household-oriented provision with infrastructure

Schools, hospitals and local authorities predominantly serve the population with basic goods and services. The goal of spatial planning - to guarantee a sufficient and equivalent provision with household-oriented facilities in all parts of Germany - often leads to conflicts with economic profitability in sparsely populated areas. This problem, to provide equivalent infrastructure on the one hand and to accept the basic conditions of business management on the other, becomes particularly clear if one takes local public transportation as an example:

The privatisation of the railway system had the consequence that all transportation services have to provide evidence of their cost-effectiveness. Since many connections in sparsely populated regions and in areas surrounding big cities were unable to prove this cost-effectiveness because of insufficient demand, the railway is suspending more and more of these connections and is consequently withdrawing from an area-wide transportation service. Thus, the basic supply of public transportation for the population is being restricted.

This is also a reason why there are regional differences in the quality of the supply of long-distance and local public transportation. People who live in Germany's border regions, for instance, often require more than 40 minutes to a railway station with access to Intercity services and hence to the national and international rapid rail network. People who live in sparsely populated rural areas frequently need more than 45 minutes to reach the next higher-order-centre using local public transportation. Not only does the trip take longer, but the connections are also much less frequent in rural areas than in the cities and city regions. In many municipalities there is no local public transportation except during working hours and rush-hours. Many higher-order-centres can only be reached by local public transportation from places that have railway connections outside peak times and especially on weekends.

In order to secure the provision with transport services for the population, the regionalisation of local rail traffic has been pushed forward in recent years, and therefore the responsibility for organising and funding the entire local public transport system has been transferred to the federal Länder and the regions. The aim of this regionalisation is to adapt local public transportation offers better to regional requirements; rail and bus schedules are to be better co-ordinated, and further co-

operations of local public transport operators are to be developed which offer common fares and co-ordinated services.

Today, co-operations of local public transport operators already cover more than half of the territory of Germany and serve 2/3 of the population.

The regions and cities of Germany differ not only with regard to public transport provision but also in the supply of social infrastructure facilities (e. g. colleges and hospitals) and cultural offers. On the one hand, this can be traced back to the subsidiary principle, according to which public authorities only act in cases in which the services of free agencies such as churches or companies do not fulfil the goals of an area-wide supply. On the other hand it is the result of the federal system, which makes the Länder and the municipalities responsible for the planning, operation and funding of social and cultural facilities. Therefore, cities and municipalities are largely autonomous when it comes to planning social and cultural facilities. They must fulfil obligatory tasks such as providing general education and vocational schools, but a great part of their services are supplied voluntarily: These predominantly include social, recreational and cultural facilities. The Federal Government only contributes to this provision of services by offering specific grants. This system has led to a high standard of provision with social and cultural infrastructure facilities in Germany. Because of decreasing local revenues and the unification of Germany, however, new problems have arisen, which have led to considerable regional disparities within eastern Germany and have resulted in service restrictions and new organisational structures in many West German cities and municipalities. General education and vocational training facilities are available in all areas of Germany. Colleges and universities are also equally distributed among the regions, with a higher concentration in the cities and agglomeration

**Explanation of the term  
"factory outlet centre"**

*In factory outlet centres, manufacturers offer their commodities directly at considerably reduced prices by eliminating retail and intermediate trade. They combine a great variety of different products and brands in large centres and are often supplemented by gastronomy and leisure facilities. In recent years the number of factory outlet centres has increased dramatically in the USA, and today they constitute an established mode of retailing there. There are also many plans to establish factory outlet centres in Europe and in Germany.*

areas. The provision with hospitals and other health facilities shows high standards and covers all areas of the federal territory.

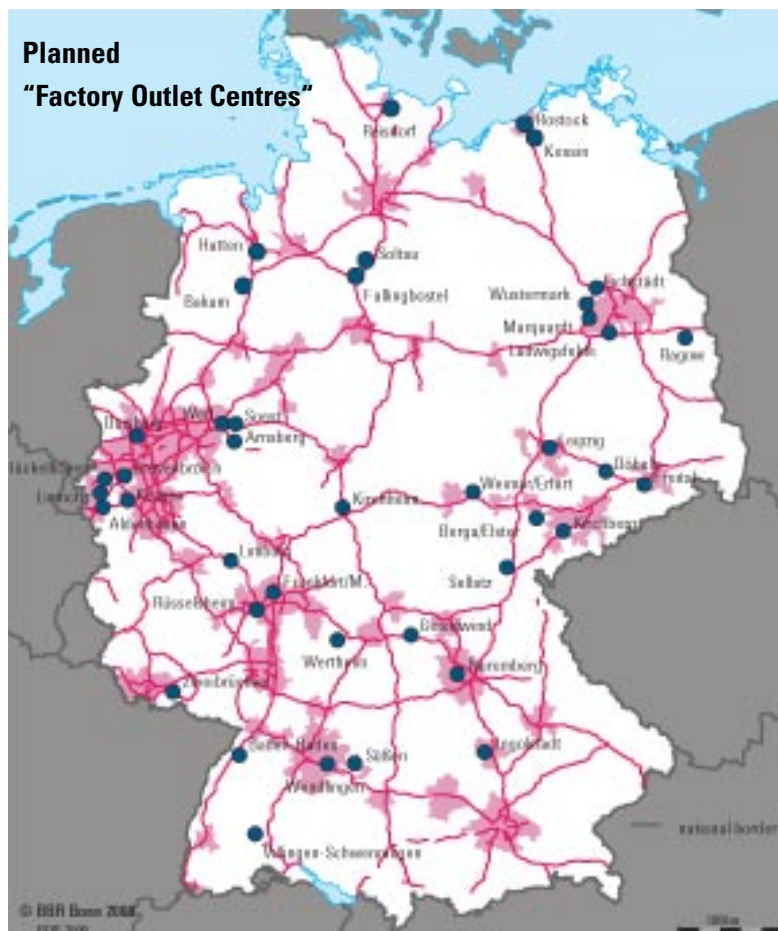
Cultural services like theatres, museums, orchestras, local cultural centres, libraries and recreational facilities are also elements of the regional infrastructure. They do not only serve the local population but are also becoming increasingly important as "soft" location factors in the competition for business locations and tourists. They have high standards and cover all of Germany; a particularly large increase in the number of recreational facilities has taken place in recent years. A great part of this growth consisted of private offers such as adventure and leisure baths, musical theatres and multiplex cinemas.

The supply of private goods and services is traditionally concentrated in the city centres as the traditional locations of trade and industry. New business and sales forms, changed consumer demands as well as growing mobility and the continued suburbanisation of housing have, in the past decade, produced modern and extensive facilities like shopping centres, office parks, recreation centres and factory outlet centres at the urban fringe and on "green-field sites", which threaten the economic importance of the city centres. They are easily accessible at motorway crossings and junctions at the fringe of agglomerations and cause an increasing dispersion of settlements, environmental impairments as well as increased traffic volumes.

- Factory Outlet Centre (planning stage October 1999)
- Agglomeration area
- Federal motorway

Database: Continuous Spatial Monitoring of the BBR, statements of the federal Länder

Municipalities, December 31<sup>st</sup>, 1998



## Housing supply

At the end of the 1990's, the housing market in Germany - and with it, the supply of housing for the population - has eased. The extensive support programmes of the Federal Government and the federal Länder have stimulated the creation and modernisation of housing space in the new federal Länder considerably in recent years, which has diminished the differences between East and West Germany in the supply of housing space. Apart from the expansion of the supply of housing space, this adjustment of living conditions can also be attributed to the population decline in East Germany. All these adjustments, however, could not completely remove the disparities between the east and the west. The average per capita housing space in the new Federal Länder, for example, is 35.0 m<sup>2</sup>, which is about 4.4 m<sup>2</sup> below the West German level. These differences can be traced back to factors such as lower purchasing power, a lower share of owners and smaller dwelling sizes in the former housing construction projects of the GDR. If one considers the share of well-equipped and modernised dwellings in the housing stock - i. e. housing quality -, the conditions between East and West Germany have approached each other within a few years. It must be understood, however, that housing modernisation and the increase in the quality of housing equipment have not covered the entire East German housing stock yet. There have been few investments in improvements, particularly in old buildings with undetermined ownership, which in many cases are managed by municipal housing companies, since the administrators see no incentive to rehabilitate the buildings. The consequence of this development is the split of housing supply in the new federal Länder between renovated houses of good quality and a housing stock with distinct problems, with heavy building damage and high vacancy rates.

In the east and the west alike, however, the general easing of the housing market has

not remedied the insufficient supply of housing for certain social groups. Low-income households, especially young tenant households with several children, hardly find adequate offers on the housing market. The state-subsidised housing units in the old federal Länder fulfil an important function in providing for these groups. Since the legally binding reservation of these housing units for deprived persons will decrease drastically in the coming years, it can be assumed that the provision of housing for the mentioned groups will become even more problematic in the future.



## Landscape and land use

Landscape is usually associated with images of largely untouched natural areas - forests, lakes, rivers and flood plains. In a densely populated country like Germany, however, the major part of former natural areas has been transformed by human activities in various ways. This transformation in the framework of agriculture and forest management over centuries has led to one of Europe's most diverse cultural landscapes, which is characterised in a particular way by the co-existence of settled and unpopulated areas. With this in mind, we can also explain why intensively used industrial or agricultural areas or mining areas are called landscapes - they are cultural landscapes created by human beings.



### Landscape development

Landscapes shape the regional quality of life and are becoming increasingly important for the economy as a soft location factor and tourist attraction. They are an essential part of our natural foundations of life and compensate for many pressures which the agglomerations exert on the environment. The use of the landscape for the extraction of raw materials, as locations for housing, businesses or transportation routes can, however, fundamentally worsen environmental conditions and consequently restrict the development potential of the regions.

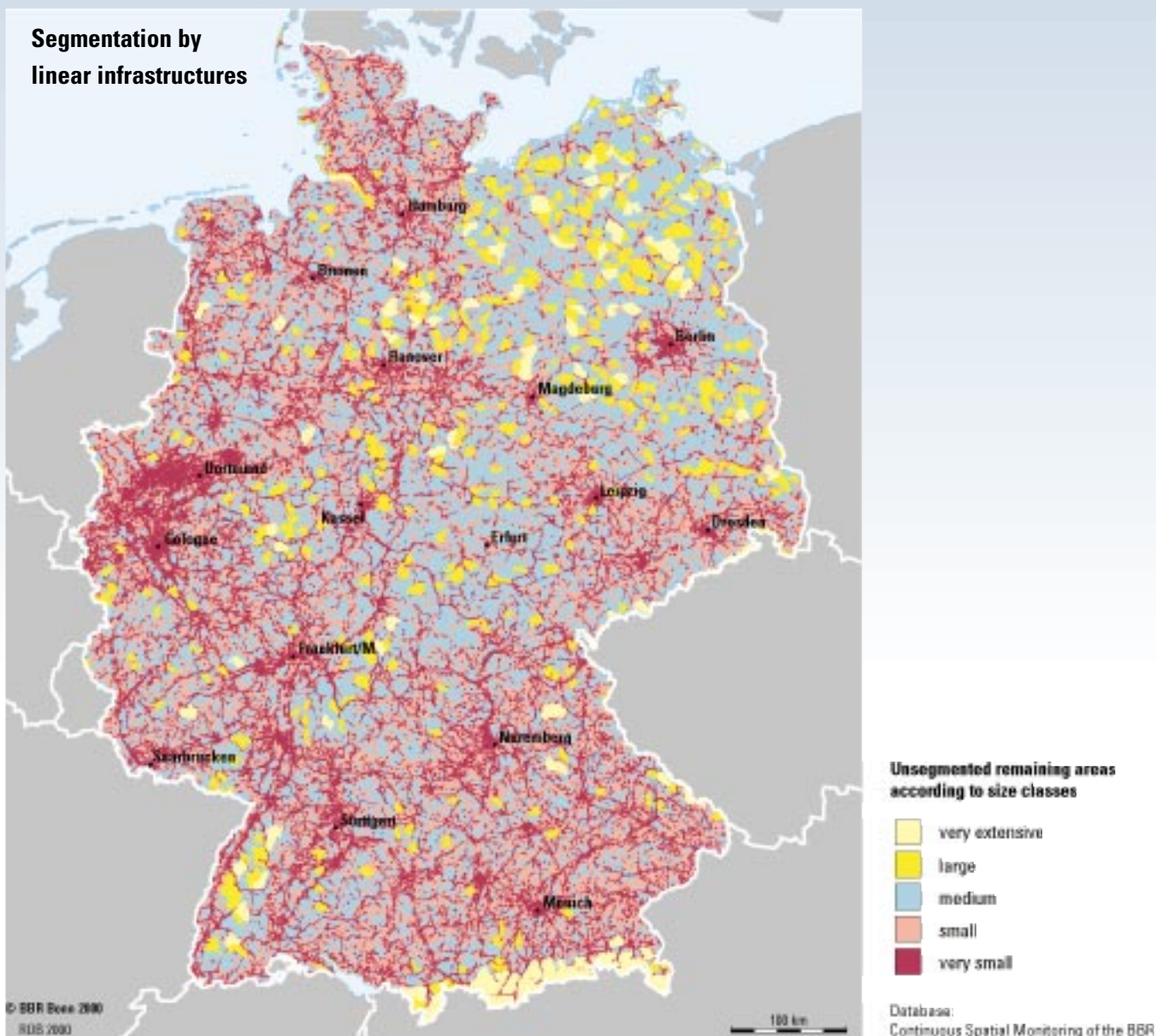
In Germany there is a broad consensus in the population and in politics that cultural

landscapes and natural areas must be preserved and developed. It is exactly the goal of sustainable development which demands the protection of natural landscapes and which therefore also constitutes an important task of spatial planning. Approximately one quarter of the territory of Germany is already under nature or landscape protection, and it is the aim of environmental and spatial planning policy to set more land aside for conservation.

Despite these efforts, large parts of historical cultural landscapes have lost their distinct characteristics in recent decades. Intensive agriculture, the consolidation of farmland, drainage, the straightening of rivers and urbanisation have encroached extensively upon the landscapes. An additional fact is that in the past, open areas have been converted into settlement and transportation areas to a great extent – and an end of this development is not in sight. Thus, landscape is still being “consumed”, and its diversity is diminishing.

A particular problem is the increasing segmentation of natural areas in Germany, which can be attributed to the sub-division of coherent landscapes by transportation routes. This segmentation process is problematic because it changes the microclimate; it affects the migration trails of animals, and not least it impairs the capacity of ecological processes for regeneration. Roads also put considerable strain on human beings by consuming land and by creating exhaust fumes and noise. Insofar





it is not surprising that the quality of the natural asset “landscape” and its attractiveness can be deduced from the proportion of unsegmented landscapes. The existence of only a few larger uninterrupted natural areas in Germany as well as especially high proportions of dividing infrastructures and isolated open spaces in large German agglomeration areas ultimately indicate a deficit in quality and attractiveness.

