This brochure gives a translation of the background information on the Berlin Land Use Plan (Revised Edition Nov. 2009) and of the explanation of signs. The German language original of the brochure contains a copy of the Land Use Plan to the scale of 1:50,000.
1. Perspectives for Berlin

The Land Use Plan for Berlin has to be adapted continuously to changing circumstances and requirements and to seek up-to-date planning solutions. Demographic change, social segregation between different parts of the city, a limited public budget and the competition with other metropolitan areas call for an ongoing review of planning objectives. The Land Use Plan for Berlin is, therefore, brought up to date on a regular basis by modifications to the plan.

New strategies and policies for sustainable development are necessary to make the capital region fit for the future. The special advantages of the city and the region need to be communicated and utilised as stimuli for development. These include an excellent academic and research environment, a flexible and innovative economy, a rich and diverse cultural scene, and the unique position of a capital city.

Sustainable and climate-friendly development
Planning strategies for Berlin follow the guiding principles of an integrated and sustainable development in line with other European cities. To safeguard an environment fit for human habitation, to protect and to develop the natural resources, to avoid unnecessary land utilisation, to give precedence to interior development, to safeguard ecologically and climatically important areas susceptible to disturbances, and to avoid unnecessary traffic – these are major objectives of the development strategy for the city. In addition, the strategy aims for a strong inner city as a place for living and working, with the mixture of housing, employment opportunities, cultural activities and recreational facilities, which is characteristic for Berlin.

Housing supply and demographic change
While population figures remain more or less stable, Berlin will in the medium term be confronted with the consequences of demographic change. The city is still attracting young people, but the structure of the population is changing; the urban community is becoming older and more international. Both trends require an adaptation of previous planning strategies (Concept for Demographic Change, 2009). It is becoming increasingly important to stabilise certain city quarters, to provide housing for new types of demand, and to upgrade different urban areas according to their respective shortcomings.
New concepts have to be tried out, e.g., for the support of multi-generation housing and of private building co-operatives.

Towards a socially balanced city
The necessity to deal with social problems and imbalances constitutes a new major responsibility for city politics. Some of the 19th century quarters on the edges of the inner city and some large peripheral housing estates are particularly affected by problems of social segregation and depreciation. Various programmes and projects have been initiated to improve the chances for participation in all aspects of society for the inhabitants of disadvantaged quarters. These programmes are supported by building investment to upgrade the afflicted areas. The ‘Strategy for Social City Development’ formulates a city-wide basis for interdepartmental social planning and action.

Developing an economic profile
Economic development is a major concern for the city. The place of former large industries in the local economy has in recent years been taken up by small to medium-sized enterprises. The attraction of modern and efficient industrial productions to the city, as a basis for a growing number of services to industries, remains a major policy objective.

The promotion of education, science, and research, of the media industry and of cultural activities will be concentrated in a number of strategic development areas, which are of prime importance for the economic profile and the external presentation of the city. The development of science and research centres in Adlershof and Buch, the creation of networks between scientific research and economic activities and the attraction of new enterprises in these fields are expected to contribute to sustainable growth. The south-eastern development corridor leading up to the new international airport is becoming increasingly important in this respect.

Strengthening the urban centres
As the dynamic development of the retail sector continues, the total amount of shopping floor space is still growing. Planning strategies are needed to strengthen and develop the existing urban centres, to integrate large-scale retail projects into the urban fabric and to ensure that shopping facilities remain accessible for the less mobile population.

High quality open spaces
An environmentally sensible and sustainable form of development will protect and enhance the qualities of Berlin as a green city. To upgrade existing large parklands, to provide sufficient open spaces in the densely built-up inner city and to provide green linkages between new and existing open spaces are primary tasks in this field.

Spatial development as a management task
Because of limited financial resources the public sector has to re-examine its former role as an active participant in development schemes in favour of encouraging private investment. Priority will be given to important lead projects with a view to get a self-supporting area development going through carefully targeted key investments. Interim uses can contribute to develop a profile for new locations.
2. Focal points for city development

Within the context of changing functions and new fields of action for planning politics, some lead projects and major development propositions are given priority because of their particular importance for the future of Berlin. They will change the structure and the appearance of the city and are expected to act as a driving force for economic and spatial development.

The international airport BBI as a lead project
The new international airport Berlin-Brandenburg International (BBI) is the most important project in the capital region. It makes Berlin and Brandenburg better accessible in a globalised world. At the same time, it serves as an important economic stimulus for the emerging Central European north-south corridor. The airport is expected to generate an impetus for development in the south-eastern parts of Berlin, to be concentrated in a new ‘Airport City’ and in a development corridor following the river Spree to the city centre.

This corridor includes areas of high development potential such as the future ‘Business Park BBI’, the ‘Science City Adlershof’ and the ‘Innovation Park Wuhlheide’. Fast and direct transport links with the Central and Südkreuz stations and the city centre around Potsdamer Platz will support development in these locations as well.

A future for the former Tempelhof airfield
To find new uses for the former Tempelhof airport and the integration of the ensemble of terminal building and airfield into the urban context constitute challenging development tasks. Comprising some 380 hectares in a central city location, the area offers opportunities for additional urban development as well as for important inner city open spaces.

Current plans are centred on a landscape park which supplements the provision of open spaces in the inner city and acts as a climatic buffer. The central park will be surrounded by new urban quarters for several thousands of new inhabitants, with residential dwellings, offices and, in some parts, small scale industries. The new developments will be linked to nearby parts of Tempelhof, Kreuzberg and Neukölln and contribute to their improvement.

