Land Use Plan Berlin
2015 - Background and Contents
Land Use Plan Berlin
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This brochure gives a translation of the background information on the Berlin Land Use Plan (Revised Edition January 2015) and of the explanation of signs. The German language original of this brochure contains a copy of the Land Use Plan to the scale of 1:50,000.
Since 1990, shortly after the Berlin wall came down, town planning once again encompassed both parts of the previously divided city. In 1994 the first Land Use Plan for Berlin came into effect. It states strategic planning objectives and serves as a planning framework for the orderly development of the whole area of the city, some 900 km² in all, and as the basis for the Local Development Plans of twelve City Districts. The Land Use Plan is brought up to date on a regular basis by modifications in parts.

By means of its strategic objectives and allocations of land uses, the Land Use Plan provides a planning framework for the future spatial development of the growing metropolis. It takes account of population and economic growth, of the role of Berlin as a capital city and metropolis, of the strong linkages between city and surrounding region, of the excellent academic and research environment, the flexible and innovative local economy, and the diverse cultural scene.

While the strategic objectives remain valid, the Land Use Plan is kept up to date continuously with local modifications.

Provision for growth
Berlin is growing: Until 2030 a population increase of some 250,000 additional inhabitants is expected. This is accompanied by an economic recovery of the city. New areas for residential development are, therefore, required. Another planning task relates to the support of sustainable economic growth and the realisation of the associated opportunities.

Sustainable and climate-conscious urban development
Land Use Planning in Berlin is committed to the vision of an integrated and sustainable pattern of urban development for a European type of city. A sound environment, the protection of natural resources, a careful and economical utilisation of urban land, priority for internal development over external expansion, the protection of areas important for the local ecology or climate, and the avoidance of unnecessary traffic are major objectives. To strengthen the inner city with its characteristic mixture of housing, employment, culture and recreation as a place to live and to work constitutes another important objective of Land Use Planning in Berlin.
Demographic Change

Berlin is attracting new inhabitants. The structure of the population is changing, the urban community is becoming older and more international. New housing concepts have to be tried out, suited eg. for multi-generation living or for private building co-operatives. To attract young people to the city is not enough; to keep them here permanently they need a solid perspective for their future.

Towards a socially balanced city

The necessity to deal with social problems and imbalances constitutes a major responsibility for city politics. Various programmes and projects have been initiated to improve the chances for participation in all aspects of society for the inhabitants of disadvantaged quarters.

Developing an economic profile

Economic development is a major concern for the city. The attraction of modern and efficient industrial productions 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 ‘Areas for Transformation’ defined in a new strategic concept for the future of the city (Stadtentwicklungskonzept Berlin 2030). These areas are of prime importance for the economic profile of the city.

Development opportunities in locations such as Adlershof and Buch and the future re-use of the Tegel airfield, 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 floorspace 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 adequate shopping facilities remain accessible to the less mobile population.

High quality open spaces

An environmentally sensible and sustainable form of development is sought to 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 managerial task

Land Use Planning has to take a wide variety of different demands on the urban fabric into account. The planning process is, therefore, accompanied by transparent opportunities for public participation, often preceded or complemented by additional participation formats such as public workshops and local planning conferences.
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 driving forces for its economic and spatial development.

**Encouraging residential development**

New population projections for Berlin foresee a demand for 137,000 additional dwellings up to 2025. Due to demographic changes, the demand for housing suitable for elderly people will increase substantially. To provide sites for socially acceptable and family-friendly housing in line with demand remains a major challenge. Making sufficient residential land available in different parts of the city and for different types of demand is an increasingly important planning issue. Therefore, planning concepts are being prepared or revised for the focal areas for development described in the following paragraphs.

**Perspectives for the former Tegel airport**

Tegel airport will close with the opening of the new international airport BER. This presents a major challenge for planning and politics. The terminal building, the urban quarter around Kurt-Schumacher-Platz and the forests and open spaces of the adjoining Jungfernheide are obvious starting points for development. Some 450 hectares of undeveloped land in an attractive location offer opportunities for modern industrial enterprises, in combination with housing and attractive open spaces. Following on from an extensive workshop and participation process, a masterplan for the area was agreed upon. This proposes the development of an innovation park for research and industry and of housing and mixed use areas next to existing urban quarters. Large areas of open space, the 'Tegel Urban Heathlands', will become accessible to the public for the first time. The terminal building as an architectural landmark will accommodate departments of the Beuth University complementing the functions of the innovation park, and contribute to the special identity of the location. A corresponding modification of the Land Use Plan has already come into effect. Further steps are being taken at present to implement the proposals of the masterplan.