With 17 million hectares of land, agriculture uses by far the largest area in Germany. More than half of the total area of the Federal Republic is agricultural land. This

extraordinary significance of agriculture in land use has the effect that the intensification of agricultural production in the past decades had considerable repercussions on landscape development and land use. The intensification and specialisation of agricultural production as well as the concentration on fewer enterprises have led to a decrease in agricultural land in West Germany by more than 15%. Former agricultural land near cities has often been transformed into building land, and less productive locations have fallen fallow or have been afforested. This has changed the appearance of Germany’s cultural landscape considerably. In areas with

more favourable production and yield conditions, areas of intensive agriculture have emerged. These are accompanied by one-sided cultivation methods and the intensive use of machinery as well as by the use of plant-based and chemical substances, which contribute to air and groundwater pollution and to a reduction of biodiversity. Root crop and grain cultivation areas, areas with intensive livestock breeding, intensive cultivation areas for vegetables and market gardening or for special crops such as wine and hops are examples of such intensively farmed agrarian regions. The landscape of these regions appears “cleared out” in many cases, and its attractiveness for tourists, persons seeking recreation and for the inhabitants is limited.

Fortunately, a continuous increase in extensively cultivated areas and in organic agriculture has taken place in recent years. Although the average proportion of orga-

nic farmland in Germany is 2%, which is lower than in its neighbouring countries Switzerland (7%) and Austria (10%), the above-average share in some regions such as Mecklenburg-West Pomerania (6%) is promising. The annual growth rates have increased considerably, which is reflected by the fact that the area used for organic farming in Germany has doubled since 1995. Compared with intensive agriculture, extensive agriculture preserves the variety of cultural landscapes and protects the animal and plant life which has adapted to these environmental conditions. Organic farming - the most consistent form of extensive agriculture, which includes legally protected and controlled cultivation methods and products - promotes the quality of the soil’s ecosystems, of groundwater and surface water and not least the quality of the food.



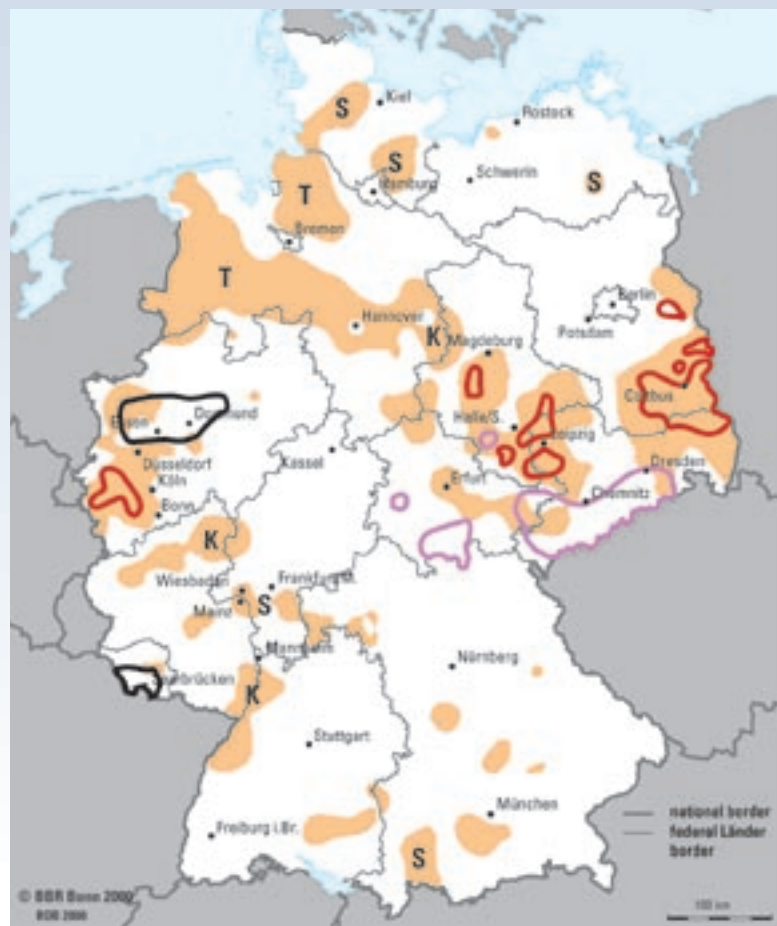


### Mining of mineral resources

Compared to agriculture, the mining of raw materials near the surface only claims a small proportion of land; barely 0.2 million hectares or 0.5% of the total area of the Federal Republic have been allotted to the extraction of raw materials near the surface. With a share of 1.2% and 2% respectively, this share of the state area is only higher in Brandenburg and Saxony. Particularity here - in the central German mining areas and the mining areas of Lower Lusatia - as well as in the Ruhr area and in the north-western German lowlands, the extensive mining of coal, ore, salt, sand or peat have permanently changed the ecosystem, land use potentials and the attractiveness of the landscape. Mining, for example, has left behind damage stretching over large areas. It is therefore an important task of spatial planning policy to restore the damage to ecosystems and to open up new land use possibilities in these regions by means of diverse measures.

### Danger of floods

The increase in floods in recent years has shown how interference in the landscape can turn into a threat to people and the environment. The numerous manipulations of river landscapes since the past century - i.e. the straightening of rivers, the construction of dams or embankments -



#### Former mining areas

- Hard coal mining
- Brown coal open-cast mining
- Uranium mining

#### Extraction area

- Areas with above-average proportion of the extraction area in the total area:
- T predominantly peat
- K predominantly gravel and natural stone
- S predominantly sand and natural stone

Database: Continuous Spatial Monitoring of the BfL

Caselles, June 1<sup>st</sup>, 1996

are considered to be the main causes of flooding in the large river basins. At the Upper Rhine between Basel and Bingen, for example, the former flood plain has been reduced from 1,400 km<sup>2</sup> by 950km<sup>2</sup>. At the Lower Rhine, between Cologne and Emmerich, 1,500 km<sup>2</sup> of formerly 1,800 km<sup>2</sup> have been lost. At the Oder, along the border of Brandenburg, the former flood plains have decreased in size by 80% through the construction of embankments. These interventions into river landscapes can only be partially compensated by dikes and polders. This is why “flood protection behind the dikes” has emerged as a new and significant problem.

## Trends of Future Spatial Development

The settlement structure of societies represents an important basis for their economic and social development potential and for their ability to be successful in international competition. Whether Germany's prosperity can be secured or still be increased and whether the natural foundations of life can be preserved also depends on the development of the spatial structure. Especially against this background, the question how cities and rural areas are likely to develop in future is of tremendous importance.

This chapter will estimate the future spatial development tendencies on the basis of the BBR's prognoses and assessments based on the status-quo principle. It is assumed that no additional or alternative political action will be taken in the considered time period in addition to the familiar measures and instruments to influence spatial development. In this way, the opportunities but also the potential risks for spatial development, i. e. the need for political action, can be indicated. Estimating spatial development trends can also serve as an early warning function.

The main information of this chapter is presented in summarising, strongly generalised maps. These cartographic syntheses are an attempt to visualise experts' ideas about future spatial development.

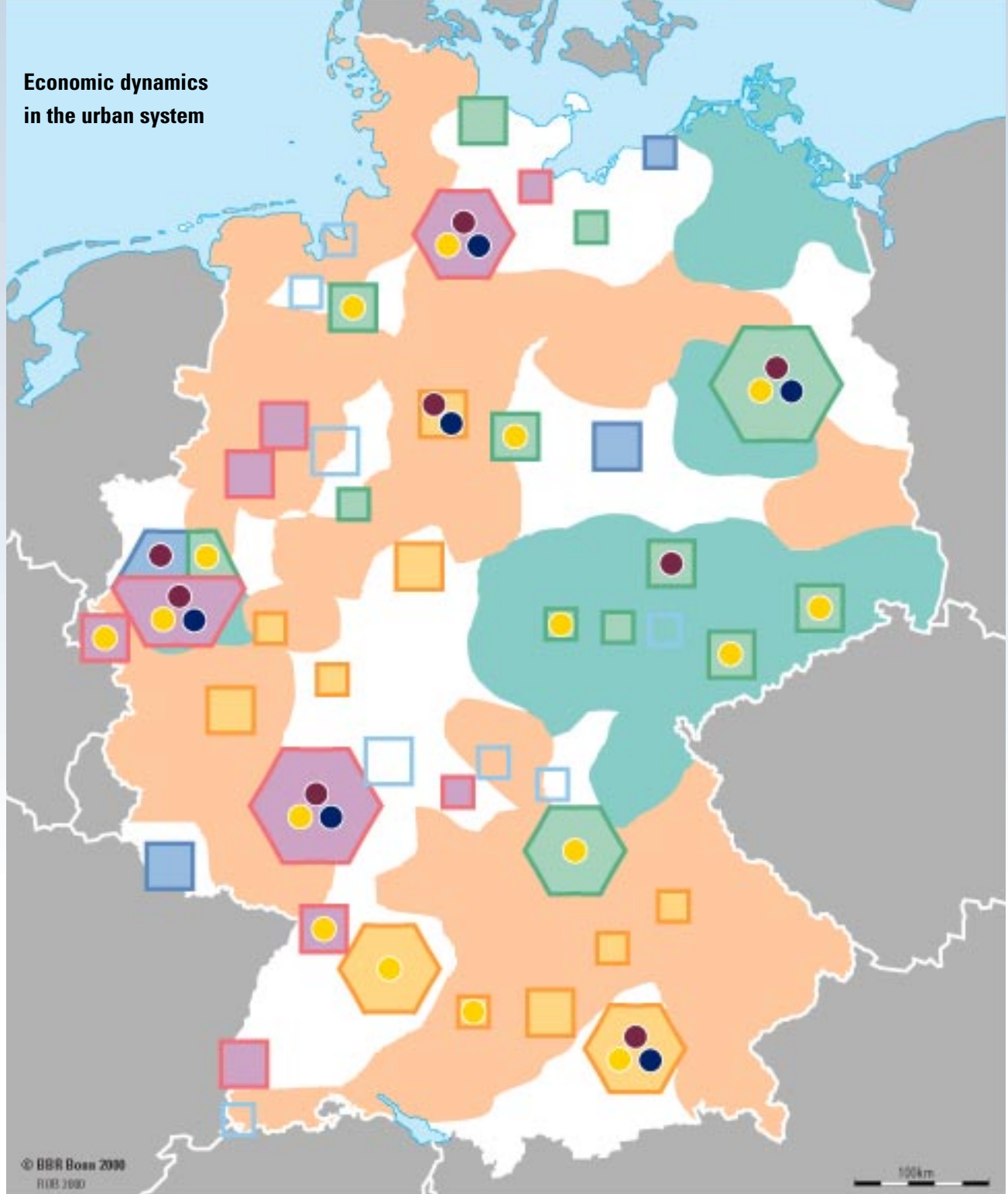
### Urban system

The economic potentials of a society – including businesses, the labour force, knowledge and capital - are concentrated in the cities and agglomeration areas. The structure and efficiency of these characteristics are decisive factors for the competitiveness of the national economy.

Germany does not have a “global city” that can compete with international metropolitan areas like Paris, London, New York and Tokyo. Instead, international functions are carried out by several very large agglomeration areas like Berlin, Hamburg, Munich, Rhine-Main, Cologne-Düsseldorf and Stuttgart. They have specialised in certain metropolitan functions, which are complemented by a wide range of manufacturing industries and service sector companies. Hamburg, for example, specialises in the sectors media and harbour industry, and Munich in the sectors research and high-tech industry. Banks, financial services and the chemical industry are especially concentrated in the Rhine-Main region. Because of this “division of labour”, the network of the metropolitan regions is able to compete with international capitals. Compared to states which are dominated by one metropolis that has to provide the most specialised urban functions for the entire national territory, Germany's urban system has the advantage of being able to react more flexibly to changes in the international economy.

It is assumed that most of the very densely populated agglomeration areas in Germany will continue to experience an especially dynamic growth in future – not only their central cities but also their surrounding areas. Particular growth will be registered in densely populated agglomeration areas which are located along the European traffic axes, because the strong increase in interregional and international transportation and distribution functions will have a positive effect on the regional economy there.

**Economic dynamics  
in the urban system**



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RUB 2000

100km

**Unemployment**

- decrease
- increase

**Locational specialisation**

- financial, service and/or fair function
- international transport and distribution function
- technological and scientific orientation

**High competitiveness**

- continuous dynamics
- possibly weakening dynamics

**Need for modernisation**

- possibly increasing dynamics
- stagnation

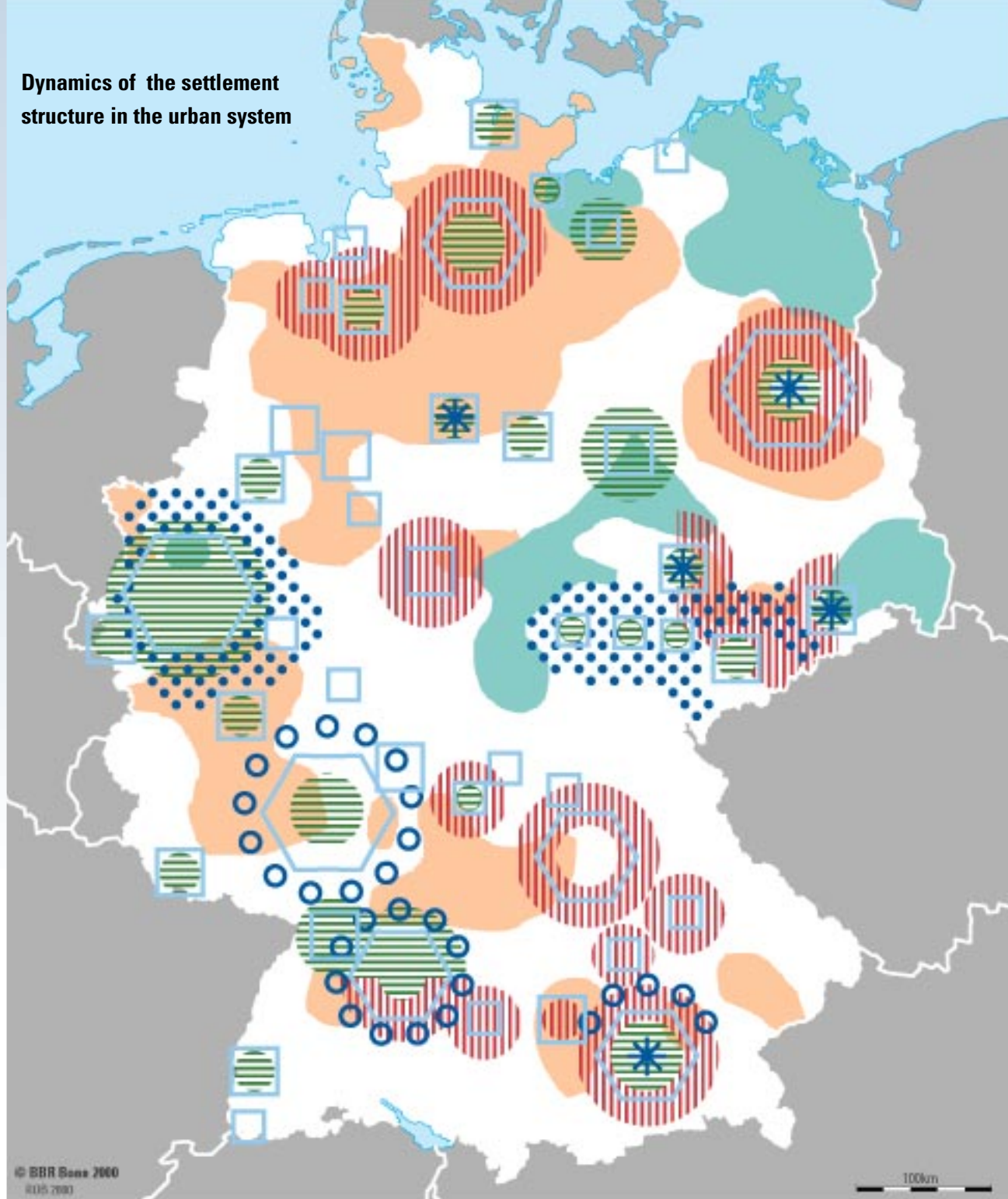
**Agglomeration areas**

- small: under 250 000 inhabitants  
big: 250 000 up to 1 million inhabitants
- ⬡ small: 1 million up to 3 million inhabitants  
big: 3 million inhabitants and more