New uses for Tegel airport
To find new uses for Tegel airport, which will close down with the opening of the new international airport BBI in 2012, presents a comparable challenge for planning and politics. The large forest areas and open spaces of the adjoining Jungfernheide can serve as a starting point for ideas about the future of this area. The availability of some 450 hectares of undeveloped land in an attractive location also offers opportunities for industrial and commercial enterprises. In addition, a planning workshop will investigate the possibility of developing innovative low energy settlements in...
this location. The terminal building is to be retained as an architectural landmark, to convey the special identity of the area.

The Central Station: a focus for new development
The new Central Station (Hauptbahnhof) opened in 2006 serves as another focus for new development of city-wide and regional significance. An area of some 40 hectares with superb accessibility from all directions is available here for a broad range of new uses, including offices close to the centres of government, attractive new forms of housing, and cultural uses benefiting from the proximity of the modern art museum in the building of the former Hamburger Bahnhof.

New urban quarters along Heidestrasse and around an old canal port (Humboldthafen) offer unique development opportunities in a prominent inner city location. Step by step, a mixture of housing, offices, shops and other businesses will be realised here, comprising some 1,800 dwellings as well as a large number of workplaces.

Qualifying the western half of the city centre
New planning guidelines have been prepared to point out the qualities and the potential of the ‘City West’ around the Kurfürstendamm boulevard. The area is to be qualified as one of the major shopping centres of the city, as a place of great interest for visitors, a location for offices, for university education and research, as well as a high status residential district. The strategy aims to preserve the attractiveness of the area and to stabilise the equilibrium between the two halves of the city centre.

The enhancement of the area around the ‘Zoo’ station, the further development of the universities and their integration into the fabric of the city are important tasks in the ‘City West’.

New building projects around the historic church tower of the Gedächtniskirche prove that the ‘City West’ is still an attractive location for investors and will induce further development to come here.

Perspectives for waterside locations
Various development opportunities in attractive inner-city waterside locations are waiting to be taken up. One of the lead projects relates to the section of the river Spree between Jannowitzbrücke and Elsenbrücke as a central development location with great image-building possibilities.

The situation close to the city centre and the availability of large tracts of land abandoned by former industrial, commercial and dockland uses offer favourable conditions for investment proposals of more than local importance. The river corridor is attractive for offices, but also for the ‘creative industries’, to be developed as a focus for culture, for the media, communication and leisure. The recent opening of a large concert and event hall (O2 World) will attract further culture and leisure uses to the area.
3. Spatial planning in Berlin

The Land Use Plan forms part of a comprehensive planning system. Conforming to the wider planning objectives drawn up jointly by the federal states of Brandenburg and Berlin, it provides a framework for city-wide Sectoral Development Plans, for Intermediate Area Plans and for legally binding Local Development Plans. Area Planning Concepts and other informal plans and concepts are also prepared to clarify more local planning issues in greater detail.

The Berlin planning system
Spatial planning for the city takes place on different levels of detail. Issues of city-wide importance are covered by small scale plans for the whole area of the city. More local planning concepts are detailed on larger scale maps covering smaller parts of the city. The formal planning documents based on federal planning legislation (Land Use Plan and Local Development Plans), on Berlin-specific planning regulations (Sectoral Development Plans, Intermediate Area Plans) and on Berlin-specific environmental legislation (Landscape Programme and Local Land Use Plan) are supplemented by a great number of informal planning concepts for specific areas or subject matters.

The Landscape Programme (LaPro), which includes a programme for the protection of species, is a strategic city-wide planning instrument for policies and proposals on nature conservation and landscape enhancement. These are laid down in a city-wide planning document consisting of four major components, relating to the ecosystem, the protection of biotopes and species, to landscape issues and to recreation and open spaces.

The Landscape Programme deals with the protection of natural resources, the enlargement and enhancement of open spaces within in the city, with nature and landscape conservation, the improvement of living conditions for the inhabitants and the preservation of characteristic urban landscapes.

Sectoral Development Plans
Sectoral Development Plans (StEP) formulate planning guidelines and objectives as well as priorities and measures of implementation on a city-wide level for issues such as housing, industry, social services, transport, public utilities, and open spaces, but also for specific topics such as the hierarchy of urban centres and the design of public spaces. They are used by the planning administration as a basis for more detailed planning concepts.

A strategic development concept for the city as a whole (Stadtentwicklungskonzept 2020) formulates guidelines and perspectives for the long term development of Berlin, looking into a wide range of issues and development alternatives and pointing out various fields of action.

Intermediate Area Plans
The city districts are responsible for the preparation of Intermediate Area Plans (BEP) for sub-sections of their area. Including town planning as well as landscape proposals, this informal planning instrument closes the gap between the city-wide Land Use Plan and site-specific Local Development Plans. Intermediate Area Plans are legally binding for the public administration. They contain, as a rule, a concept for the distribution of land uses, specific proposals for important sites and planning topics, and an urban design concept. Planning proposals are ranked by priority.
Bringing together the various planning objectives concerning their areas, Intermediate Area Plans provide a basis for the assessment of new planning proposals. They do not yet cover the whole area of the city. At present, the preparation of supplementary guidelines for retail development and urban centres is receiving priority in most city districts.