**Southeastern development corridor**

The completion of the new international airport Berlin-Brandenburg (BER) is a key project for the capital region. It will improve inter-continental accessibility and serve as an important economic stimulus for the city and the region.
The airport is expected to generate an impetus for development in the south-eastern parts of Berlin, affecting the whole development corridor along the river Spree as far as the city centre. This corridor includes areas of high development potential such as the future ‘Business Park BER’, the ‘City for Science and Technology Adlershof’, areas of opportunity at Oberschöneweide with the new location of the ‘University of Applied Sciences’, and the ‘Innovation Park Wuhlheide’, as well as other areas on both sides of the river. Fast and direct transport links with the Central and Südkreuz railway stations and the city centre will assist development in these locations.

The Central Station as a focus for new development
The new Central Station (Hauptbahnhof) opened in 2006 serves as another focus for new projects of citywide and regional significance. To the north and the south of the station, an area of well over 50 hectares with superb accessibility from all directions is available for a wide range of new uses, including attractive dwellings, offices close to the centres of government and cultural uses benefiting from the proximity of the modern art museum in the building of the former Hamburger Bahnhof. Attractive green and urban open spaces will complement the development.

The emerging Europacity to both sides of of the upgraded Heidestrasse boulevard and the quarters around the nearby canal port Humboldthafen offer prime development sites in a prominent inner city location. Step by step, a balanced mix of urban uses will be realised there, including a large percentage of housing in attractive canalside locations, as well as office buildings, hotels, shopping and commercial enterprises. There is room enough to accommodate some 2,700 dwellings and a large number of workplaces.

Perspectives for waterside locations along the Spree
Waterside locations in the inner-city District of Friedrichshain-Kreuzberg offer high-quality development opportunities waiting to be taken up. One of the lead projects of city planning addresses itself to the section of the river Spree between Jannowitzbrücke and Elsenbrücke, an area of great image-building potential, for attractive open spaces and recreation areas as well as for housing, offices and other urban uses.

The situation close to the city centre and the availability of large tracts of land abandoned by former industrial and dockland uses offer favourable conditions for investment proposals of citywide importance. Based on established uses in the area, the river corridor has great attractions for the creative industries and potential to be developed as a focus for culture, media and communication. The 'O₂ World', a large concert and event hall, will attract other culture and leisure uses to the area. Furthermore, the waterside is a prime location for new housing.

Development of waterside locations along the river Spree
3. Spatial Planning for 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 for the capital region, it provides a framework for city-wide Sectoral Development Plans, for Intermediate Area Plans and for legally binding Local Development Plans of the city boroughs. Area Planning Concepts and other informal plans and concepts are prepared to clarify 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 Berlin. More local planning concepts are drawn up on larger scale maps covering smaller parts of the city such as a city block or a new housing scheme. 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 Landscape Plans) are supplemented by a large number of informal planning concepts for specific areas or subject matters.

Landscape Programme

The Landscape Programme (LaPro), including the Programme for the Protection of Species, is currently under review. As a strategic city-wide planning instrument for policies and proposals on nature conservation and landscape enhancement it provides the major basis for ecological considerations relevant to the Land Use Plan. The Programme encompasses four component maps, relating to the ecosystem, the protection of biotopes and species, to landscape issues and to recreation and open spaces. These contain information and objectives dealing with the protection of natural resources, the enlargement and enhancement of open spaces, 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 on a city-wide level as well as priorities and measures of implementation 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 or the adaptation to climatic change. They are also used as a basis for more detailed planning concepts.

The 'Strategic Development Concept' for the city as a whole (Stadtentwicklungskonzept 2030) formulates guiding principles for the long term development of Berlin. Looking at a wide range of issues, the concept includes a 'Berlin Strategy 2030' which identifies strategic 'areas for transformation', highlights various fields of action and points out perspectives for the city.

Intermediate Area Plans

The city districts are responsible for the preparation of Intermediate Area Plans (BEF) for sub-sections of their area. Including town planning as well as landscape proposals, these informal plans close the gap between the city-wide Land Use Plan and site-specific Local Development Plans and provide a basis for the assessment of new planning proposals. Intermediate Area Plans are legally binding for the public administration. They do not 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 (Bebauungspläne) 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. for plans with citywide implications) with the city council. They are legally binding for individual citizens, land owners and investors.

