



Fact sheet for planning levels

Planning level		Type of plan				
						
Planning level	Planning instrument	Content of plan	Legal basis	Policy maker	Legal impact	Scale
Local authority	Binding land-use plan (Bebauungsplan)	Arrangements for urban development and order in the form of legally binding designations for specific parts of the municipal territory	Federal Building Code in connection with Land Utilization Ordinance and Plan Notation Ordinance	Municipal council	Legal by binding for everyone, legal basis for building projects and issuing building permits	ca. 1 : 500 1 : 1.000
Local authority	Preparatory land-use plan (Flächennutzungsplan)	Represents in basic form the type of land uses envisaged for the entire municipal territory in accordance with the intended urban development	Federal Building Code in connection with Land Utilization Ordinance and Plan Notation Ordinance	Municipal council	Binding effects for all planning authorities	ca. 1 : 10.000
Regional planning	Regional plan (Regionalplan)	It constitutes the vital link between the state's perspectives for development and the special local decisions in the content of urban land-use planning	Federal spatial planning act and state planning act	Regional planning associations	Binding effects for all planning authorities	ca. 1 : 25.000 1 : 100.000
State spatial planning	State development plan (Landesraumordnungsplan)	Representation of the desired spatial and structural development for the territory of the state and plan includes comprehensive, state-wide, aims of spatial planning	Federal spatial planning act and state planning act	State parliament or state government	Binding effects for all planning authorities	ca. 1 : 50.000
Federal spatial planning	Spatial planning principles (Grundsätze der Raumordnung) Guiding principles for spatial development (Leitbilder)		Federal spatial planning act	Conference of ministers for spatial planning	Binding effects for all planning authorities (spatial planning principles only)	-

Guiding principles for spatial development (2016)



Leitbilder und Handlungsstrategien für die Raumentwicklung in Deutschland

Verabschiedet von der Ministerkonferenz für Raumordnung am 9. März 2016

Source: Federal Ministry for Housing, Urban Development and Building
<https://www.bmwsb.bund.de/SharedDocs/leitbilder-und-handlungsstrategien-raumordnung.pdf>

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Facts: Guiding principles for spatial development

Legal basis

- Federal Spatial Planning Act (*Raumordnungsgesetz, ROG*) of 8 August 1997 (*BGBI.* [Federal Law Gazette] I 2081), amended by Article 15 of the Act of 31 August 2022 (*BGBI.* I p. 1353)

Competences

- Under Section 24(2) of the Federal Spatial Planning Act, within the Conference of Ministers for Spatial Planning the federation and the federal states can develop guiding principles for the spatial development of the federal territory or of contexts extending beyond individual federal states.

Binding force

- Informal policy paper (self-binding decision by the Conference of Ministers for Spatial Planning)

Tasks and content

- The federation and the federal states use the guiding principles to jointly document which spatial planning policy challenges should guide action in spatial planning in the future.
- The guiding principles serve to coordinate the spatial planning objectives of the federal government, the state governments and spatially-relevant sectoral policies. They form a central framework both for spatial policy objectives, stipulations in the Federal Spatial Planning Act, state development and regional plans, and for concrete implementation measures.
- Four guiding principles were adopted in the 'Guiding Principles and Strategies for Spatial Development in Germany' (2016):
 - Enhancing competitiveness
 - Ensuring the provision of public services
 - Controlling and sustainably developing land uses
 - Shaping climate change and the transformation of the energy system

Process, duration, participation

- Guiding principles were introduced as a planning instrument in the Federal Spatial Planning Act in 1997.
- The process for drawing up the guiding principles is not standardised: the guiding principles adopted by the Conference of Ministers for Spatial Planning in 2006 were developed in a comprehensive discursive process and accompanied by an external project to organise this process. The essential steps in the process (lasting from 2004 to 2006) and external inputs comprised expert workshops and surveys, a spatial planning report by the Federal Office for Building and Regional Planning, draft spatial concept maps elaborating guiding principles and a written draft of the guiding principles. These were discussed at a major conference of experts. Based on this process the Conference of Ministers for Spatial Planning adopted the 'Concepts and Strategies for Spatial Development in Germany' in 2006.
- In 2013 the Conference of Ministers for Spatial Planning initiated a process to revise, update and expand the guiding principles of 2006. The process for this was leaner: the Conference of Ministers for Spatial Planning discussed and agreed on a draft on which the expert public could comment in writing. The updated 'Concepts and Strategies for Spatial Development in Germany' were adopted by the Conference of Ministers for Spatial Planning in 2016.

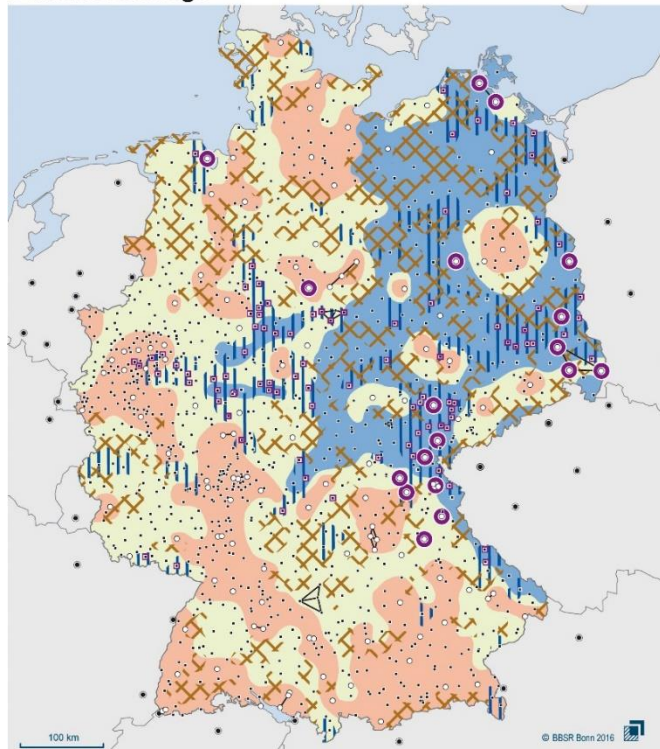
Duration of validity

- The 'Guiding principles' apply for an unspecified medium- to long-term period.

Details of the plan

Guiding principle: Ensuring the provision of public services

Daseinsvorsorge



Source: Federal Institute for Research on Building, Urban Affairs and Spatial Development

<https://www.bbsr.bund.de/BBSR/DE/themen/leitbilderkonzepte.html>

Characteristics

Location of the area

- Over and above the guiding principles, the document set out objectives and strategies shared by the federal and state governments with regard to future spatial development for the whole of Germany. The guiding principles also explicitly emphasise the special situation and backlog requirements for different large-scale spatial contexts (e.g. rural v. urban areas, specific needs of the 'new' federal states of East Germany)

Initial situation

- New social challenges and megatrends were and are the reason for the development or update of the guiding principles, e.g. the spatial effects of globalisation and demographic change in 2006 or the spatial consequences of climate change and the energy transition in 2016.

Particularities of the procedure and/or contents

- The process for drawing up the guiding principles is not standardised (see 'Process, duration, participation')

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Notes and links

https://www.arl-international.com/sites/default/files/dictionary/2021-09/guiding_principles_for_spatial_development.pdf

<https://www.bbsr.bund.de/DE/Raumentwicklung/RaumentwicklungDeutschland/Leitbilder/leitbilderkonzepte.html>

<https://www.bbsr.bund.de/BBSR/DE/Raumentwicklung/RaumentwicklungDeutschland/Leitbilder/leitbildbroschuere-englisch.pdf>

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