Local Development Plans
Based on the outline zoning categories of the city-wide Land Use Plan, Local Development Plans contain site-specific regulations for the development of small parts of the city or individual plots of land. They determine permitted land uses and building densities, specify which parts of a site may be built upon, and mark out areas for local roads. Responsibility for Local Development Plans lies with the city districts, only in exceptional circumstances (e.g. when dealing with central government functions) with the city council. They are legally binding for individual land owners and investors.

Area Planning Concepts and informal plans
For some large sectors of the city (encompassing more than one city district), which have extraordinary development potential or are subject to intensive change, there is a need for a co-ordinated strategic planning approach. This applies to the inner city, the western corridor along the rivers Spree and Havel, the south-eastern corridor between the city centre and the new international airport and the north-eastern periphery between Pankow and Buch.

For these regions, integrated Area Planning Concepts have been prepared. They look at the various development projects and local planning schemes within their area and place them in a wider structural context. Certain issues of more than local importance are covered in greater depth.

Area Planning Concepts are prepared jointly with the city districts as informal planning documents. They stipulate guidelines for development and form a basis for more detailed plans within their respective areas.

Other informal planning schemes and concepts are being prepared for smaller sub-areas of the city as a basis for Local Development Plans and for other local planning proposals and projects.
4. Urban housing

The Land Use Plan provides for the housing needs of the city of Berlin. Current projections indicate that up to the year 2030, the resident population is likely to remain more or less stable. Nevertheless, a growing demand for new dwellings is expected, due to the increase of single person and two person households and – related to this – of the average dwelling space per person. At the same time, increasing attention has to be paid to the management of the existing housing stock.

Diversification of the housing supply

As the housing market continues to be comparatively relaxed, housing policies concentrate on a diversification of the range of dwelling types on offer to satisfy new requirements due to demographic and economic changes. A growing demand is expected in the market segment of houses and flats with private gardens and suitable for owner occupation. Apart from the great demand for single family houses, there is also a growing interest in urban residences in central city areas.

A policy of providing additional residential land to expand existing single family housing areas has substantially reduced the exodus of households to the urban fringe beyond the boundaries of Berlin. Land has been made available for this purpose through modifications to the Land Use Plan, recycling disused infrastructure sites and re-zoning areas so far earmarked for high density development. Many of the peripheral areas originally zoned for new housing, however, are not yet needed and have been classified as a long term strategic land reserve.

Encouragement of inner city housing

To promote inner city housing as an essential contribution to sustainable urban development, the Land Use Plan encourages the reuse of land reserves within built-up areas – including gap sites and land in attractive locations that is no longer required for infrastructure or industrial purposes. The Berlin housing policy places great emphasis on the contribution of private building co-operatives, supporting them by the allocation of inner city plots in public ownership. Public finances are also channelled into a programme for key investments which generate private funds for the redevelopment of parts of the inner city.

Upgrading neglected quarters

In order to reduce disparities between different parts of the city, it is necessary to improve housing conditions in neglected quarters. In a number of peripheral housing estates and old residential areas in unfavourable locations, action is necessary to prevent further degradation and a concentration of vacant dwellings. An improvement of housing conditions, of local infrastructure provision, and of economic and social conditions will help to counteract the negative image of these areas.
5. Working in the metropolis

Due to ongoing structural changes of the economy and of the labour market, the types of jobs available in the city and their spatial distribution will continue to change. The opportunities for the city to become once again an economic centre of European standing will have to be seized. It is the concern of the Land Use Plan to allocate suitable land for these purposes in locations attractive for investment.

Berlin has made considerable efforts to cope with the change from an industrial city to a promising centre of technology and services. Locational advantages as well as modern communication networks and a large number of education and research establishments have helped to offset former growth deficits. The rate of economic growth has been particularly impressive in the fields of cultural activities and creative industries.

The promotion of the Berlin economy and the generation of additional employment are dependent on the long term availability of suitable land for development. It is the aim of the Land Use Plan to make sure that attractive sites suitable for a wide range of individual requirements are available for industrial, commercial and office uses.

It is expected that the completion of the new Berlin-Brandenburg International Airport (BBI) will generate strong positive incentives for economic development. The Land Use Plan allows for considerable growth, both in the immediate vicinity of the airport and in a wider south-eastern development corridor.

Land for industrial development
In the last few years Berlin has succeeded to increase its industrial performance and to stabilise manufacturing employment. Existing industrial areas are safeguarded by the Land Use Plan. Abandoned or underused industrial sites are to be recycled for new intensive industrial purposes. In addition, the Land Use Plan allocates some 500 hectares of new land for industry, to provide space for a diversification of the economy and for the necessary processes of economic change and development.

Considerable investment is required for the renewal of existing industrial land and the preparation of new sites for development. Because public funds are limited, it is necessary to decide on clear priorities and to sharpen the profiles of different locations. A ‘Sectoral Development Plan on Industry’ was adopted as a basis for the relevant decisions. This plan is currently under review and will in future include a ‘Development Concept for Industrial Areas’. The revised plan will have to take into account the growing importance of services complementing the various manufacturing activities.