Examples of these growth areas are Hamburg, Munich, Stuttgart, Frankfurt, Cologne and Berlin, Berlin especially because of its newly gained capital functions. But in some of these large agglomeration areas, growth can also diminish in future, if the demand for its economic

specialisation in the world market declines (Stuttgart and Munich, for example). Apart from the large agglomeration areas, a positive development will also take place in some smaller and medium-sized agglomeration areas, which are characterised by modern production structures and effi-

**Dynamics of the settlement structure in the urban system**



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**Trends of demographic development**

- high net in-migration
- high net out-migration

**Trends of settlement area development**

- weak growth
- strong growth

**Typical trends of agglomerations**

- strong dispersion
- monocentric development is dominant
- polycentric development is dominant

**Agglomeration areas**

- small: under 250 000 inhabitants  
big: 250 000 up to 1 million inhabitants
- small: 1 million up to 3 million inhabitants  
big: 3 million inhabitants and more

cient scientific and technical facilities (e. g. Karlsruhe, Hanover and Aachen). Agglomeration areas which have a large share of old industries like mining, iron, steel, leather and textiles – for example, the Saarland and the Ruhr area - will continue

to have significant development problems, even though the economic restructuring process has been going on for years. Their economic structures, which are characterised by old industries, bad environmental conditions and the inadequate provision

with infrastructure facilities indicate a strong need for modernisation.

A continuous and difficult adjustment process is therefore expected. This characterisation also applies to the agglomeration areas of the new federal Länder.

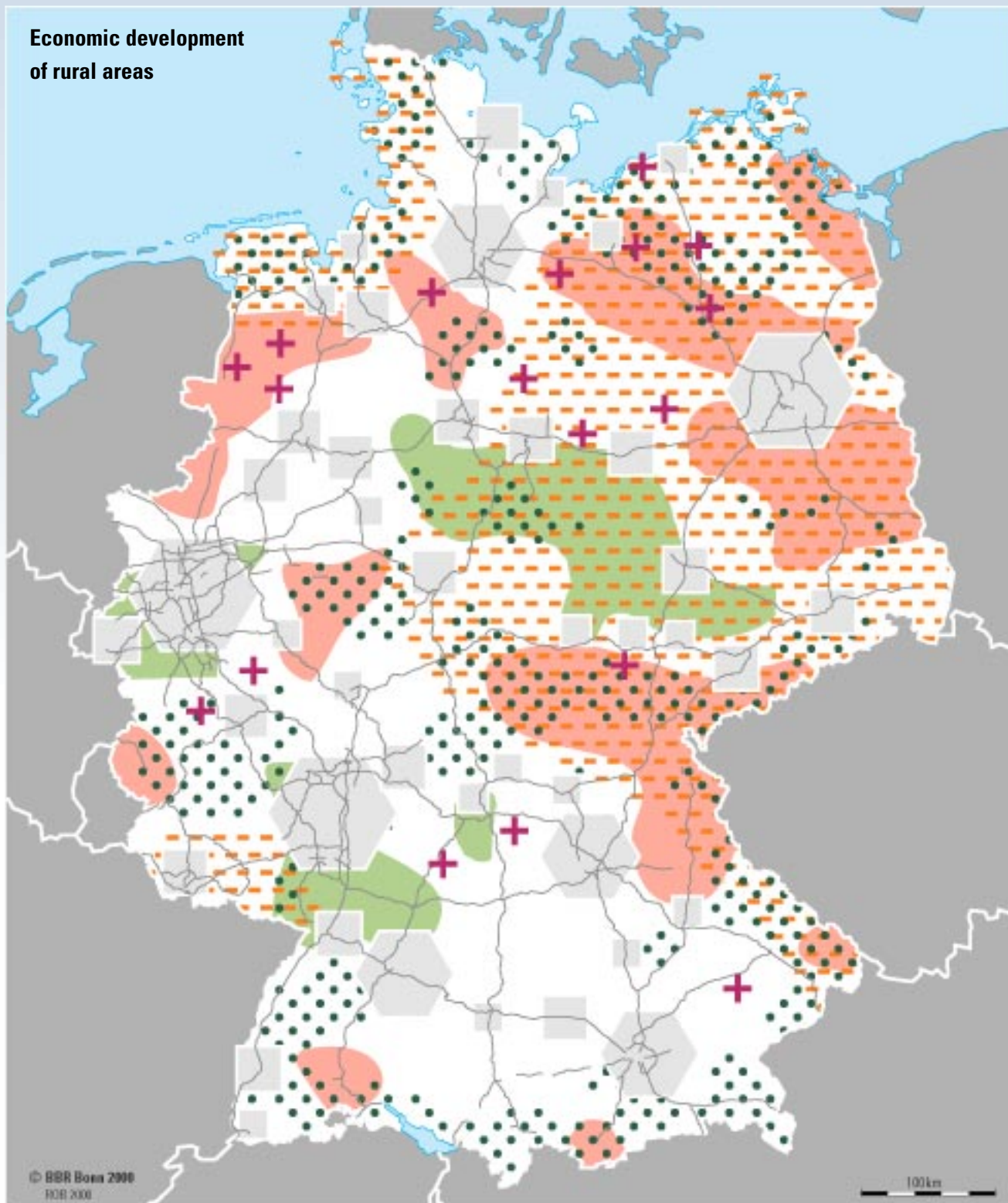
The development of the urban system is not only influenced by locational decisions in the economy but also by the location choices of private households. It is expected that the share of the population living in the big agglomeration areas will continue to decrease whereas it will increase in smaller agglomerations and in rural areas. Within the agglomeration areas, suburbanisation will continue around the central cities. The dispersed migration of businesses and inhabitants into adjacent rural counties will continue. Insofar a reversal of trends in land consumption is not expected in the agglomeration areas. On the contrary, the building land prices will drive migration and settlement growth further into the more distant surrounding areas. The development in the new federal Länder will probably be characterised by sustained and postponed suburbanisation. And the change in the social structures of neighbourhoods as well as of cities and municipalities in agglomeration areas, which has already been observed for some time in the sense of an increasing spatial separation of disadvantaged neighbourhoods and favoured urban quarters (so-called social segregation), will also continue.

## Rural Areas

In recent decades, the traditional contrast between the lifestyles and the economies of cities and rural areas has largely disappeared. Rural areas have become more diverse. Among other things, this is reflected in urban lifestyles which were brought into the villages with the in-migration of former city dwellers. Rural areas show a considerable variety in their economic structure, development potential, in their provision with infrastructure and their suitability for agriculture and tourism. Rural areas close to agglomerations are affected by increasing urbanisation and an assimilation of their economic structures due to the in-migration of people and companies from central cities to rural areas as well as by the quick access to urban offers. In contrast, areas further away from economic centres continue to suffer from low investment, lower population density and the out-migration of qualified workers. These regions lack quick access to urban facilities. The only common characteristic of the different features of rural areas in Germany remains the comparatively low population density.

This variety of rural areas results in different spatial development perspectives for individual regions.

**Economic development of rural areas**



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100km

**Natural conditions for agricultural production**

- bad
- very good
- Federal motorway

- persistent economic and structural problems
- regional increase in the number of employees
- scenic attractiveness as a location factor

**Agglomeration areas**

- small: under 250 000 inhabitants  
big: 250 000 up to 1 million inhabitants
- small: 1 million up to 3 million inhabitants  
big: 3 million inhabitants and more

Areas which are close to cities and urbanised rural areas will continue to grow strongly. Pressures to change their economic structure and land use as well as to establish further settlements will persist. The growth of housing, industrial, commercial and transportation areas will continue unabatedly. The dispersed growth of settlement and transportation areas will continue around the agglomeration areas, especially in the new federal Länder. The pressure for development will lead to a further loss of cultivated land and open spaces. Road construction will improve the accessibility of a growing number of rural areas and result in an expansion of the catchment areas of urban agglomerations. Rural areas which have attractive landscapes are suitable locations for housing or retirement homes. Other areas could take over functions as locations for the provision of public utilities as well as for transportation and distribution facilities for the agglomeration area.

Rural areas which are sparsely populated, structurally weak and which in many cases are difficult to reach because of their location in Germany's border regions will suffer from stagnation. Living and working conditions will continue to deteriorate in these areas. This prognosis applies to areas near the North Sea, the southern Rhineland-Palatinate, North Hesse or the regions bordering on the Czech Republic. Persistent problems are expected in the rural areas of the new federal Länder. Here, the structural change in agriculture has already made four-fifths of the labour force redundant today. So far it has not been possible to create job alternatives in other economic sectors for these people. As a result of this development many young and qualified people have emigrated or commute to work over long distances. This

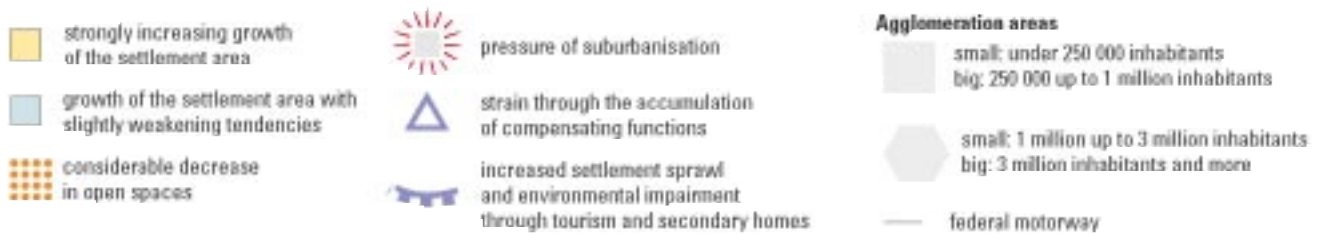
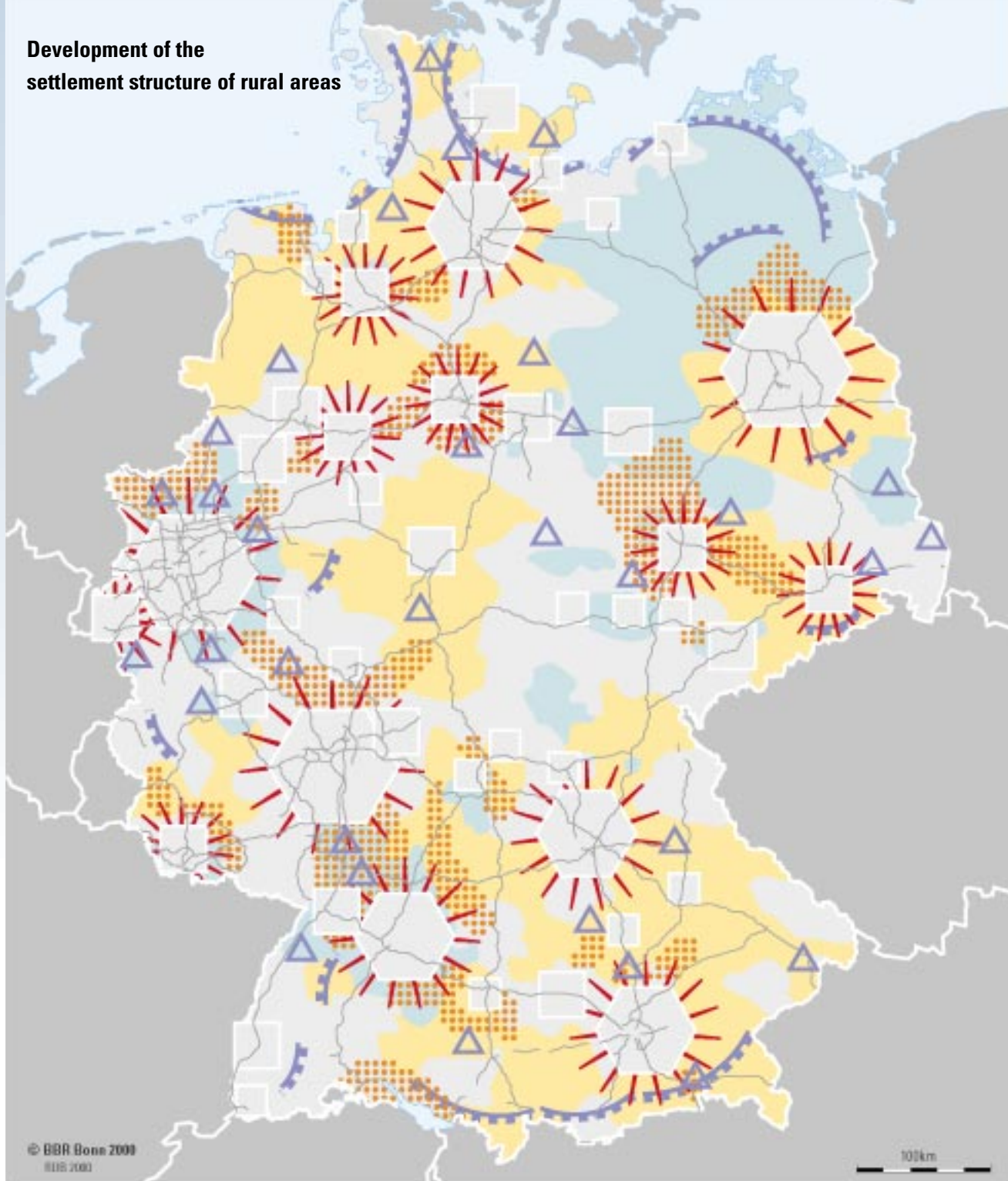
situation weakens the long-term development potentials of the regions. Special problems will arise in the areas bordering on the neighbouring Central European states due to the enormous socio-economic disparities.