Area Planning Concepts

For large sectors of the city (encompassing more than one city district), which have extraordinary development potential or are subject to major change, there is a need for a co-ordinated strategic planning approach. This applies to the inner city, the western sector to both sides of the rivers Spree and Havel, the south-eastern sector between the city centre and the new international airport BER and the north-eastern periphery between Pankow and Buch.

For these regions integrated Area Planning Concepts (Planwerke) 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.

The Area Planning Concept for the urban core was reviewed in 2012 and extended to form a planning basis for the inner city as a whole. A review of the concepts for the western and north-eastern areas is in progress.

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

Other informal Plans

Other informal planning schemes, concepts or master plans are being prepared for selected 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 growing housing demand of Berlin. A survey undertaken for the Sectoral Development Plan on Housing has shown that residential land for some 215,000 additional dwellings can be made available within the confines of the existing urban area. It constitutes a major planning challenge, however, to activate this potential as and when required, in line with demand for a variety of different forms of housing needs.

There is a shortfall of inexpensive housing for rent and for housing suited to the needs of families, of students and of the growing number of elderly people. Affordable housing for low and medium income groups should be obtainable in all parts of the city. In order to achieve these objectives, Berlin increases its support for building co-operatives and private housing associations.

Land availability

Residential land is primarily made available for sustainable development within the confines of existing urban areas. There is some evidence, however, that some additional areas on the north-eastern periphery will be needed to satisfy housing needs as well. These are already zoned residential in the Land Use Plan but their utilisation is dependent on the preparation of more detailed plans, addressing amongst other aspects questions of transportation and infrastructure.

Generally, the instigation of all major housing projects will have to be prepared and accompanied by planning and public participation processes to solve complex planning and environmental issues and to promote local consensus.

Sectoral Development Plan for Housing: Potential sites for major residential development
5. Employment for 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. It is the concern of the Land Use Plan to seize the opportunities for the city to expand its role as an economic centre of European standing and to allocate suitable land for these purposes in locations attractive for investment.

Berlin has made great efforts to cope with the structural change from an industrial city to a promising centre of technology and services. The Berlin economy as a whole and industry in particular are beginning to experience an upward trend. 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. Today, most enterprises in Berlin are active in expanding markets and internationally competitive.

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 international Airport (BER) will generate strong positive stimuli for economic development. The Land Use Plan allows for considerable growth, both in the vicinity of the airport and in a wider south-eastern development corridor.

Land for industrial development
During the past few years Berlin has succeeded to increase industrial performance and manufacturing employment and to stabilise economic growth. This is supported by the provision of an adequate supply of industrial land in the Land Use Plan. Abandoned or underused industrial sites are to be recycled for new intensive uses. In addition, the Land Use Plan allocates substantial new areas for a wide range of industrial and commercial activities, 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 upgrading 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. A ‘Sectoral Development Plan for Industry’ was adopted as a basis for the relevant decisions. This plan includes a concept for safeguarding industrial land, taking up the objectives of the 'Masterplan Industrial City Berlin 2020' with regard to land use policy.

Traditional and new locations for services
The Land Use Plan allocates areas for office development mainly in 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. Areas zoned for mixed uses on the inner ring of railway and motorway complement the urban blend of uses in the centre, offering options for employment-intensive services and offices in combination with inner-city housing. Some of these locations lend themselves to developments of an exceptional urban design.
The attractiveness of Berlin as a place to live and to work is largely determined by the variety of different urban centres and 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.

The Land Use Plan takes account of the importance of the retail sector for the attractiveness of the metropolis and its urban centres and for adequate local shopping facilities. The plan, therefore, provides for a balanced distribution of retail concentrations and mixed use areas. Up to now, the policy of utilising structural changes in retailing to strengthen existing urban centres has been largely successful. However, the pressure for further retail development even in poorly integrated locations necessitates a clear-cut strategy to control further growth, which is set down in the Land Use Plan and in the Sectoral Development Plan on Urban Centres.

Upgrading existing urban centres

Urban centres and shopping streets are of crucial importance for the provision of goods and services to the population. At the same time, they are vital nodes of urban life, trade and culture as well as attractive destinations for visitors to the city. To stabilise and upgrade these centres, improvements to the architectural quality, the urban ambience and the range of shops and services available are often needed. Not just shops, but also restaurants, entertainment, cultural and leisure facilities are important ingredients of a vital urban centre.