Traditional and new locations for services
The Land Use Plan allocates areas for office development mainly in the central parts of the inner city, where demand is greatest and where there are still sufficient land reserves to last for a long period of time. To be able to offer a range of locations for different types of requirements and to avoid excessive densities, the plan also provides for a number of additional office locations along the inner ring of railway and motorway, and in the outer city. Supply and demand of land for office development are monitored on a regular basis.
6. Integrated urban centres

The attractiveness of Berlin as a place to live and to work is partly dependent on the variety of different urban centres and on the quality of shopping facilities. Over time, a hierarchy of urban centres of different sizes and functions has developed, contributing to the diversity and liveliness of the city. The Land Use Plan aims to safeguard and to strengthen this characteristic polycentric pattern, but it is open for new trading concepts, too.

Sectoral Development Plan on Urban Centres: the poly-centric pattern of urban centres in Berlin

The Land Use Plan recognises the importance of the retail sector for the attractiveness of urban centres and for adequate local shopping facilities. The plan, therefore, provides for a balanced distribution of ‘retail concentrations’ and of mixed use areas. The policy of utilising structural changes in retailing to strengthen existing urban centres has been successful up to now. However, the pressure for further retail development, including badly integrated locations, necessitates a clear-cut strategy to control further growth, to ensure that adequate shopping facilities are available locally and to strengthen the profile of Berlin as an international shopping destination.

Upgrading existing urban centres
Urban centres and shopping streets are vital nodes of urban life, trade and culture, as well as attractive destinations for visitors to the city. To upgrade these centres by the introduction of new projects in the fields of entertainment, culture and leisure is often more important than additional retail floorspace. Specific improvements and actions, supported by citywide programmes such as the initiative ‘Mitten-drin Berlin’, are targeted to improve the image of individual centres and to increase their attractiveness. This will help them to meet competition from large scale retail warehouses easily accessible only for motorists.

Sectoral Development Plan on Urban Centres
The Land Use Plan serves as a general background for the development of urban centres and for the location of large retail projects in the city. Its policy framework is further elaborated by the ‘Sectoral Development Plan on Urban Centres’, which contains general planning objectives concerning retail development and defines a hierarchy of urban centres distributed throughout the city. The plan also sets limits for the growth of retail floorspace and identifies the types of action needed to strengthen individual urban centres.

In addition, the Senate has decreed binding regulations governing the development of large-scale retail projects (2007) and the contents of local shopping policies to be prepared by the city districts (2009). A number of districts have already adopted their own concepts supplementing the city-wide strategy.
7. Keeping the city mobile

Mobility and transport are indispensable for social participation, for the equality of opportunities and for the quality of urban living. To provide equal access to transportation for all citizens is a crucial planning responsibility. At the same time, traffic has serious implications for the environment and for the quality of life in the city. The Land Use Plan attempts to avoid unnecessary traffic by appropriate allocations of land uses, and to make sure that an environmentally friendly transport network can be developed to handle essential traffic.

The Land Use Plan helps to reduce the number and the average length of journeys within the city by allocating complementary land uses close to each other, by taking traffic implications into consideration when zoning land for development or urban centres, and by strengthening the polycentric structure of the city. To make the best use of existing road and rail networks and to avoid congestion, traffic generating land uses will only be permitted in locations well served by public and private means of transport.

Integrated transport policies
A reliable transport policy compatible with social and environmental objectives is a precondition for sustainable urban development. To make the best use of existing transport facilities receives precedence over the provision of new infrastructure. The use of spare network capacities by modern traffic management, the promotion of pedestrian and bicycle traffic and of public transport, and measures targeted to avoid additional traffic altogether will help to achieve a standard of mobility that is socially just and compatible with the urban quality of life.

The Land Use Plan also provides for a small number of new road and rail links – some of them as long term options – to reduce problems of accessibility, to close serious gaps in the existing transport networks and to improve Berlin’s international traffic connections.

Promotion of environment friendly transport
The promotion of public transport and of pedestrian and bicycle traffic are central elements of the traffic policy laid down in the ‘Sectoral Development Plan on Transport’. As an overall objective, it is envisaged that these environment friendly forms of transport will account for a considerable majority of journeys made within the city before the year 2025. The proportional reduction of car traffic will help to achieve the social and environmental objectives of the plan and to increase the quality of urban living, particularly in the inner city.

To achieve these objectives, it will be necessary to supplement well tried out instruments (assistance to public transport, promotion of cycling and pedestrian traffic, parking regulations, traffic management etc.) by new approaches relating to the co-ordination and integration of the different environment friendly transport modes, including innovative concepts such as car sharing and bike sharing.

Improved road safety, efficient commercial traffic compatible with the urban environment, good transport connections between the city and the surrounding region and optimised international accessibility – these are other important issues of the Berlin transport policy.
8. Landscape and natural environment

To ensure the quality of life within the city, the Land Use Plan provides for large recreational areas and for a network of green open spaces. By making economical use of land for development, safeguarding ecologically and climatically important areas and avoiding unnecessary traffic, the plan contributes to the preservation of natural resources. To compensate for unavoidable adverse effects on nature and landscape, a city-wide compensation strategy has been adopted.

By upgrading and recycling underused land and increasing the density of existing built-up areas, the loss of valuable open space to development can be limited and the environmental problems caused by traffic pollution and development spread can be reduced. Only a compact city can offer short distances and an attractive public transport system, and make efficient use of its social and technical infrastructure.

Large open spaces and a network of green corridors
The open space strategy of the Land Use Plan builds upon the existing pattern of large open spaces, which are to be safeguarded and upgraded. Starting from this, the Plan defines new recreational areas on the outer periphery and around the inner city, to improve access to open spaces from densely built up central areas, from large housing estates and from new developments, and to compensate for adverse effects on nature and landscape that cannot be avoided. An outer and an inner ring of parklands are gradually emerging. On the outer periphery, a ring of cross-border regional parks is being realised jointly with Brandenburg.