Agriculture will continue to withdraw from marginal farmland and concentrate on areas with good conditions for production. Agricultural specialisation, for instance in fattening farms, the processing of agricultural products or special crops as well as the intensification of agricultural production will continue to increase. This will make more jobs redundant and lead to an increase in traffic and environmental impairments. The development of large areas of fallow land can be expected in less favourable regions. This presents chances to restore nearly natural areas, to introduce organic farming and to create offers for tourism.

The economic development opportunities of rural areas should therefore not be considered in a uniform way or even as entirely negative. There are good development chances for regions which are easily accessible and show a diverse economic structure - especially if they have a distinct industrial and technological basis and many small and medium-sized enterprises. These regions are usually not too far away from agglomeration areas. With increasing economic dynamics, however, there will also be mounting settlement pressure in these rural regions, with all the negative consequences of settlement dispersal, traffic and environmental problems.

However, the growth of the leisure and recreation industry also creates opportunities for economic development even in more remote areas, if they have a particularly attractive scenery:

**Development of the settlement structure of rural areas**



Examples are the coastal regions, the low and high mountain regions and the lake and river landscapes. Tourism plays an important role in these regions; extended areas with vacation homes and secondary residences stabilise the regional economy.

This situation, however, also causes new problems: The appearance of the landscape changes, and residential building land becomes prohibitively expensive for many local residents.



## Section 2: Spatial Planning

### Spatial Planning Co-operation

New demands are put on spatial planning by social and economic conditions as well as by spatial developments. This chapter presents the legal foundations as well as the strategies and instruments of spatial planning.

Two general tendencies have distinguished spatial planning policy in recent years:

- Planning and acting in “networks” is increasing in importance, especially at the regional level. The diversity of the problems and basic conditions requires regionally differentiated solutions to the tasks. The region as a union of cities and their surrounding municipalities is crucial for the realisation of spatial planning models and goals. This increases the pressure on responsible bodies and agencies in the region to co-operate and to agree on common goals. The independent responsibility of the regions must be strengthened. At the same time, this supports a decentralised spatial and settlement structure.
- Spatial planning can no longer simply consist in the preparation of plans or in decisions about programmes. It must actively promote the realisation of the planning goals by initiating and supporting the co-operation between public administration and the private sector. Regional planning increasingly takes on the task of moderating between different interests and groups and initiating and implementing projects which promote the realisation of spatial development goals.

#### Spatial planning co-operation in Germany

New demands on spatial planning policy are expressed in the fundamental reorganisation of spatial planning law (Federal Regional Planning Act 1998). The Federal Government’s tasks in the field of spatial planning are laid down for the first time. The Federal Government is entitled to define models of spatial development as a basis for its plans and measures for the federal territory and the European Community. In co-operation with the federal Länder, it is also responsible for participating in spatial planning in the European Community and in the larger European area. The Federal Regional Planning Act stipulates sustainable spatial development as a central model of spatial planning and emphasises the growing importance of the region inter alia as a planning and implementation level by introducing a new instrument – the regional land use plan. It focuses on the realisation of spatial plans. The planning authorities of the regions and the federal Länder are obliged to work towards the realisation of spatial planning goals through greater co-operation between all participants.

Spatial planning in Germany relies on federalist and specialist co-operation instead of hierarchical and centralised decision-making. This is the reason why a comprehensive spatial planning programme does not exist for the whole federal territory. The Federal Regional Planning Act formulates the principles and goals of spatial planning as well as guidelines such as sustainable spatial development. It obliges the federal Länder to establish comprehensive planning programmes for their territory but mainly leaves the concrete design in terms of content up to them and to the regional planning authorities.

**Explanation of the term  
“sustainable  
spatial development”**

*In the Federal Regional Planning Act, sustainable spatial development is defined as a supreme goal. According to this goal the social and economic demands on space are to be harmonised with its ecological functions in order to attain a durable, extensively balanced spatial order.*

On this basis the municipalities finally decide on concrete land use within the framework of their planning competence.

Spatial planning in Germany therefore requires co-ordination between the different planning levels, namely the Federal Government, the federal Länder, the municipalities and the different types of spatially effective sector planning. Not just one binding plan governs spatial development but rather models and action concepts which are jointly prepared by the Federal Government and the Länder.

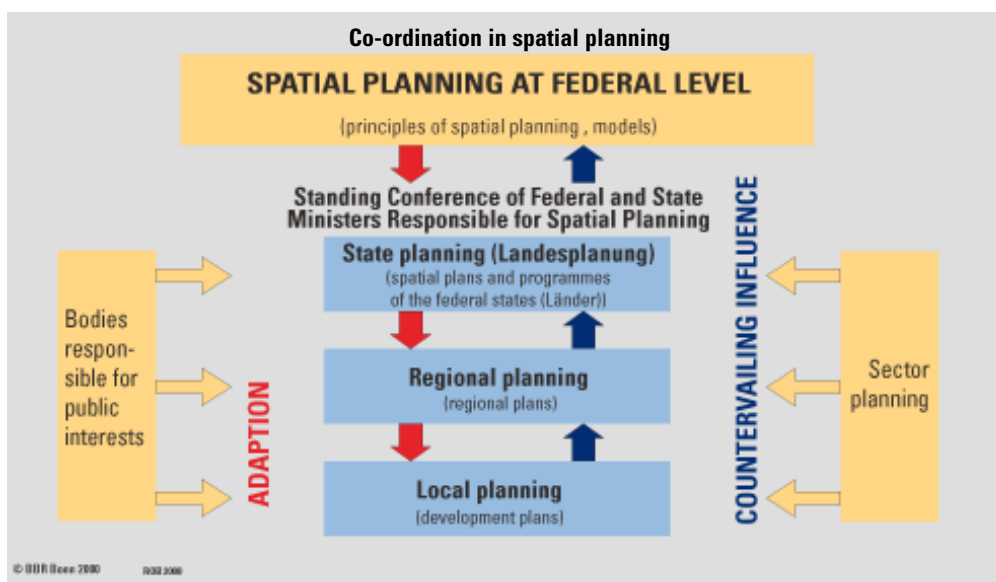
Central emphasis is put on strengthening the regions and their specific potentials as well as on encouraging intra-regional co-operation. The conceptions and objectives of overriding importance must be implemented at the regional level. Often they can be first experienced concretely by the citizens at this level.

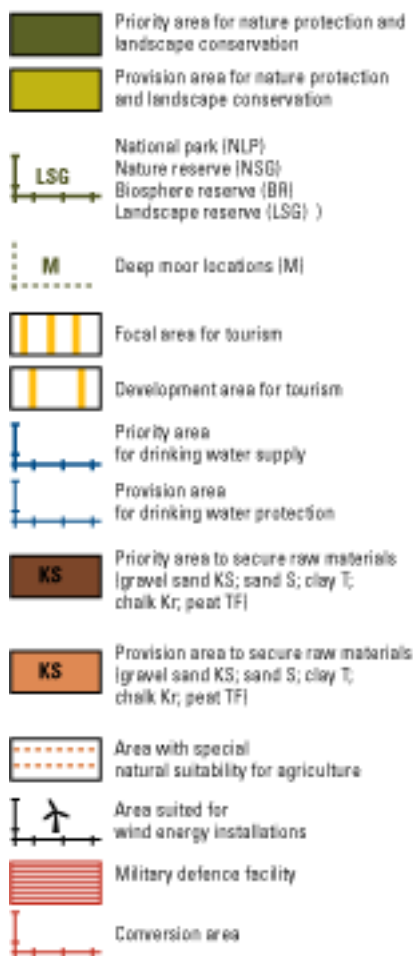
In the context of the amended 1998 Federal Regional Planning Act, numerous new focuses of activities and instruments have been introduced recently. They are also an expression of a changed conception of planning, which emphasises the processes in individual planning steps and the initiatives before the plan is actually set up as well as the realisation of regional concepts. Concepts which strengthen

regional competitiveness and sustainable regional development (regional agenda) are increasing in importance.

In order to support this process, the federal ministry responsible for spatial planning implements so-called demonstration projects of spatial planning. These range from innovative approaches to intra-regional co-operation, regional land management, integrated transportation and trade conceptions, the application of new information technologies and the regional protection of open spaces to new forms of cultural activities in the regions. In each case, an attempt is made to integrate the sustainability concept with its diverse dimensions (ecological, economical, social) into these demonstration projects and to design them as part of an open and transparent planning process.

During the 1990's, the majority of the federal Länder agreed on new spatial planning programmes for their respective territories. This was done for the first time in the new federal Länder. Their statements are supplemented and put into concrete terms by regional plans which usually cover the territories of several counties. In the old federal Länder, there are legally binding plans for almost all regions. In contrast, regional plans are not yet available for the entire area of the new Länder.





### Regional open space structure



Source: Regionales Raumordnungsprogramm Vorpommern, Blatt 2: Vorpommern, Regionaler Planungsverband Vorpommern, 1998

This map presents a section of the regional planning programme for the planning region West Pomerania with parts of the island Usedom. In the sector of open space structures, priority areas and provision areas are predominantly designated for nature and landscape conservation, for the protection of drinking water reservoirs or raw materials and as suitable locations for wind energy installations.

Plans of the federal Länder and regional plans contain the most important concepts and instruments of spatial planning:

- They designate central places. Central places have an important function in spatial planning. They constitute the basis for decisions about the location of public facilities and for spatially effective planning, such as the granting of planning permissions for extensive retail facilities, the design of municipal fiscal equalisation, the application of assistance funds and the planning of the transportation system. In sparsely populated rural regions, central places secure a minimum provision of public facilities, which helps to curb out-migration.
- They determine development axes, on which transportation and other infrastructure facilities as well as the growth of the settlement area are to be concentrated. Development axes structure

agglomeration areas and strengthen the development potentials of rural areas.

- They determine areas in which certain goals should have priority, for instance nature and landscape conservation, local recreation, agriculture and natural resource protection. All plans and measures must be compatible with these priorities.

Since the region is becoming increasingly important for the realisation of spatial planning goals, new informal and voluntary instruments complement the often rigid regional plans, which in many cases hinder a fast and flexible reaction to changing conditions. Examples of these instruments are regional development concepts, in which special interest groups and public authorities agree on goals and concrete actions, or contractual agreements between municipalities and private companies, which determine the contents and

**Explanation of the term  
"urban networks"**

*Forms of municipal co-operation in a region or in neighbouring regions in which the municipalities act as partners. Having equal rights and acting voluntarily, they focus and complement their skills and potentials in order to implement their tasks collectively in a better way.*

measures of spatial plans, or urban networks, in which cities co-operate in certain sectors. These measures are expected to make planning more dynamic and flexible.

### Spatial planning co-operation in Europe

Germany's spatial development can no longer be viewed only on the national scale. As the country in Europe with the largest number of immediate neighbours, Germany is compelled to co-operate. Furthermore, European integration demands trans-national co-ordination. For many years, the European Commission has actually been conducting spatial planning policy through its regional policies. The deepening of economic integration is reducing the importance of national borders. The need for European spatial planning co-operation has therefore grown continuously.

The member states of the European Union and the European Commission have been co-operating continuously in spatial planning matters since 1989. As a result of this co-operation, a resolution on the European Spatial Development Perspective (ESDP) was passed in 1999. The ESDP is a political outline for a better co-operation between the spatially effective sector policies of the European Community and between the member states, their regions and cities. It presents, for the first time, common outlines of European spatial development policy, which, however, remains within the responsibility of the individual member states. In this respect, the ESDP is not legally binding, but it indicates goals and political options to bring about sustainable development in Europe. Sustainable development is not only understood as an environmentally acceptable economic development but also as a balanced spatial development. In order to achieve this, three basic spatial concepts are to be pursued:

- Development of a polycentric and balanced urban system and strengthening of the partnership between urban and rural areas
- Promotion of integrated transportation and communication concepts which support polycentric development
- Developing and fostering the natural and cultural heritage through intelligent management.

The realisation of ESDP necessitates extended co-operation in Europe. The active support of the regions and municipalities is especially important. Many tasks of spatial development can only be solved by means of trans-border co-operation between the administrative bodies. Therefore, the co-operation of neighbouring border regions is to be promoted in the framework of the EU initiative Interreg (INTERREG III A). It is recommended that municipalities and regions establish trans-border models and conceptions for spatial planning and that they co-ordinate plans and measures. This initiative is complemented by INTERREG II C, which aims to improve trans-national co-operation in bigger coherent areas in order to promote a balanced and sustainable spatial development in Europe. This co-operation will continue and be intensified with the EC initiative INTERREG III B in future. In particular, the states of Central and Eastern Europe are to be better involved in order to prepare them for their aspired EC membership.

The ESDP recommends that the member states also take the European dimension into account when agreeing on national spatial development policies.

## Spatial Planning Perspectives

Germany, Europe and the world economy are changing radically. The processes of German unification, the extension of the Single European Market and the expansion of the European Union are all taking place virtually at the same time. These changes are being enormously intensified by the parallel globalisation of the world's economy.

Due to these far-reaching processes of change, spatial planning policy becomes even more important, and its goals take on a greater relevance:

- The reduction of discrepancies in living standards between East and West Germany as well as the improvement of the development potentials of structurally weak rural areas are spatial planning goals which have become more important in view of the situation of upheaval described above.
- The solution of employment and housing market problems, the further expansion of infrastructure and the maintenance of urban functions support international competitiveness and preserve social stability.
- The active protection of the environment and safeguarding the living conditions of future generations, in turn, secure Germany's ability to meet the challenges of the future in a special way.

Spatial planning policy confronts the chances and risks which arise with the situation of upheaval at the turn of the millennium. Thus, for instance, the new Federal Regional Planning Act stipulates the promotion of sustainable development as a model of spatial planning policy. Thematic focuses in spatial development as well as new instruments and procedures of spatial planning have, on the other hand, been introduced by the "Guidelines

for Regional Planning" (Raumordnungspolitischer Orientierungsrahmen) and the "Framework of Action for Regional Planning" (Raumordnungspolitischer Handlungsrahmen). These strategic and instrumental approaches are to determine the perspectives of spatial planning.