Well targeted city-wide initiatives and funding programmes such as ‘Mittendrin Berlin’ and ‘Active Centres’ have been launched to enhance the attractiveness of urban centres and shopping streets.
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
An efficient transport network compatible with social and environmental objectives is a precondition for sustainable urban development. Priority is given to the use of spare capacities by modern traffic management, the promotion of pedestrian and bicycle traffic and of public transport, and to measures targeted to avoid additional traffic altogether. This 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 accessibility.

Promotion of environment-friendly transport
The promotion of public transport and of pedestrian and bicycle traffic are central elements of the policies 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 substantial 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. It will be necessary, therefore, to upgrade public transport, to promote cycling and walking, to try out new ways of traffic management and to improve the coordination of environment-friendly-transport modes, including car sharing and bike sharing.

The bridge over the river Spree is part of a new road connection between eastern suburbs and the new international airport. The new Gesundbrunnen station serves as an efficient interchange for regional, suburban and underground trains.
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. Forests, lakes, fields, parks and other open spaces account for more than 40% of the area of the city. The plan contributes to the preservation of natural resources by making economical use of land for development, safeguarding ecologically and climatically important areas and avoiding unnecessary traffic. To compensate for adverse impacts on the environment, a city-wide mitigation concept 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.

Open spaces linked by green corridors
The open space strategy of the Land Use Plan builds upon the existing pattern of open spaces; these are to be safeguarded and upgraded. Starting from this, the recreational areas on the outer periphery and around the inner city are being upgraded in order to improve access to open spaces and to mitigate unavoidable adverse impacts on the environment. 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.

Landscape Programme and Land Use Plan
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 one another. The Landscape Programme provides the ecological basis for the Land Use Plan and for the environmental evaluation of proposed modifications to the plan.

Strategy for environmental compensation
The Landscape Programme formulates a city-wide strategy for the mitigation of adverse impacts on the natural environment and the urban landscape, which cannot be compensated locally within the areas zoned for development. In these cases compensation measures are to be concentrated in the priority areas defined by the strategy. Priority is given to compensation measures in the inner city, in order to assist the concept of internal development and to improve the qualities of open spaces. Other measures are targeted to upgrade the citywide system of open spaces, including large peripheral landscapes like the Barnim Regional Park in the North-East.

Other environmental concepts
The Land Use Plan also takes other planning concepts directed to the protection of the environment into account. Amongst these are the Sectoral Development Plan on Climatic Change, the Noise Protection Action Plan, the Air Quality Protection Plan, the Strategy for the Urban Landscape and the Strategy for Biological Diversity.

Environmental impact assessment
For all but the most uncontroversial modifications to the Land Use Plan, the preparation of a report on the environment is legally required. It brings together information on all aspects relevant to nature and landscape conservation, in order to give due weight to environmental concerns in the decision making process. The Landscape Programme, the Berlin Environmental Atlas as well as other plans and strategies relating to the environment provide the information basis for the report. In some cases, additional research will have to be consulted or undertaken. Summarising the results of an environmental impact assessment, the report on the environment takes part in the formal consultation process of the public and of public bodies. The environmental impact assessment is prepared at an early stage, to be available as a basis for subsequent planning decisions.
9. Planning for the Metropolitan Region

Berlin and Brandenburg have many interests in common and jointly develop a profile as a potent metropolitan region. To co-ordinate planning efforts between the two federal states, a joint planning authority for the capital region 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 a Neighbourhood Forum.

Joint planning for Berlin and Brandenburg

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

The Joint Development Plan Berlin-Brandenburg (LEP B-B) specifies criteria for the implementation of the guiding principle ‘to strengthen the strong’, offering support to promising local growth centres and building upon the potential of the capital city itself. The policies laid down in this plan are binding for all major developments in both states.

Five Regional Plans plus the Berlin Land Use Plan

Within the framework of the Joint Development Plan and taking into account the interests and ideas of the local authorities, regional plans are being prepared by five different regional planning agencies bordering on Berlin. In Berlin itself, the Land Use Plan incorporates regional planning objectives and substitutes a formal regional plan. Regional planning matters are being discussed in a Regional Planning Council.

The new airport - focus for a cross-border area of opportunity

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.

The Neighbourhood Forum

Apart from these formal consultation procedures, Berlin and the surrounding local authorities also cooperate on a more informal basis. Since 1996, four Neighbourhood Councils comprising representatives of Berlin districts and of local municipalities from the surrounding Brandenburg area work together voluntarily on all kinds of planning issues within the framework of the Neighbourhood Forum Berlin-Brandenburg.