This open space pattern is knit together by a large number of green corridors, connecting the major open spaces and improving the accessibility of large recreational landscapes on the outskirts of the city from major housing areas. Green corridors also run alongside most of the water courses throughout the city.

The Landscape Programme
Based on the Berlin Nature Protection Act, the Berlin Landscape Programme (LaPro), which includes a programme for the preservation of species, formulates detailed city-wide policies dealing with nature conservation and landscape issues. Land Use Plan and Landscape Programme complement each other. The Landscape Programme provides the ecological basis for the Land Use Plan and for the ecological evaluation of proposed modifications to this plan.

City-wide compensation strategy of the Landscape Programme

Strategy for environmental compensation
The Landscape Programme formulates a city-wide strategy for the compensation of adverse impacts on the natural environment and landscape which cannot be compensated locally on the sites zoned for development. In these cases compensation measures are to be concentrated in certain priority areas defined in the strategy:

First priority is given to compensation measures in the inner city, which assist the concept of internal development, improve the qualities of open spaces, and counteract the degradation of inner city areas. The development of the Barnim Regional Park to the north-east of the city, of areas belonging to the ‘green cross’ of open space corridors, or to the inner and outer park rings also rank high in priority.

Environmental impact assessment
A report on the environment, which is required by German and by European legislation, forms an integral part of the land use planning process, bringing together information on all aspects relevant to the environment. It includes an environmental impact assessment as a reliable investigation and evaluation tool, to give due weight to environmental concerns when making planning decisions.

An environmental impact assessment is made for all but the most uncontroversial modifications to the Land Use Plan. The main basis for this is the Berlin Landscape Programme. In some cases, additional research will have to be consulted or undertaken. The results of the environmental impact assessment are included in a report on the environment, which is subject to public consultation at an early stage before planning decisions are finalised.
9. Planning for two federal states

Berlin and Brandenburg have many interests in common. Facing the competition with other regions in Europe for investment and employment, the area as a whole needs to develop an attractive profile. To co-ordinate planning efforts in the two federal states, a joint planning authority was established in 1996. In addition, there are regular formal planning consultations between Berlin and adjoining local authorities. They also co-operate informally within the framework of four ‘Neighbourhood Councils’.

Joint planning for Berlin and Brandenburg
In order to achieve balanced development throughout Berlin and Brandenburg, the two federal states have agreed on joint planning guidelines for the capital region. These were incorporated into the 2008 revision of the Joint Federal Development Programme.

A new ‘Federal Development Plan Berlin-Brandenburg’ (LEP B-B) has specified criteria for the implementation of the guiding principle ‘to strengthen the strong’, building upon the potential of the capital city and of promising local growth centres. The policies laid down in this plan are binding for all major development in both states.

Five Regional Plans plus the Berlin Land Use Plan
Within the framework of the Federal and Regional Joint Development Plans and taking into account the interests and ideas of local communities, Regional Plans are being prepared by five different regional planning agencies bordering on Berlin. In Berlin itself, the Land Use Plan includes regional planning objectives (policy no. 1) and substitutes a formal regional plan. To co-ordinate regional planning matters, a regional planning council has been established.

Mutual consultation on development plans
Local authorities are required by federal legislation to consult neighbouring planning authorities on all formal development plans. Neighbouring authorities are, consequently, invited to comment on proposed amendments to the Berlin Land Use Plan. In turn, Berlin planning authorities are consulted on the development plans of neighbouring municipalities.

Neighbourhood Councils
Apart from these formal consultation procedures, Berlin and the surrounding districts and municipalities also co-operate on a more informal basis. Since 1996, Berlin districts and local municipalities of the surrounding Brandenburg area work together voluntarily within the framework of a ‘Neighbourhood Forum Berlin-Brandenburg’ dealing with all kinds of planning issues.

In a closely interwoven region this form of co-operation is indispensable and of mutual interest to all participants. It helps to ensure the attractiveness of the metropolitan region as a place to live and a basis for economic activities, and to improve its international standing. As a precondition for joint planning and action, a basis of confidence and trust has to be established. This can only be generated by open and early information.

Four ‘Neighbourhood Councils’ serve as a forum for a continuous dialogue on planning matters and development perspectives of more than local interest. Apart from current planning issues and from the preparation of inter-communal structural planning concepts, regional migration and its effects on the housing market, on transport and on infrastructure provision have been major topics in recent years.
10. Objectives of the Land Use Plan

The Land Use Plan for Berlin shows in general terms the proposed distribution of land uses according to the strategic objectives of city development and relating to the foreseeable needs of the community. The plan first came into effect on July 1st, 1994, and is updated at regular intervals. The current edition, dated November 2009, includes the modifications to the Land Use Plan agreed upon during the intervening period.

As an integrated planning instrument backed by a formal decision of the city council, the Land Use Plan provides an outline planning framework for the future development of the city of Berlin. It shows, which parts of the city are intended for housing (of different densities), commercial purposes, major social and technical infrastructure and other urban uses, and which areas are to be retained and developed as open space. In addition, it shows the major road and rail network. The plan forms an important basis for all decisions affecting the location of investments and the use of land in city.