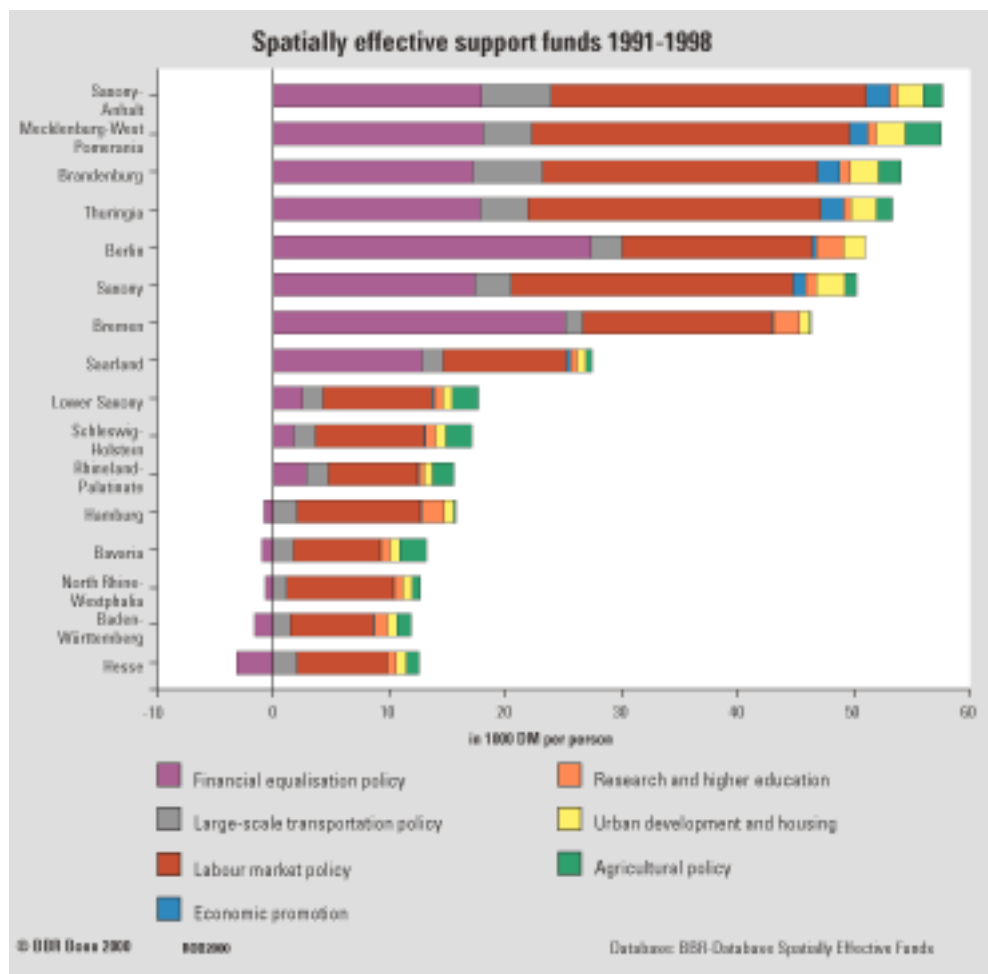
### Further reduction of spatial disparities

Spatial planning policy has successfully contributed to an equalisation of living conditions in Germany in the past. The regional differences in prosperity and income between the cities and countryside as well as between the east and the west have been reduced. Furthermore spatial planning has promoted the differentiation of the employment structure in rural areas and has supported the consolidation of labour markets in some structurally weak areas, especially in the new federal Länder. Last but not least, it has succeeded in creating a more spatially balanced provision of high-quality infrastructure and has contributed to easing the situation on the housing market all over Germany by stimulating housing construction. The difference with regard to housing space and housing quality in East and West Germany has been reduced as a result.

This decline of regional disparities can be attributed to an enormous amount of funding: Between 1991 and 1998, the Federal Government alone spent approximately 930 billion DM of spatially effective funds to equalise living conditions. These funds were not distributed evenly over Germany's regions but were concentrated on areas in great need.

*Note:*

*This part is based on the written comments of the Federal Government on the BBR's Spatial Planning Report 2000, which were submitted to the German Parliament together with the report in June 2000.*



A disproportionate share of 53% was allotted to the new federal Länder. These federal funds were complemented by subsidies from the financial equalisation of the Länder, from the Federal Labour Office and by EU structural policy grants.

The locational conditions in the new federal Länder have been substantially improved by the concentration of subsidies on transportation projects, measures to support trade and industry, individual measures to improve housing and traffic conditions in the cities as well as on the construction of universities and research funding. Last but not least, the prerequisites for a sustainable economic development in the new Länder have been created by the concentration of urban development and renewal grants, with which the federation and the Länder promote the modernisation of housing and the im-

provement of the quality of neighbourhoods, on East German cities. The extensive renewal measures which were initiated by these funds were able to stop the dilapidation of buildings in East Germany's city centres. They also improved the supply of housing, the quality of the urban environment and the provision of infrastructure facilities.

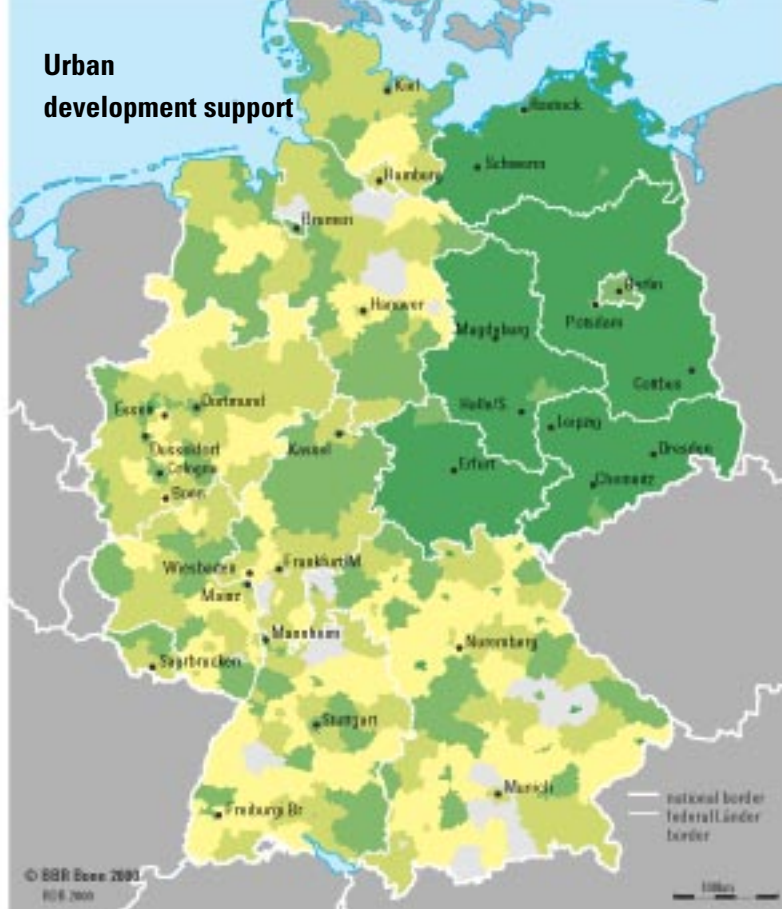
In spite of the principally successful regional equalisation policy, one can still find structurally weak regions in Germany. Particularly the labour market situation in the new Federal Länder has only improved in some areas because workers emigrated and not because of additionally created employment opportunities. Although the dynamics of employment has increased in Germany, the labour markets in structurally weak regions of the old federal Länder will experience little relief in future, because the labour force will increase.

### Urban development support

Framework of obligations to support urban renewal and development measures 1991-1998 in DM per inhabitant 1997

	no support
	up to 10
	10 up to 20
	20 up to 100
	100 and more

Database:  
Continuous Spatial Monitoring of the BBR  
Countries, January 1<sup>st</sup>, 1996



In order to keep pace with economic and social development, rural areas in Germany's border areas and far away from the economic centres, but also agglomeration areas which were dominated by "old industries" for a long time will continue to require assistance and support in the coming years. The provision of infrastructure has been improved in many regions which had fallen behind. An equalisation, however, will also require considerable efforts by the Federal Government in future. These efforts, as well as the extension of transportation infrastructure in East

Germany and the improvement of the attractiveness of cities as a counterpoint to continuing suburbanisation, constitute the primary tasks of future spatial planning policy which aims at reducing regional disparities.



1990



1994

Inner city redevelopment in Erfurt

## Maintenance of urban functions

Germany's decentralised settlement structure and the even distribution of big and medium-sized cities can be evaluated as a decisive locational advantage in international competition. The centres of economic growth and technological innovation are distributed evenly across the country, which makes the economy less susceptible to crises and helps to establish equivalent living conditions in all parts of the country. For these reasons, the maintenance of urban functions is a central task of spatial planning.

Regional and local architecture determine the functioning of cities just as much as culture and a diversified economic structure. Last but not least, the "European city", which distinguishes itself by a small-scale mixture of living, working, shopping and recreation, is an independent component of the attractiveness of German cities. The strengthening of this component can counteract suburbanisation tendencies as well as economic and social erosion.

Keeping the cities attractive for work, trade and living is therefore a central goal of spatial planning policy. Strategies and measures to reach this goal are focused on different fields:

### Protecting the environment and using land efficiently

Environmental protection requires an efficient use of land. Land-saving construction and forms of settlement, the subsequent increase of settlement density in the cities and the re-utilisation of wasteland is to be promoted also in the future.

### Reduction of traffic strain

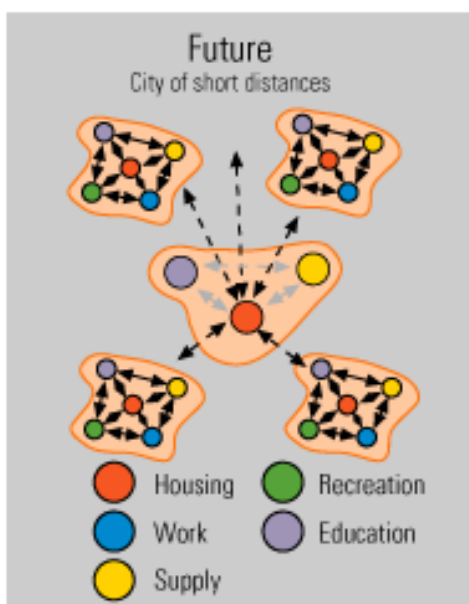
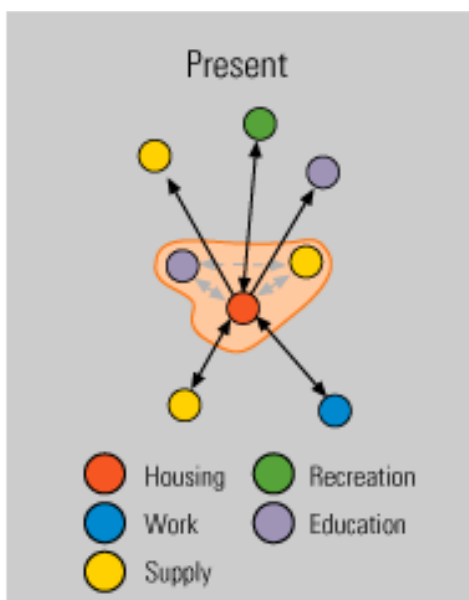
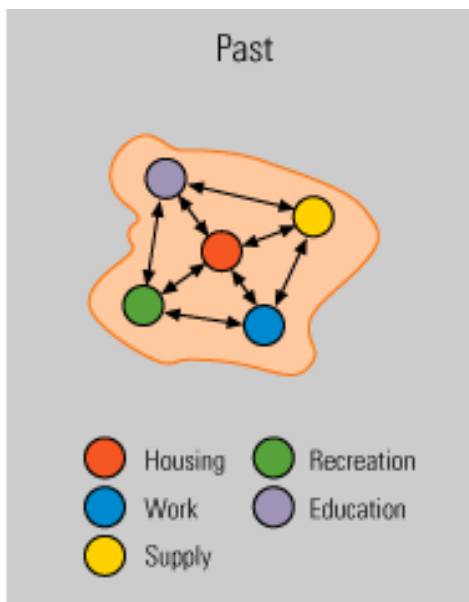
In order to diminish the strain of traffic on people and the environment in cities and agglomeration areas, it is necessary to develop strategies and measures to prevent traffic and to shift traffic from the private car to public transportation modes. This requires, on the one hand, planning for "cities of short distances", which promote walking and the use of bicycles as well as a



Space-saving building and settlement forms

Falkensee, Berlin





small-scale mixture of living, working and supply. On the other hand, improvements in public transportation offers are necessary in agglomeration areas. Commuters must be offered alternatives to using the private car.

### Stopping settlement sprawl in areas surrounding central cities

The protection of the cities' quality of life and competitiveness is being threatened by suburbanisation. Infrastructure facilities in cities are no longer used to their capacity, and the desired internal development of central cities is being impeded. The growing distances between places of residence and workplaces result in an increase in traffic volume. These problems are the reason why settlement sprawl in areas surrounding central cities and suburbanisation must be stopped. This requires, on the one hand, improved co-ordination processes between cities and municipalities of suburban areas, which can be efficiently supported by the new planning tool "regional land use plan" introduced by the new Federal Regional Planning Act. Additionally, it is becoming ever more important to concentrate settlement development in areas surrounding cities at local public transportation nodes and to realise an integrated settlement and transportation planning approach in this way.

### Promotion of urban networks

Co-operation between the cities is becoming increasingly important to maintain urban functions and to improve the cities' competitiveness.

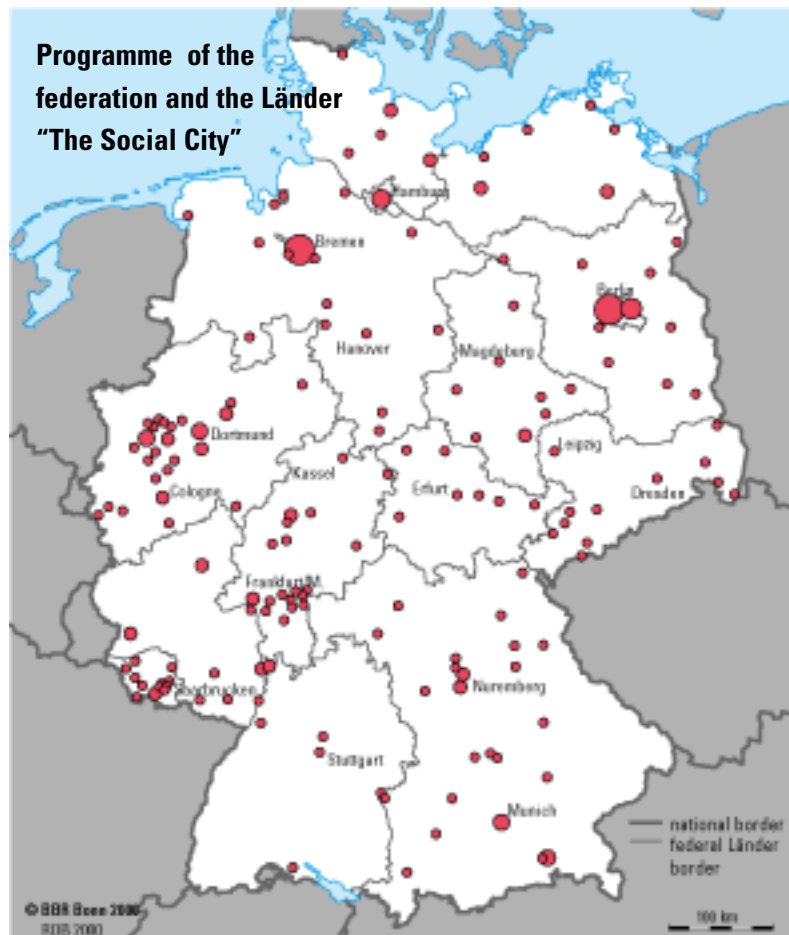
"Urban networks" are to promote this co-operation and strengthen the decentralised spatial and settlement structure in this way. In the framework of urban networks, cities and municipalities co-operate on a voluntary basis to become more efficient in concrete subject areas.