In a closely interwoven region this form of cooperation 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 competitiveness. As a precondition for joint planning and action, a basis of confidence and trust is established by early exchanges of information on all matters of mutual concern.

The Neighbourhood Councils serve as a forum for a continuous dialogue on development perspectives and on planning issues of more than local importance. Current planning issues, the preparation of inter-communal structural planning concepts, the control of new large retailing projects and the improvement of transportation networks have been major discussion topics in recent years.
The Berlin Land Use Plan first came into effect on July 1st, 1994. It 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 is updated at regular intervals by small-scale modifications. The current edition, dated January 2015, includes the modifications to the Land Use Plan agreed upon during the intervening period.

As an integrated planning tool 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 or industrial 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 the 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 land requirements 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.

Focus on issues of city-wide importance
As an outline development plan, the Land Use Plan shows a generalised picture of the distribution of land uses proposed for the longer term. It is not site-specific and does not, as a rule, concern itself with areas smaller than 3 hectares. The plan does not determine what uses can be permitted on any 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
The Land Use Plan continues to be guided by the following strategic objectives of city 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 and 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 urban commercial traffic.
Concentration on internal development
The Land Use Plan designates the existing built-up areas of the city according to their characteristic land uses 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 in the various use categories can be met within the limits of existing built-up areas, by infill development and moderate increases of densities, new uses for vacant plots, recycling of derelict or underused land (e.g. abandoned industrial sites, old railway yards, areas no longer required for public utilities), and by small-scale rounding-off.

Key areas for development within the inner city …
In the inner city, the Land Use Plan takes account of Berlin’s role as a capital city and of the demand for central area shopping and high-quality offices. There is room for additional development between the historical centre and the City West and in an eastern corridor between Alexanderplatz and Ostbahnhof. Further development opportunities for residential and commercial uses are provided at intersections of radial arteries with the road and rail ring surrounding the inner city (at Gesundbrunnen, Ostkreuz und Südkreuz stations). Some of these locations have already experienced substantial growth, others are kept as long-term options.

… and in the outer districts
Along the upper reaches of the rivers Havel and Spree the Land Use Plan envisages attractive waterside locations for new housing. The restructuring of these areas will also include additional employment opportunities.

In the south-eastern part of the city, the new capital airport BER currently under construction is expected to generate new stimuli for development, including the future ‘Business Park BER’ and the further expansion of the ‘City for Business and Science’ at Johannisthal/Adlershof, which also comprises substantial areas designated for essential housing projects.

Land reserves for expansion
Even if priority is 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 at short notice.

These land reserves are mainly located to the north and north-east of the city, in close proximity to existing built-up areas, 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 mitigation.
The zoning allocations of the Land Use Plan as an outline development plan are of a general nature, leaving scope for more detailed regulations on subsequent levels of planning. This implies 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 (latest edition) to the scale of 1:25,000. 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 came into effect after the date of the latest edition. These are published in the official gazette of the city (Amtsblatt Berlin) and in the internet presentation of the Department for Urban Development and the Environment. An up-to-date working map including these modifications is also available in the internet.

A written statement (Erläuterungsbericht) contains the background to the plan. This is complemented by the explanatory comments, which form part of the various local modifications to the Land Use Plan, and by the current Progress Report on Land Use Planning (Bericht zur Flächennutzungsplanung).

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 ha. 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 ha. 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 a general zoning category, including - in the case of housing land - an upper limit for residential density (floorspace ratio). Uses for particular sites (e.g. in areas 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 (terraces, house clusters, small apartment blocks), 2-3 floors,
- **W4**: detached or semi-detached houses, 1-2 floors.

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

Concentrating 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 in more detailed Local Development Plans, constrained only by the broad framework of the city-wide plan.

Framework for subsequent levels of planning
Local Development Plans may differ from the general framework of the Land Use Plan if this is justified by the greater detail required on the local level, as long as the ‘Guidelines for Local Development Plans’ and the general land use concept of the city-wide plan are fundamentally adhered to.

Guidelines for Local Development Plans
The scope for Local Development Plans within the framework of the Land Use Plan is defined by ‘Guidelines for Local Development Plans’ printed on the zoning map of the Land Use Plan. Additional guidance is given by a ‘General Directive’ (AV-FNP) of the Senate Department for Urban Development and the Environment, concerning the contents of the Land Use Plan and the procedure for modifications. The matrix below shows how the zoning categories of the Land Use Plan can be ‘translated’ into specific land use allocations. It distinguishes between standard cases, cases which require special justification, and departures from the Land Use Plan which are not permitted.