City-wide considerations

The Land Use Plan draws together the various public and private interests and concerns relating to the use of the limited amount of land available within the confines of the city. It takes into account and evaluates the demands for different development purposes as well as economic and ecological considerations, weighs up their respective importance and strives for a just compromise. As a well-balanced overall concept the plan attempts to reconcile differing local and sectoral interests. The Berlin Land Use Plan also lays down regional planning policies.

Focus on issues of city-wide importance

As an outline development plan, the Land Use Plan gives a generalised picture of the distribution of land uses proposed for the longer term. It is not site-specific and does not concern itself with areas smaller than 3 ha. Showing the overall land use pattern for the different parts of the city, the plan does not determine what uses can be permitted on individual site.

Framework for subsequent levels of planning

The Land Use Plan is not legally binding for the individual citizen. Local authorities and other public bodies, however, having been consulted during the preparation of the plan, are bound to its policies when making their own plans. In particular, Local Development Plans, containing binding regulations for the development of individual sites, have to follow the general zoning framework of the Land Use Plan.

Strategic objectives

Guided by the following strategic objectives of city development, the Land Use Plan makes a significant contribution to the exploitation of the locational advantages of the city and to a sustainable and climate-friendly form of urban development:

1. Priority of internal development, urban diversity, improved usage of existing built-up areas.
2. Balanced mix of urban land uses in all parts of the city.
3. Improvements and well-planned additions to the existing housing stock in built-up areas.
4. Provision of additional employment, particularly in areas well served by public transport.
5. Strengthening of the polycentric structure of the city through integrated development of existing centres.
6. Protection of open spaces, provision of recreational areas, a well-balanced urban ecology.
7. Provision of adequate locations for public services of city-wide importance.
8. City of short distances, efficient public transport, intelligent solutions for commercial traffic.

Section of Land Use Plan for the area around the new Central Station (Hauptbahnhof)
Concentration on internal development

The Land Use Plan is based on the present settlement pattern. It designates the existing built-up areas of the city according to their characteristic land uses and building densities as areas for housing, commercial / industrial or mixed development or as areas for community or special requirements.

Allocating a high priority to internal development, the plan aims to strengthen the character and functional variety of existing urban areas. Most of the expected land requirements of the various use categories can be met by making better use of land already taken up for settlement purposes. Increased densities and infill development, particularly in low density residential areas, recycling of derelict or under used land (e.g. old railway yards, abandoned industrial sites, areas no longer required for public utilities), as well as small-scale rounding-off help to contain development within the limits of the existing built-up areas.

The focal points for new development within the existing urban fabric are located on the northern fringe of the inner city (Heidestrasse) around Berlin’s new Central Station, in the western part of the city centre, along the embankments of the river Spree, and on the sites of the two city airports, where the transfer of air traffic to the new international airport currently under construction opens up opportunities for new uses.

Key areas for development within the inner city...

In the inner city, the Land Use Plan takes account of the demand for parliamentary and government uses, for city-specific types of shopping and high-quality offices. There is room for additional city-specific development between the eastern and western halves of the central business district and in an eastern corridor between Alexanderplatz and Ostbahnhof.

A special role is envisaged for the road and rail ring surrounding the inner city. Here, the Land Use Plan designates substantial new areas for offices and services as well as for housing, to be concentrated near the intersections with major radial transport corridors (Westkreuz, Gesundbrunnen, Bornholmer Strasse, Landsberger Allee, Frankfurter Allee, Ostkreuz / Rumelsburger Bucht / Treptow, Südkreuz).

Some of these locations have already experienced substantial development in the past few years, while others are to be secured as parts of a long-term land reserve.

… and in the outer districts

Along the upper reaches of the rivers Havel and Spree the Land Use Plan envisages new uses for some older industrial areas. These attractive waterside locations are to be developed for new housing and offices. In the south-east, a new ‘City for Business and Science’ is being developed, comprising university and research establishments, related commercial and industrial uses, as well as new housing and generous open spaces. The airport Berlin-Brandenburg International (BBI) currently under construction will generate new development incentives. One of the three development clusters in the immediate vicinity of the airport is the future ‘Business park BBI’, which is partly located within the city boundaries of Berlin. Additional growth will be channelled into a south-eastern development corridor along the river Spree.

Land reserves for expansion

Despite the priority given to internal development, the Land Use Plan has to keep strategic options open for outward expansion. In the event of development pressures building up due to favourable economic and other circumstances, it may become necessary to make additional land available on short notice. These land reserves are mainly located to the north and north-east of the city, in close proximity to the inner city, where public transport and other services can be provided at relatively low cost. New areas for housing, employment, public and private services, and shopping can be developed here in line with demand.

New landscape parks in the Barnim area will provide room for outdoor leisure and for ecological compensation.

Land reserves of the Berlin Land Use Plan, to be released in accordance with growth requirements (Senate resolution 2/2004):

- sites for long term development (dark blue);
- strategic land reserve (purple);
- date of land release not specified (light blue).
11. Components and contents of the Land Use Plan

The Land Use Plan serves as an instrument to control the uses of land for development and for other purposes. As an outline development plan, its zoning allocations are of a general nature, leaving scope for more detailed regulations on subsequent levels of planning. This requires a specific style of presentation, which has to be taken into account when interpreting the zoning map.

Components of the Land Use Plan

The most important part of the Land Use Plan is the zoning map (current edition) to the scale of 1:25,000, which includes a number of written policies printed along its bottom. An exact copy to the scale of 1:50,000 is also available. In addition, there are usually a number of modifications to the plan, which became effective after the date of the latest edition.