These subjects include the organisation of public administration, land use planning, business promotion, marketing and publi-

city, tourism, the application for promotion funds and the improvement of cultural and social offers.

### Strengthening the vitality of urban districts

Urban functions must also be secured with regard to their internal economic and social structure. Urban districts in which socially disadvantaged groups concentrate, which show undesirable urban developments and a lack of jobs need support in order to develop by mobilising their own strengths and resources. The programme of the federation and the Länder “The Social City” concentrates on financially supporting concepts, measures and initiatives dealing with these urban districts.



**Number of supported urban districts**



Database: Continuous Spatial Monitoring of the BBR

August 2000

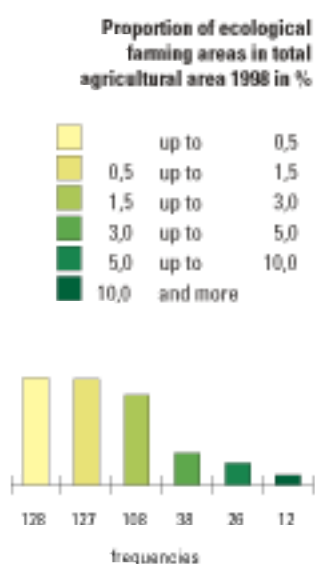
## Improving living opportunities in rural areas

The spatial planning goals of sustainable development and equivalent living conditions also require, in addition to the maintenance of urban functions, an improvement of the opportunities of people living in rural areas. Many rural regions have shown an extraordinarily positive development, since their employment structure has become more diverse and new firms of the manufacturing and service sectors have located there. In most cases the provision of infrastructure has also improved, and many places have seen new people moving in.

However, structurally weak rural regions also continue to exist, which lack industrial

jobs and important infrastructure facilities and which suffer from the continued out-migration of inhabitants and jobs. Spatial planning pays special attention to these rural regions.

The main objective of the strategies and measures to remove this structural weakness is the strengthening of economic power. Rural areas and hence the functioning of cultural landscapes will only be maintained if the people in these regions find employment. The extraordinarily heterogeneous preconditions must be considered in the development of action programmes, which have to be adjusted to the specific problem situations.



Database: AGDL, Continuous Spatial Monitoring of the BBR  
Counties, January 1<sup>st</sup>, 1998



### ◆ Supply provision in rural areas in concrete terms: neighbourhood shops

In 1995, the federal ministry responsible for spatial planning submitted the final report on the research project “Neighbourhood Shop 2000 as a Service Centre for Rural Areas”. The most important result of the demonstration project is that “under favourable conditions, neighbourhood shops can be operated profitably even in small municipalities with less than 1000 inhabitants”. The project was motivated by the fact that small municipalities below the level of lower-order centres are increasingly losing basic services such as banks, post offices, food stores, etc. Against this background the concept “Neighbourhood Shop 2000” was developed and tested in twelve small municipalities since 1991.

On the whole, a positive conclusion was drawn after a three-year project period: “A neighbourhood shop consisting of a food store, a post office, a mail order agency, a lottery pool reception and the negotiation of smaller services can be profitably managed for a catchment area of approximately 700 persons without relying on public funding”. But the profitability of neighbourhood shops depends on certain criteria. The most important prerequisites are the offer of a full assortment of groceries on a retail area of at least 120m<sup>2</sup>, the guaranteed supply by a wholesaler and a very flexible and committed operator.

In many rural areas the unspoiled nature, high environmental quality and attractive landscapes constitute potentials for recreation and tourism close to nature.

Economic development perspectives therefore frequently lie in the promotion of “soft” tourism, which combines extensive and environment-friendly agriculture, landscape conservation, cultural and leisure activities. To support these developments, but also to generally improve the differentiation of the economic structure, the Federal Government and the Länder promote private investment, especially by small and medium-sized businesses, and finance measures for the improvement of the economy-oriented infrastructure.

For many regions, organic farming opens new horizons, as there is an increasing demand for organically grown products. This form of agriculture is compatible with offers of tourism and even promotes them. Measures which aim at strengthening the economic potential of organic farming will have to emphasise the direct marketing of regional products.

In areas with intensive agriculture, a transformation and an adaptation from the one-sided cultivation systems to the natural preconditions of the locations is necessary in order to reduce environmental impairments. These regions of intensive agriculture also have to be provided with a minimum amount of ecological compensation areas. The natural attractiveness of the landscape must be restored by re-introducing natural elements such as trees, hedges, meadows and brooks.

The maintenance of a minimum supply of basic services is also necessary to improve living conditions in rural areas. In view of the concentration process and new enterprise forms in retailing and in parts of the service sector, this goal can only be attained if new organisational approaches which are mobile or bring together several suppliers, such as neighbourhood stores or mobile services (“services on wheels”), can be established.

## Developing infrastructure

The supply of infrastructure is the key to securing the international competitiveness of German locations. A mixture of “hard” economy-oriented infrastructures such as transportation systems, energy and communication connections and “soft” factors such as environmental quality, cultural offers, the provision with services and welfare facilities will be a decisive locational advantage. It is the task of spatial planning policy to co-ordinate the sector policies for transportation, the economy, the environment and social affairs in such a way that these locational prerequisites can develop.

A good transportation infrastructure is of outstanding importance for Germany's competitiveness. The development of the road, rail, and air network in all regions will therefore continue to have a high political priority, as in the past years. Between 1991 and 1998 approximately 173 billion DM were invested in the development of traffic connections. Between 1999 and 2002, a total of 76 billion DM will be invested in the framework of the “Transportation Projects German Unity” and the “Anti-Congestion Programme”. Spatial planning goals rate highly in the revision of the “Federal Transport Infrastructure and Investment Plan”, in which medium-term investments in the development of transportation infrastructure are laid down.

At the same time, an important goal of spatial planning is the reduction of motor vehicle traffic and the shift of transportation from roads to railways, which is more environment-friendly. Especially in the cities and agglomeration areas, the strain arising from private motor traffic is so great that it cannot be managed by a further development of the road network. Bans or financial restrictions will not change this situation fundamentally.



Therefore the transportation modes road, rail and water traffic must be co-ordinated more efficiently than in the past. An internationally co-ordinated high-speed rail network, which links the big centres and provides connections to other long-distance and regional traffic, will function as the backbone of the long-distance transportation network. Special attention must be paid to the intra-regional co-ordination of road and rail traffic, which is reflected, inter alia, by the continued promotion of the regionalisation of local public transportation.

### Spatial planning goals and demands on federal transport infrastructure and investment planning

1. **Distribution and development goals:**
  - Support of decentral concentration
  - Assuring good accessibility between all sub-areas
2. **Relief and displacement goals:**
  - Relief of agglomeration areas and corridors with high traffic congestion
  - Traffic displacement to environmentally acceptable transportation modes

## Governing and developing through actions

Changing framework conditions require new political instruments. A number of procedures and strategies have therefore been developed in recent years which supplement formal laws and plans as steering instruments of spatial planning. They mainly have a voluntary and informal character; they are implementation- and project-oriented and strengthen the moderating and designing role of spatial planning. The Federal Government and the Länder promote these new procedures

and strategies particularly through the “Demonstration Projects of Spatial Planning”, which are intended to support regional development initiatives. These demonstration projects achieve their effects desired by spatial planning by generating “good examples” and stimulating imitation in everyday practice.

Demonstration projects concentrate on new approaches of spatial planning such as regional conferences, renewal and development areas, urban networks and the competition “Regions of the Future”. Their common characteristic is the promotion of regional co-operation in order to strengthen the region as an action platform for an efficient future spatial development. Local agencies, which know the problems best and are directly affected by the results of the activities, must clarify collectively what local relevance the models of spatial planning have for them and which points of departure for joint action exist.

### Regional conferences

The focusing of local strengths and a common project management are becoming increasingly important for the realisation of regional development goals. They are to be supported by the preparation of regional development concepts and by spatial planning conferences. Intra-regional co-operation is strengthened in this way. In this context, new tasks for regional planning arise: It moderates between the different protagonists and co-ordinates their spatially effective activities in projects. In recent years, the Federal Government has promoted several regional conferences as demonstration projects of spatial planning. Regional development concepts and spatial planning conferences have proven to be effective in producing a broad regional consensus on development goals and measures.



Federal programme: Demonstration Projects of Spatial Planning



Database: Continuous Spatial Monitoring of the BBR

## Regional renewal and development areas

The renewal of areas in which the environment has been particularly strained by industry must be an important matter of concern for spatial planning policy. The elimination of the damage is a prerequisite to making these areas attractive for people and businesses. Therefore new integrated spatial planning methods and instruments are developed and tested in demonstration projects of spatial planning in order to restore former mining landscapes in the Harz and in the Ore Mountains as well as a former area of intensive agriculture.

## Urban networks

In urban networks the political bodies and administrations of the cities of a region co-operate. They are strengthened by their co-operation and thus become driving forces for the development of the entire region. The goal of urban networks is to agree on common projects and measures. The subjects of these co-operations are marketing and public relations, economic support, education, settlement development and land management, transportation and tourism. The urban networks regard their co-operation as being so successful that work is even continued after funding by the Federal Government has ended. In order to exchange their experiences, the networks have organised themselves in the “Forum Urban Networks”.

## The competition “Regions of the Future”

Competitions are a new spatial planning tool. They aim at providing incentives through competition, generating better, more innovative solutions, attracting wider public attention and supporting a quick dissemination of exemplary solutions.

The competition “Regions of the Future” was established in 1997. The regions were requested to devise innovative approaches for a sustainable spatial and settlement



## Urban network in concrete terms: the Urban Network EXPO-Region

The Urban Network EXPO-Region (see [www.expo-staedtenetz.de](http://www.expo-staedtenetz.de)) was established in 1995 and consists of the member cities Celle, Hanover, Hameln, Hildesheim, Nienburg, Peine and Stadthagen. The municipal association of Greater Hanover



is a co-optive member of the urban network. As a result of the location of the member cities in the so-called “second ring” around the greater Hanover area, the urban network has the chance to establish an intensive co-operation with the state capital Hanover and its wider surrounding area and to achieve a new regional understanding in connection with the discussion on the Hanover region. The Urban Network EXPO-Region consists of a steering committee, a working committee, five working groups, several project teams and an administrative office. The urban network is managed by the city of Celle.

The decision-making body is the working committee, which is composed of the heads of local authorities of the cities involved; the steering committee is the political body of the network.

The working groups deal with topics such as the promotion of regional economic development, locational marketing, sustainable development, transportation, culture, tourism and land management. In addition, temporary project groups deal with specific issues.

development. It was necessary in this context to integrate concepts and projects which, for example, aimed at economical, traffic-reducing land use, an improved protection of open spaces, more efficient energy flows or the promotion of environment-friendly businesses. The organisation of regional co-operation during the development of the concepts was also important, since many problems can only be solved mutually within the region and the opportunities for a sustainable development can only be realised collectively. Besides public agencies, private participants should also be increasingly involved. The first measures were implemented in the year 2000.

By giving an award to the best regions, the Federal Minister of Transport, Building and Housing brought the competition “Regions

### Example: Regions of the Future

#### Greater Brunswick Area - the network region

In the framework of the federal competition "Regions of the Future", the Brunswick region has installed, in co-operation with many project supporters and partners, eight regional core projects with 16 sub-projects to support a sustainable regional development. At the beginning of July 2000, these projects were presented successfully at the Global Conference on the Urban Future URBAN 21 in Berlin. Outstanding features of the competition process were the growing degree of concreteness of the regional projects and the continuously increasing participation of the agencies and the general public. At the beginning of the federal competition, the Brunswick region was able to draw on an extensive catalogue of sustainable spatial development objectives - the 1995 Regional Policy Programme. In the framework of the competition "Regions of the Future", the objectives of the regional policy programme were filled with life, and formerly isolated local projects could be integrated on a regional basis. The region has focused its competence particularly in the areas of material flow management and land management. The project "Land Management as an Instrument for Sustainable Groundwater Protection" is an example of this. The project is composed of water-preserving cultivation methods in the region's water conservation areas as well as the support of the cultivation of crops which do not need intensive fertilisation and their commercial exploitation.



In addition to having networks on certain topics, the eight core projects and their sub-projects were linked through regional participation structures. The joint authority "Greater Brunswick Area", which operates as the regional planning authority, is the initiator and regional administrative office for this process. Valuable co-operation between public administration and the private sector was initiated at the project level, and new projects which are particularly important for sustainable development were pushed forward.

of the Future" competition to a conclusion at the Global Conference on the Urban Future "URBAN 21" in Berlin in July 2000. The promotion of regional Agenda processes which point the way ahead in the form of demonstration projects, is, however, being continued with the objective of their optimisation and continuity.

## Promoting European Co-operation

In a united Europe, trans-border and trans-national co-operation is becoming ever more important for the realisation of spatial planning goals.

### Trans-border co-operation

Today the border regions themselves advance trans-border co-operation in so-called Euregios or Euroregions. They were established during the 1960's and 1970's at Germany's borders with the Netherlands, France and Switzerland; during the 1990's the Euroregions at the borders with Poland, the Czech Republic and Austria were added.

Euroregions make an important contribution to the equalisation of living conditions in the border regions. They devise models and goals for the spatial development of the border area and establish mutual sectoral development plans, for instance for transportation, tourism or open areas. They agree on projects to realise the goals and establish action plans for the trans-border region, which serve as a basis for financial support within the framework of the EU Community Initiative INTERREG II A.

Euregios are no new administrative levels but rather forums in which the border regions agree on mutual problems, development concepts and measures. In most cases, the measures for the realisation of trans-border plans and projects continue to be realised by the state, by municipal authorities or by private agencies in the individual member states.





Projects are being developed which convincingly demonstrate the value of trans-national co-operation. Priority is given to projects which are expected to be advantageous for all partners. These include planning activities, the exchange of experience, feasibility studies and the establishment of networks. Co-operation promotes understanding for different legal, administrative and planning systems, and it stimulates the collaboration of businesses, public authorities, associations and administrative units.

Germany is involved in five INTERREG II C co-operation programmes:

- in the Baltic Sea area
- in the Central and Southeast European area (CADSES)
- in the North Sea area
- in the Northwest European metropolitan area and in
- the programme region "Preventive Flood Protection Rhine/Meuse".