Commenting on Local Development Plans
The Department of Urban Development comments on draft Local Development Plans prepared by the City Districts. Their comments are mainly concerned with the compatibility with the Land Use Plan and with other important city-wide concerns such as major public services and utilities or transport corridors, large residential developments, projects affecting the hierarchy of urban centres and landscape projects intended as compensation for new development, if they affect more than one District.

Relationship between zoning categories of the Land Use Plan (FNP) and land use allocations in Local Development Plans (B-Plan)

The matrix shows, which land use categories can / cannot be employed within the different zoning categories of the Land Use Plan (shown on the left hand side of the matrix) by a Local Development Plan (shown along the top of the matrix). In each case, the general character of the zoning category shown in the Land Use Plan has to be respected. Additional clarification is provided by a ‘General Directive’ (AV-FNP).

- Standard case
- Standard case, dependent on importance and size
- Special case
- Not permitted / no regulation needed
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.

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 they 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 parts. 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 Local Development Plans and planning schemes for individual development proposals.

Transparent planning procedures for modifications to the Land Use Plan are set down by planning legislation. In addition to the two-tier standard modification, there are simplified procedures for modifications of limited impact.

In all cases appropriate opportunity is given for public participation and for comments from public bodies affected by the plan. This is to ensure that the arguments for and against a certain modification are weighed up 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.

13. Land Use Planning as a Process

Public exhibition of draft modifications to the Land Use Plan

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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. With their comments on the proposed modifications, the citizens can influence the planning process.

Consideration of objections, decision-making

Weighing up the arguments presented during the participation process 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.

For every modification to the Land Use Plan, a ‘modification sheet’ is updated in line with planning progress.

Area affected, number and title of modification

Type of modification, legal basis, stage of process

Location within the city

Surrounding area

Land Use Plan before modification

Zoning map showing proposed modifications to the Land Use Plan (pointed out by ‘labels’)

Explanatory comment (complementing the written document of the Land Use Plan), including a separate report on environmental impacts

Example for a modification sheet relating to an area in the suburb of Buch
Since 1994 up to the current revised edition of January 2015, some 199 modifications and corrections of the Land Use Plan have come into effect. They cover about 5% of the area of the city. While the main planning framework has remained substantially unchanged, these modifications in parts have served to adapt the plan to changing circumstances.

Modifications to the Land Use Plan were most frequently implemented because overall parameters or city-wide planning objectives had changed or new local planning concepts had been prepared. The necessity to provide planning security for desirable investment proposals also played a major role. Increasingly, modifications are being processed in parallel with the preparation of more detailed Local Development Plans for the same areas.

The following examples are typical for the reasons to modify the Land Use Plan in parts since 1994: to make development sites within existing built-up surroundings available for new housing (1), to strengthen the local economy and to provide employment (2), to accommodate new forms of retailing (3), and to safeguard and improve green open spaces (4).

Summing up the modifications that have come into effect since 1994, there have been substantial increases of the amount of land zoned for housing and for open spaces. On the other hand, land use allocations for public purposes (railways, public utilities) have been significantly reduced. Substantial gains and losses in the mixed use zoning category have more or less evened out. The increase in industrial land allocations is due to a few major projects such as the ‘Business Park’ development near the new international airport BER and the new developments proposed for the site of the present airport at Tegel.
15. Explanation of Signs

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<th>Land for community facilities</th>
<th>Land for supply and disposal plants</th>
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<td>Former Tempelhof Airport: Area subject to special legislation to protect existing open space</td>
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<td>Special building land for Capital city functions (H)</td>
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<td>Woodland</td>
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<td>Mixed building land, M2</td>
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<td>Retail concentration</td>
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<td>Special building land</td>
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<tr>
<td>Special building land with large proportion of green</td>
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<td></td>
<td></td>
<td>Polluted ground</td>
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</tbody>
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Sources

Unless specified otherwise, maps and diagrams, aerial photographs:
Senate Department for Urban Development and the Environment (SenStadtUm),
other photographs:
Spath + Nagel.

Other sources (some commissioned by Senate Department for Urban Development and the Environment):
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Land Use Plan
Berlin

Revised Edition
January 2015

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 major road and rail network.

The Land Use Plan forms an important basis for 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