These are published in the official gazette of the city (Amtsblatt Berlin) and on the internet and are also available from Kulturbuchverlag. A written statement (Erläuterungsbericht) contains the background to the plan. This document is complemented by the comments to the various modifications.

Contents of plan and style of presentation

The Land Use Plan is concerned exclusively with the use of land. Other information (e.g. concerning necessary action or details of development projects) cannot be derived from the plan. The plan is not concerned with areas smaller than 3 hectares. Uses of smaller parcels of land, even if they differ from the zoning proposals, are not necessarily in conflict with the plan.

The locations of public services and utilities (e.g. schools, hospitals, theatres, power stations, sewage works) are only shown in the plan, if they are of more than local importance, or if they take up more than 3 hectares.

The road network of the plan comprises only main roads of city-wide importance outside the central area. The plan shows areas for development according to their general zoning category. The uses for particular sites (e.g. in an area generally zoned commercial / industrial) will have to be specified on more detailed planning levels.

The plan shows four different categories of residential building land:

- **W1**: mainly traditional building blocks, 5 floors or more,
- **W2**: mainly inter-war and post-war blocks of flats, 3 – 5 floors (also large housing estates, including high rise buildings),
- **W3**: mainly higher density individual housing (terrace, house clusters, small apartment blocks), 2 – 3 floors,
- **W4**: Detached or semi-detached houses, 1 – 2 floors.

In addition, the land use plan specifies a floor-space ratio (FSR) for the different categories of residential building land, describing the ratio between the gross floor-space (all floors) and the overall size of a development area. The FSR specified in the land use plan defines an upper limit for building densities.

There are two categories of mixed building land:

- **M1**: high density uses characteristic for central city locations (retail, commerce, administration, culture, certain types of housing). The category includes public services, which are not shown separately in these areas.
- **M2**: medium density mix of housing, offices and compatible small scale industry.

Land Use Plan

explanation of signs (translation on page 23)
12. A Framework for Local Development Plans

While the Land Use Plan defines a general zoning pattern for the whole city, Local Development Plans contain more detailed, binding regulations on land use and building densities for smaller areas. These have to follow the general framework of the Land Use Plan. There is some scope, however, for interpretation and adaptation to local circumstances. This is clarified by general planning jurisdiction as well as by specific ‘Guidelines for Local Development Plans’.

Concentrating, as required by legislation, on the general pattern of land uses, the Land Use Plan leaves room for locally determined problem solutions on subsequent levels of planning. This allows the city districts of Berlin as local planning authorities to react to new development opportunities and to define their own priorities when drawing up Intermediate Area Plans and Local Development Plans, constrained only by the broad framework of the city-wide plan.

Guidelines for Local Development Plans

The scope for Local Development Plans within the framework of the Land Use Plan is defined by the ‘Guidelines for Local Development Plans’ printed on the zoning map of the Land Use Plan, and in more detail in a ‘General Directive’ of the city planning offices (Senatsverwaltung für Stadtentwicklung) dated September 8th, 2006 (AV-FNP), concerning the contents of the Land Use Plan and the procedure for modifications.

The matrix below, which is taken from this general directive, shows how the zoning categories of the Land Use Plan can be ‘translated’ into specific land use allocations in Local Development Plans. It distinguishes between ‘standard cases’, ‘special cases’, which require special justification, and departures from the Land Use Plan which are not permitted.

The Land Use Plan as a framework for subsequent levels of planning

It is generally agreed by jurisdiction that Local Development Plans have to be more detailed and site specific than the Land Use Plan. They may differ from the Land Use Plan, if this is justified by the greater detail required on the local level, as long as the general land use concept of the city-wide plan is fundamentally adhered to.

Within the broad framework of the Land Use Plan, Local Development Plans are free to specify more detailed regulations. They may also pursue their own planning objectives over and above a mere ‘filling in’ of detail. Thus, the general zoning proposals of the Land Use Plan form a basis for specific local planning solutions adequate for the development of individual sites and smaller areas.

Commenting on Local Development Plans

The Department for Urban Development (Senatsverwaltung für Stadtentwicklung) comments on draft Local Development Plans prepared by the city districts. Its comments are mainly concerned with the objectives of the Land Use Plan and with important city-wide interests.

An important city-wide interest is assumed for Local Plans affecting public services and utilities or transport corridors of city-wide importance, for residential developments of more than 500 housing units, for officially declared ‘Development Areas’, for projects affecting the hierarchy of urban centres, and for landscape projects intended as compensation for new development, if they affect more than one city district.
13. Land use planning as a process

As a long term concept, the Land Use Plan is open for new developments and insights as well as for changing planning ideas and political objectives. The plan is, therefore, continually under review and, if necessary, modified in parts. A revised edition bringing the plan up to date is published approximately every four years. The legally valid plan consists of the latest printed edition and any modifications made since the date of publication.

Reasons for modifying the Land Use Plan
Concentrating on planning issues of city-wide importance and based on moderate assumptions, the Land Use Plan has proved itself as a robust framework to guide the spatial development of the city. Nevertheless it is necessary to react to changing circumstances. The plan is, therefore, subject to a continuous programme of monitoring and review. To make sure that the plan remains up to date as a city-wide planning instrument and a reliable framework for investment projects, it is necessary to integrate new planning objectives for local areas into the wider structural context.