The Federal Government is promoting the activities of the respective regions by supporting projects and measures in the framework of the programme "Demonstration Projects of Spatial Planning".

In the future, trans-national co-operation will continue with INTERREG III B. In this context, the collaboration with non-member states which are willing to join the EU is to be expanded in order to improve the conditions for their integration.

### Trans-national co-operation in the Baltic Sea Area



The Baltic Sea Area is characterised by considerable disparities between the member states of the European Union and the countries in transition, by a strong decline in industrial and agricultural production in the transition countries and by increasing conflicts between economic development, nature conservation as well as the management of natural resources. On the other hand, the Baltic Sea Area also shows strong economic growth accompanied by great structural changes and a strong social and cultural cohesion. The littoral states of the Baltic Sea agreed on spatial development models already in 1994 in the document "Vision and Strategies around the Baltic Sea 2010". In the framework of the EC-initiative INTERREG II C, it is now a priority to convert these objectives into concrete trans-national projects.

## Federal Regional Planning Act

of 18 August 1997 (Federal Law Gazette I p. 2081, 2102)

amended by Article 3 of the federal law of 15 December 1997 (Federal Law Gazette I p. 2902, 2903)

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#### Subdivision 1

#### General Provisions

#### Section 1: Task and Overall Concept of Regional Planning

- (1) The entire territory of the Federal Republic of Germany and the regions of which it is made up shall be developed, organized and protected by integrative general regional plans and the harmonizing of regionally significant plans and measures. In so doing
  1. differing requirements to be met by the area shall be harmonized and conflicts arising at the respective planning level shall be resolved;
  2. provision shall be made for individual functions of an area and individual land uses.
- (2) The overall concept of the task laid down in subsection 1 is that of sustainable regional development which will bring the social and economic demands made on an area into line with its ecological functions and result in a stable order which will be well-balanced on a large scale. In so doing
  1. the right to self-fulfilment within the community and with responsibility to future generations shall be ensured,
  2. the natural resources shall be protected and developed,
  3. the locational prerequisites for economic developments shall be created,
  4. land use possibilities shall be kept open in the long term
  5. the characteristic diversity of individual regions shall be enhanced;
  6. similar standards of living shall be established in all regions,
  7. the regional and structural imbalances between the territories which had been separated prior to German unification shall be eliminated,
  8. the regional prerequisites for achieving cohesion within the European Community and on a wider European scale shall be established.

- (3) The development, organization and protection of the individual regions shall match the conditions and requirements of the territory as a whole; the development, organization and protection of the territory as a whole shall allow for the conditions and requirements of its individual regions (principle of countervailing influence).

#### Section 2: Principles of Regional Planning

- (1) The principles of regional planning shall be applied in the sense of the overall concept of sustainable regional development in accordance with section 1, subsection 2.
- (2) Regional planning shall be governed by the following principles:
  1. A well-balanced system of settlements and open spaces shall be developed in the entire territory of the Federal Republic of Germany. Provision shall be made to maintain a functioning ecosystem in built-up and non-built-up areas. Efforts shall be made to establish balanced economic, infrastructural, social, ecological and cultural conditions in the respective regions.
  2. The decentralized settlement structure of the territory as a whole with its large number of well-functioning centers and city regions shall be maintained. Building activities shall be concentrated in certain areas with a view to establishing a system of functioning central places. The re-use of derelict settlement areas shall be given priority over the use of open spaces.
  3. The large-scale and integrative system of open spaces shall be maintained and improved. The importance of open spaces for productive land use, the water balance, fauna and flora and for the climate shall be guaranteed or their function restored. Provision shall be made for economic and social uses of open spaces by taking into consideration their ecological functions.
  4. The infrastructure shall be harmonized with the system of settlements and open spaces. The local population shall be provided with basic technical infrastructure installations covering public utilities and disposal facilities for the entire area. Social infrastructure facilities shall be concentrated primarily in central places.
  5. Agglomerations shall be established as residential, production and service centers. The development of settlements shall be governed by the objective of establishing an integrated transport system and making provision for open spaces. The attractiveness of public passenger transport shall be enhanced by developing integrated transport systems and establishing functioning interfaces. Green belts shall be maintained and integrated as elements of a network of open spaces. Adverse environmental effects shall be reduced.
  6. Rural areas shall be developed as independent residential and economic areas. A balanced population structure shall be promoted. The central places of rural areas shall be supported in their task as promoters of regional development. The ecological functions of the rural areas shall also be maintained with a view to their importance for the entire territory.
  7. In areas where the overall standards of living lag far behind the federal average or where this is to be feared (underdeveloped areas), the preconditions for development shall be improved as a matter of priority. The latter particularly include sufficient and high-quality training and employment opportunities and improvement of environmental conditions and infrastructure facilities.
  8. Provision shall be made for the protection, conservation and development of the natural surroundings and landscape including water bodies and forests, taking into account the requirements of the biotope network. Natural resources, particularly water and soil, shall be used sparingly and carefully; groundwater resources shall be protected. Any impairment of the ecosystem shall be compensated for. If land is no longer used on a permanent basis, the productivity of the soil shall be maintained or restored. In the protection and development of the ecological functions and uses relating to the countryside, the respective interactions shall also be taken into account. Provision shall be made for preventive flood protection on the coasts and in the interior of the country, in the interior mainly by protecting or restoring meadows, retention areas and areas which are in danger of being flooded. Provision shall be made for the protection of the public against noise and for air pollution control.
  9. Efforts shall be made to establish a well-balanced economic structure which will be competitive in the long term and to offer a variety of adequate job and training opportunities. As far as necessary, sufficiently large areas shall be reserved for improving the locational conditions for economic development, infrastructure facilities closely concerned with industry shall be expanded and the attractiveness of the locations enhanced. Areas shall also be reserved for the precautionary protection and systematic prospecting and extraction of site-specific raw materials.
  10. Certain areas shall also be reserved and protected for the agricultural sector to develop as an efficient and competitive sector of the economy based on a family farm structure, cooperating with an efficient and sustainable forestry sector in the protection of natural resources and in the preservation and shaping of the natural surroundings and countryside. Site-specific agriculture shall be protected; sufficiently large areas of land used for agricultural and forestry purposes shall be maintained. Efforts shall be made to achieve a balanced ratio of land used for agriculture to land used for forestry within the regions.
  11. The housing requirements of the population shall be taken into account. Care shall be taken to provide for the independent development of the Communes in the housing sector. When areas

are established where jobs are to be created, the probable resulting housing needs shall be taken into consideration, encouraging the allocation of these areas to residential areas in a suitable manner.

12. Easy access between all regions by passenger and goods transport shall be ensured. The prerequisites for transferring traffic to more environmentally compatible means of transport such as rail and inland waterways shall be improved, particularly in areas and corridors with a high traffic density. By allocating and mixing the various land uses, settlement development shall be influenced in such a way that the traffic load is reduced and a higher volume of traffic is avoided.
  13. Historical and cultural relationships and regional affiliations shall be maintained; the characteristic features and the cultural and natural monuments of evolved cultural landscapes shall be preserved.
  14. Provision shall be made for areas and locations suitable for leisure in natural surroundings and in the countryside and for recreational and sports activities.
  15. Provision shall be made for the reservation of land required for civil and military defense purposes
- (3) The Laender may establish additional regional planning principles, in so far as these are not contradictory to subsection 2 and section 1; this also applies to principles included in regional plans.

### Section 3: Definitions

Within the meaning of this law

1. Regional planning requirements:  
are regional planning objectives, principles and other regional planning requirements.
2. Regional planning objectives:  
are prescribed standards in the form of texts or drawings in regional plans which are governed by or can be reconstructed on the basis of area-specific or functional features and which have been finally decided upon by state authorities responsible for regional or subregional planning in the individual Laender; they serve to develop, organize and protect the respective areas.
3. Regional planning principles:  
are general statements concerning the development, organization and protection of areas defined in or in accordance with section 2 as standards to be complied with in subsequent judgements and discretionary decisions.
4. Additional regional planning requirements:  
are regional planning objectives in the process of being established, results of formal regional planning procedures of a Land such as the Regional Impact Assessment Procedures and the opinion of a Land on regional planning procedures.
5. Public authorities:  
are federal agencies and agencies of a Land, local authorities, special administrative agencies of the Federal Government or those controlled by a Land, public institutions and foundations.
6. Regionally significant plans and measures:  
are plans including the regional plans, projects and other measures by means of which land is used or the regional development or function of an area is influenced, including the use of earmarked public funds.
7. Regional plans:  
are the regional plans for the territory of a Land in accordance with section 8 and the plans for individual regions of the Laender (subregional plans) in accordance with section 9.

### Section 4: Binding Effects of the Requirements of Regional Planning

- (1) Regional planning objectives shall be observed by public authorities in regionally significant plans and measures. This shall also apply to
  1. authorizations, plan approvals and other official decisions on the permissibility of regionally significant measures taken by public authorities,
  2. plan approvals and authorizations with the legal effect of an official approval of a plan concerning the permissibility of regionally significant measures taken by legal persons or entities under private law.
- (2) The principles and other requirements of regional planning are to be observed by public authorities in regionally significant plans and measures in accordance with subsection 1 when balancing conflicting interests or when using their discretion in accordance with the applicable regulations.
- (3) Subsection 1, sentences 1 and 2, paragraph 1 and subsection 2 shall apply mutatis mutandis to

regionally significant plans and measures of legal persons or entities under private law performing public functions if

1. public authorities have a majority interest in them or
2. the plans and measures are mainly financed with public funds.
- (4) Authorizations, plan approvals and other official decisions on the permissibility of regionally significant measures taken by legal persons or entities under private law shall meet the requirements of regional planning in accordance with the applicable regulations governing such decisions. Subsection 1, sentence 2, paragraph 2 shall remain unaffected. Authorizations of the construction and operation of a publicly accessible waste disposal facility by legal persons or entities under private law as required by the Federal Immission Control Act shall satisfy regional planning requirements.
- (5) Further binding effects of regional planning requirements laid down in sectoral laws shall remain unaffected.

#### **Section 5: Binding Effects of Special Construction Projects of the Federal Government**

- (1) For regionally significant plans and measures of federal authorities, other public authorities acting on behalf of the Federal Government, as well as legal persons or entities under private law performing public functions for the Federation in accordance with section 4, subsection 3,
  1. whose special public purpose requires a certain site or alignment or
  2. which are to be implemented on land claimed under the Land Procurement Act or the Restricted Areas Act or
  3. which will be subject to a decision in accordance with the Federal Highways Act, the General Railways Act, the Magnetic Levitation Train Planning Act, the Federal Waterways Act, the Air Traffic Act, the Atomic Energy Act or the Passenger Transportation Act, the binding effect of the regional planning objectives in accordance with section 4, subsection 1 or 3, shall apply only if
    - a) the competent authority or person has been involved in accordance with section 7, subsection 5,
    - b) the parties involved failed to reach an agreement in the procedure in accordance with subsection 2, and
    - c) the authority or person has failed to lodge an objection within two months following notification of the legally binding objective.
- (2) If an authority or person in accordance with subsection 1 claims a conflict of public interests with a regional planning objective currently being prepared, which under the conditions of subsection 3 would give the right to object, the planning authority and the authority or person involved shall endeavor to reach a satisfactory solution within three months in cooperation with the supreme regional planning authority at Land level, the Federal Ministry for Regional Planning, and the appropriate Federal Ministry.
- (3) The objection in accordance with subsection 1 shall set aside the binding effect of the regional planning objective on the authority or person objecting if
  1. it is based on faulty balancing of interests or
  2. it is not consistent with the purpose of the project and the project cannot be carried out on any othersuitable piece of land.
- (4) If a change in the state of affairs calls for deviation from regional planning objectives, the public authority or person responsible in accordance with subsection 1 may, with the consent of the next higher authority, subsequently lodge an objection under the conditions of subsection 3 within a reasonable period of time, but not later than six months after gaining knowledge of the changed state of affairs. If as a result of this subsequent objection the regional plan has to be modified, supplemented or revoked, the public authority or person objecting shall bear the accruing costs.

#### Subdivision 2

Regional Planning at Land Level, Authority to Issue Ordinances

#### **Section 6: Legal Basis of the Laender**

The Laender issue statutory provisions governing regional planning in their own territory (Land development) within the limits imposed by sections 7 to 16. Further detailed provisions of Land law are permissible provided that they are consistent with sections 7 to 16.

#### **Section 7: General Provisions on Regional Plans**

- (1) The principles of regional planning shall be put into concrete terms in regional plans in accordance with the overall concept and the principle of countervailing influence pursuant to

section 1, subsections 2 and 3, for the respective planning area and for a regular medium term. Spatially and sectorally limited plans may be prepared. Objectives of regional planning shall be clearly identified as such in regional plans.

- (2) Regional plans should contain specifications concerning the spatial structure, especially with respect to:
1. the desired settlement structure; this may include
    - a) spatial order categories,
    - b) central places,
    - c) special community functions such as growth points and overspill towns,
    - d) settlement developments,
    - e) development axes,
  2. the desired open space structure; this may include
    - a) interregionally significant open spaces and their protection,
    - b) uses of open space, such as sites designed to safeguard supplies of and systematically search for and extract location-specific raw materials,
    - c) redevelopment and development of spatial functions,
  3. the desired infrastructure locations and routes; these may include
    - a) the traffic infrastructure and installations for transfer of goods,
    - b) public utility and waste disposal infrastructure.

Stipulations in accordance with sentence 1, paragraph 2, may also establish the need to compensate for, make good or limit unavoidable damage to the ecological balance or the countryside in this area elsewhere.

- (3) Regional plans should also contain those stipulations concerning regionally significant plans and measures of public authorities and legal persons and entities under private law in accordance with section 4, subsection 3, that are eligible for incorporation into regional plans and required under subsection 7 for coordinating claims on land and can be safeguarded by way of objectives or principles of regional planning. In addition to statements included in sector plans of traffic, water protection and immission control legislation, these mainly include:
1. regionally significant nature protection and countryside conservation requirements and measures in landscape programs and strategic landscape plans in accordance with the Federal Nature Conservation Act; regional plans may also serve as landscape programs and strategic landscape plans,
  2. regionally significant requirements and measures of overall forest plans in accordance with the Federal Forests Act,
  3. regionally significant requirements and measures of waste management planning in accordance with the Waste Avoidance, Recycling and Disposal Act,
  4. regionally significant requirements and measures of preliminary planning in accordance with the Act on the Joint Task of "Improvement of Agrarian Structure and Coastal Protection".
- (4) The stipulations in accordance with paragraphs 2 and 3 may also refer to areas
1. scheduled for certain regionally significant functions or uses, thus excluding other regionally significant uses in this area provided that they are inconsistent with the priority functions, uses or objectives of regional planning (priority areas),
  2. where special importance is attached to certain regionally significant functions or uses when balanced with competing regionally significant uses (reserve areas),
  3. suitable for certain regionally significant measures which are to be assessed within the scope of urban development in accordance with section 35 of the Federal Building Code and are prohibited in another location in the planning area (suitability areas).

Priority areas with respect to regionally significant uses may be established to have the simultaneous effect of suitability areas for regionally significant measures in accordance with sentence 1, paragraph 3.

- (5) Public authorities and legal persons or entities under private law shall be involved in the process of preparing regional planning objectives for which the obligation of compliance under section 4, subsection 1 or 3 is to be established.
- (6) It may be stipulated that the public has to be involved or given the opportunity to participate in the process of preparing regional plans.
- (7) When preparing regional plans, the principles of regional planning shall be duly weighed and fairly balanced. In doing so, further public and private interests shall be taken into consideration if they can be anticipated at the respective planning level and if they are of sufficient importance. At

the same time the conservation objectives or the protective purpose of areas of special community interest or European bird sanctuaries shall be taken into consideration within the meaning of the Federal Nature Conservation Act; where they may be considerably impaired, the provisions of the Federal Nature Conservation Act governing the permissibility or execution of such interventions as well as a request for an opinion of the Commission shall be applicable (examinations in accordance with the Directive on fauna, flora and habitat conservation).

- (8) A statement of reasons shall be added to the regional plans.

#### **Section 8: Regional Plan for the Territory of the Land**

- (1) For the territory of each individual Land a comprehensive, overriding plan shall be prepared. In the city states of Berlin, Bremen and Hamburg a land-use plan in accordance with section 5 of the Federal Building Code may serve as a plan in accordance with sentence 1; section 7 shall apply *mutatis mutandis*.
- (2) The regional plans of neighboring Laender shall be coordinated.

#### **Section 9: Subregional Plans**

- (1) Subregional plans shall be prepared in those Laender whose territories cover the spheres of influence of several central places of higher order. If existing spheres of influence, especially in urban agglomerations, require planning activities beyond the boundaries of a Land, the necessary measures such as joint subregional planning or joint informal planning shall be taken by mutual agreement.
- (2) Subregional plans shall be developed from the regional plan for the Land's own territory in accordance with section 8; section 4, subsection 1 shall remain unaffected. Land-use plans and the results of other urban development measures adopted by local authorities in accordance with section 1, subsection 3 are to be taken into consideration when balancing conflicting interests in accordance with section 7, subsection 7.
- (3) Subregional plans for neighboring planning areas shall be coordinated.
- (4) Where subregional planning is not performed by an amalgamation of local authorities and local authority unions forming standing conferences of local planning authorities, a requirement for local authorities and local authority unions or their amalgamations to participate in a formal procedure shall be provided for.
- (5) Further tasks may be assigned to the authorities responsible for subregional planning.
- (6) Where subregional planning is performed by an amalgamation of local authorities and local authority unions forming standing conferences of local planning authorities, a plan may, in urban agglomerations or other networks of interrelated spatial structures, simultaneously serve as a subregional plan and a joint land-use plan in accordance with section 204 of the Federal Building Code if it complies with the provisions adopted under Subdivision Two of this Act and the provisions of the Federal Building Code (subregional land-use plan). The specifications laid down in section 7, subsections 1 to 4 as well as the representations referred to in section 5 of the Federal Building Code shall be identified in these plans. Section 7, subsection 1, sentence 2 shall not apply as far as spatially limited plans are concerned.

#### **Section 10: Plan Maintenance**

- (1) In order to ensure plan maintenance, provisions shall be made for the relevance of a violation of the procedural and formal requirements applying to regional plans to be made contingent on the observance of a time limit for claims not exceeding a year after publication of the regional plan.
- (2) The relevance of a violation of procedural and formal requirements as well as of faults in assessment can be excluded particularly in the case of
  1. insufficient substantiation of the regional plan,
  2. faults in assessment that were neither obvious nor of any influence on the result of the assessment.
- (3) In the case of faults in assessment that are not irrelevant in accordance with subsection 2, paragraph 2, and that can be remedied through a supplementary procedure, it can be excluded that they will result in invalidity of the plan, the consequence being that the plan will have no binding effects until such faults have been remedied.

#### **Section 11: Procedure for Deviation from Objectives**

Procedure for Deviation from Objectives Deviation from a regional planning objective shall be possible under a special procedure if the deviation is justifiable from the point of view of regional planning and if the planning essentials are not affected. Provisions shall be made for the entitlement to submit such



applications to rest primarily with the public authorities and individuals in accordance with section 5, subsection 1, as well as with those local authorities that are obliged to comply with the objective of regional planning.

#### **Section 12: Prohibition of Plans and Measures Conflicting with the Principles of Regional Planning**

- (1) Provisions shall be made for the prohibition of regionally significant plans and measures covered by the binding effects of the objectives of regional planning in accordance with section 4, subsections 1 and 3:
  1. for an unlimited period of time if they conflict with objectives of regional planning,
  2. for a limited period of time if it is to be feared that the realization of objectives of regional planning that are currently being prepared, amended, supplemented or revoked would be rendered impossible or significantly impeded.
- (2) Official decisions about the permissibility of regionally significant measures on the part of persons or entities under private law can also include a prohibition for a limited period of time in the cases listed in subsection 1, sentence 1, paragraph 2 if the objectives of regional planning are of legal relevance to the approval of such a measure in accordance with section 4, subsections 4 and 5.
- (3) Objections to and action for rescission of a prohibition have no suspensive effect.
- (4) Prohibition for a limited period of time shall not exceed two years.

#### **Section 13: Realization of the Regional Plans**

The authorities responsible for regional planning at state and subregional levels shall work towards the implementation of the regional plans. They shall further cooperation between the public authorities and persons or entities under private law responsible for the realization of regional planning. This can, above all, be realized through development concepts for individual regions which recommend and coordinate regionally significant plans and measures (subregional development concepts).

Cooperation between local authorities must be supported in order to promote developments in individual regions (town networks). Contractual agreements can be concluded for the preparation and realization of the regional plans.

#### **Section 14: Coordination of Regionally Significant Plans and Measures**

Provisions shall be made to obligate public authorities and persons or entities under private law in accordance with section 4, subsection 3 to harmonize and coordinate their regionally significant plans and measures. Rules shall be laid down with regard to the contents and scope of their obligation to notify and inform one another of intended plans and measures with significant regional effects as well as with regard to the participation of the authorities responsible for regional planning in such harmonization.

#### **Section 15: Regional Impact Assessment Procedures**

- (1) Regionally significant plans and measures shall be harmonized with each other as well as coordinated with the requirements of regional policy under a special procedure (regional impact assessment procedure). The regional impact assessment procedure assesses
  1. whether regionally significant plans or measures are in accordance with the requirements of regional policy,
  2. in which way regionally significant plans and measures can be harmonized with each other or carried out under the provisions of regional policy (regional impact assessment).

The regional impact assessment procedure shall assess the regionally significant impact of the plan or measure on the issues mentioned in the principles of section 2, subsection 2 taking supralocal criteria into consideration. The assessment in accordance with sentence 2 shall include evaluation of the locational or route alternatives introduced by the body that is responsible for the plan or measure.

- (2) A regional impact assessment procedure can be waived if the regional impact of the plan or measure has already been sufficiently assessed on other grounds within the regional planning procedure; this shall apply, in particular, if the plan or measure
  1. corresponds to or conflicts with the objectives of regional planning or
  2. corresponds to or conflicts with the statements or determinations of a land-use plan (Flächennutzungsplan) or a binding construction plan (Bebauungsplan) in accordance with the provisions of the Federal Building Code and adapted to the objectives of regional planning, and if the permissibility of that plan or measure is not governed by a plan approval procedure or other procedure with the legal effects of official approval of plans for regionally significant projects or

3. has been determined in another statutory harmonization procedure with the participation of the authority responsible for regional planning at Land level.
- (3) Provisions shall be made regarding the gathering of the necessary information on the plan or measure, while the procedural records shall be confined to that information which is necessary to permit an assessment of the regionally significant effects of the project.
- (4) Provisions shall be made for the public authorities to be informed and allowed to participate in the planning. In the case of regionally significant plans and measures of the federal public authorities, of other public authorities that act under the direction of the Federal Government as well as of persons or entities under private law in accordance with section 5, subsection 1, provisions shall be made for the decision regarding initiation of a regional impact assessment procedure to be made in consultation with the competent authority or person.
- (5) In the case of military defense plans and measures with regional effects the competent Federal ministry or the agencies it appoints shall decide about the type and scope of the information required for the plan or measure; in the case of civil defense plans and measures with regional effects, the competent authority shall make that decision.
- (6) Provisions can be made for the participation of the public in carrying out a regional impact assessment procedure. In the case of regionally significant plans and measures in accordance with section 5, the authorities mentioned therein shall decide whether and to what extent the public will participate.
- (7) A decision about the necessity for a regional impact assessment procedure shall be made within a period of time not exceeding 4 weeks after submission of the required documents. The regional impact assessment procedure shall be concluded within a period of time not exceeding 6 months after receipt of the complete documents.
- (8) The obligation to carry out a regional impact assessment procedure shall not apply to the Laender Berlin, Bremen and Hamburg. If those Laender, individually or jointly with other Laender, create a statutory basis for regional impact assessment procedures, subsections 1 to 7 shall apply.

#### **Section 16: Transfrontier Coordination of Regionally Significant Plans and Measures**

Regionally significant plans and measures that may have substantial impact on neighboring countries shall be coordinated with the neighboring countries affected in accordance with the principles of reciprocity and equivalence.

#### **Section 17: Authorization to Issue Ordinances**

- (1) Provisions shall be made by the Laender for
  1. the definitions to be contained in regional plans as mentioned in section 7, subsection 2, and
  2. the plan notations required for this to be used in the same meaning and form as laid down in an ordinance issued by the competent Federal Ministry for Regional Planning, Building and Urban Development with the approval of the Bundesrat.
- (2) By way of ordinance and with the approval of the Bundesrat, the Federal Government shall stipulate for which plans and measures a regional impact assessment procedure is to be carried out, in so far as the respective plan/measure is regionally significant and has a supralocal impact.

#### Subdivision 3

##### Regional Planning at Federal Level

#### **Section 18: Regional Planning carried out by the Federation**

- (1) Without prejudice to the tasks and responsibilities of the Laender, the competent Federal Ministry for Regional Planning, Building and Urban Development shall work towards the implementation of the principles of regional planning in accordance with section 2, subsection 2, subject to the provisions of the overall concept and the principle of countervailing influence in accordance with section 1, subsections 2 and 3. On the basis of the regional plans and in cooperation with the supreme Laender authorities responsible for regional planning, it shall primarily develop concepts for the regional development of the national territory and covering matters transcending individual Laender thus providing a basis for the coordination of regionally significant plans and measures between the Federal Government and the European Union, subject to the applicable provisions.
- (2) The Federal Government, in cooperation with the Laender, shall participate in regional policy within the European Union and in the wider European territory.
- (3) The Federal Government and the Laender shall work closely together in transfrontier cooperation with neighboring countries in the field of regional policy.
- (4) The Federal Government shall endeavor to ensure that the persons or entities under private law in which it participates comply with the overall concept set out in section 1, subsection 2, and the

principles set out in section 2, subsection 2, and that they observe the objectives of regional planning in the execution of their tasks in connection with regionally significant plans and measures,

- (5) The Federal Office for Building and Regional Planning maintains an information system on regional development within the federal territory. It continuously assesses, interprets and evaluates the general state of regional development and any changes in it as well as the consequences of such changes. The competent Federal Ministry for Regional Planning, Building and Urban Development makes the results of the information system available to the Laender.

#### **Section 19: Exchange of Information and Joint Consultation**

- (1) The Federal public authorities and the persons or entities under private law in accordance with section 5, subsection 1 are obliged to provide the Federal Ministry responsible for Regional Planning with the required information on regionally significant plans and measures. The Federal Ministry responsible for Regional Planning shall inform the supreme Laender authorities responsible for regional planning as well as the persons or entities under private law in accordance with section 5, subsection 1 about those regionally significant plans and measures of the federal public authorities that are of substantial importance.
- (2) The supreme Laender authorities responsible for regional planning shall inform the Federal Ministry responsible for Regional Planning about:
  1. the regional plans that are to be or have been prepared in their respective Laender, and
  2. other significant measures and decisions with regard to regional planning that are to be/have already been taken.
- (3) The Federal Government and the Laender are obligated to provide each other with all the information that is necessary to perform the tasks of regional planning.
- (4) Fundamental regional planning issues as well as controversial issues shall be dealt with in joint consultation between the Federal Ministry responsible for Regional Planning and the supreme Laender authorities responsible for regional planning. These include, in particular:
  1. regional development concepts in accordance with section 18, subsection 1,
  2. issues regarding regional policy within the European Union and the wider European territory in accordance with section 18, subsection 2,
  3. fundamental issues of transfrontier cooperation on regional policy issues in accordance with section 18, subsection 3,
  4. controversial issues regarding coordination of regionally significant plans and measures in accordance with section 14,
  5. controversial issues regarding the impact of the realization of regional policy requirements in neighboring Laender and within the Federal territory as a whole.

#### **Section 20: Advisory Council on Regional Planning**

- (1) An advisory council shall be set up at the Federal Ministry responsible for Regional Planning. Its task shall be to advise the Federal Ministry on fundamental regional policy issues.
- (2) By appointment of the Federal Ministry for Regional Planning, Building and Urban Development, in consultation with the competent local authority associations, the Council shall be made up of experts from the fields of science, regional planning at Laender level, urban development, trade and industry, agriculture and forestry, protection of nature and landscape conservation, from employers' and employees' associations as well as from sports federations, along with local authority representatives.

#### **Section 21: Regional Planning Reports**

At regular intervals the Federal Office for Building and Regional Planning shall submit reports to the Federal Ministry responsible for Regional Planning to be presented to the German Bundestag and state

1. the facts on which to base regional development within the federal territory (regional survey, development trends),
2. the regionally significant plans and measures that have been or are to be realized within the scope of the regional development objectives,
3. how the regionally significant plans and measures of the Federal Government and the European Union are distributed throughout the federal territory,
4. the impact of the policy of the European Union on the regional development of the federal territory.

#### Subdivision 4

#### Transitional and Concluding Provisions

##### **Section 22: Adaptation of Land Law**

The obligation of the Laender in accordance with Article 75, paragraph 3 of the Basic Law shall be fulfilled within four years of entry into force of this Act

##### **Section 23: Transitional Provisions**

- (1) If steps were taken to initiate, prepare, amend, supplement or rescind a regionally significant plan or measure before 1 January 1998, the provisions of the Federal Regional Planning Act prior to amendment shall be applicable.
- (2) Pending creation of a statutory basis, deviations from the objectives of regional planning in accordance with section 11 may, in individual cases, be permitted by the Land authority responsible for regional planning in agreement with the specialized authorities responsible and in consultation with the local authorities affected.

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