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Modifications to the Land Use Plan may become necessary with major changes of circumstances relevant to city development. This applies to projections of population growth and of the demand for housing and for industrial, retail and office floorspace, if these deviate significantly from the original assumptions of the Land Use Plan. On the other hand, new investment proposals, the need to find new uses for abandoned sites, as well as new sectoral or local planning concepts also call for a continuous revision of city-wide land use objectives.

Updating the Land Use Plan
Despite changing external circumstances, new political objectives and the progress of local planning, it has not yet proved necessary to change the Land Use Plan as a whole. There is a need, however, to keep the plan up to date through modifications in part. Experience so far suggests that about ten modifications are required every year.

The review of the zoning allocations of the Land Use Plan is normally based on recent informal planning studies (Structure Concepts, Area Planning Concepts, Sectoral Development Plans) and on the results of a continuous monitoring process. In addition, there is a regular feedback from the district planning level through the preparation of Intermediate Area Plans, Local Development Plans and planning schemes for individual development proposals.

Planning procedure for modifications
Procedures for modifications to the Land Use Plan are set down by planning legislation. In addition to the standard modification, there are simplified procedures for modifications of limited impact on overall planning.

In all cases appropriate opportunity is given for public participation and for comments from other public bodies affected by the plan. This is to ensure that the arguments for or against a certain modification are weighed properly, without compromising a speedy and cost-effective decision making process. If possible, modifications are linked to changes of Local Development Plans.

Co-ordinated planning management
Standardisation of decision making, a concentration of consultation and participation procedures on all current modifications to the plan into two relatively short periods per annum help to save time and costs.
Two phases of public participation

In line with current planning legislation, there are two stages of public participation on proposed modifications to the Land Use Plan. These are announced in the official gazette of the city, in major local newspapers and on the internet (www.stadtentwicklung.berlin.de/planen/fnp). During the first stage of public participation, a first draft of the planning concept is put forward for discussion of general objectives and possible repercussions of the proposed modification. The second stage of participation takes place at a time, when formal consultations are complete and the planning concept has been consolidated. Through their comments on the proposed modifications, the citizens can influence the planning process.

Dealing with objections

Weighing up the arguments presented during the participation stages forms a central part of the planning process. The public and private interests affected by the proposed modifications have to be carefully investigated and evaluated, in order to reach a compromise or to come to a well-founded decision on which arguments are to be given precedence. For every modification, a ‘modification sheet’ is prepared, summarising the relevant details. Having been agreed by the Senate of Berlin, the modifications have to be endorsed by the City Council, before they are published in the official gazette of the city and formally come into force as parts of the Land Use Plan.

Up to the current third revised edition, some 150 modifications to the Land Use Plan have become operative. They cover in total about 3.7% of the area of the city. Although the main planning framework has remained substantially unchanged, the modifications have adapted the plan to new circumstances.

Most frequently, modifications to the Land Use Plan were initiated by changes of city-wide planning objectives or of local planning concepts. The necessity to provide planning security for desirable investment proposals has also played a major role. Increasingly, modifications are processed in parallel with the preparation of Local Development Plans for the same areas.

The following examples are typical for modifications to the Land Use Plan made during the past few years: allocating land for new single family housing (1), giving up proposals for multi-storey housing developments (2), safeguarding land for economic and employment generating uses (3), recycling of abandoned infrastructure sites (1), adaptation to new forms of retailing (4), and facilitating important investment projects (3).

Summing up the modifications made since 1994, there have been substantial increases of the amount of land zoned for low density housing and for open spaces. On the other hand, land use allocations for public purposes (railway land, public utilities, schools and other public facilities) and for higher density housing have been significantly reduced. Concerning areas zoned for mixed uses, there has been a shift from areas of higher density (M1) to lower density mixed areas (M2). The increase in industrial land allocations is due to a few major projects such as the airport related ‘Gateway’ development near the new international airport.
Land Use Plan Berlin – Explanation of signs

Sources
If not specified otherwise, all illustrations by Senatsverwaltung für Stadtentwicklung.

Other sources (some commissioned by Senatsverwaltung für Stadtentwicklung):
- Machleidt + Partner – Büro für Städtebau Berlin (Absatz 1) mit bgmr Berlin (Absätze 3, 5)
- bit-better visualisierungen Berlin / Studio UC Berlin / Unverzagt, Visuelle Kommunikation (Abs. 1)
- Büro ASTOC GmbH Köln / Studio Urban Catalyst Berlin / bgmr Berlin (Abs. 2)
- Gemeinde Schönefeld / Machleidt + Partner – Büro für Städtebau Berlin / Thomas-Jansen-Ortsplanung Blumenthal (Abs. 2)
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- Dirk Laubner (Abs. 2)
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- Gemeinsame Landesplanungsabteilung Berlin-Brandenburg (Abs. 9)
Land Use Plan
Berlin
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The Land Use Plan provides a planning framework for the future development of the city of Berlin. It specifies, which parts of the city are intended for housing, industry and commerce, infrastructure and other urban uses and which areas are to be retained as open space. In addition, it shows the proposed major road and rail network.

The Land Use Plan forms an important basis for all decisions relating to the location of investments and to the use of land in all parts of the city. The plan is kept up-to-date by modifications in parts. A revised edition is published at regular intervals.

The Land Use Plan on the internet:
www.stadtentwicklung-berlin.de/planen/fnp

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