

## Fact sheet for planning levels

Planning level	Type of plan																																														
<p><b>National</b></p> <div style="text-align: center; margin-bottom: 10px;"> <p>Planning system of Switzerland</p> </div> <table border="1" style="width: 100%; border-collapse: collapse; font-size: 0.8em;"> <thead> <tr> <th>Planning level</th> <th>Planning instrument</th> <th>Content of plan</th> <th>Legal basis</th> <th>Policy maker</th> <th>Legal impact</th> <th>Scale</th> </tr> </thead> <tbody> <tr> <td rowspan="3">Federal level</td> <td>Territorial Concept Switzerland</td> <td>Abstract spatial strategy for the entire country (disseminated in 12 different actor areas)</td> <td>none</td> <td>Formulated by the Federal Office of Spatial Development (ARE). Approved and signed by the territorial planning authorities</td> <td>none</td> <td>Nationwide</td> </tr> <tr> <td>Sectoral Concept</td> <td>Covers spatial relevant projects of a specific sector (typically infrastructure such as wind energy or sport facilities). 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Diese Räume werden entsprechend dem konzeptionellen Ansatz weder gemeinde- noch parzellenscharf ausgedehnt.</p> <p><b>Entwicklungsziele des Kantons Bern</b></p> <ul style="list-style-type: none"> <li><b>Entwicklungszone</b> <ul style="list-style-type: none"> <li>Urbane Kerngebiete der Agglomerationsräume: Als Entwicklungsmotoren stärken</li> <li>Agglomerationsränder und Entwicklungsgürteln: Fußweiser verschärfen</li> <li>Zentrumsnahe ländliche Gebiete: Siedlung konzentrieren</li> <li>Hügel- und Berggebiete: Als Lebens- und Wohncharakterum erhalten</li> <li>Hochlagen/geringbesiedelte: Schützen und sanft nutzen</li> </ul> </li> <li><b>Überlagernde Raumtypen</b> <ul style="list-style-type: none"> <li>Intensiv räumlich genutzte Gebiete: Infrastrukturen konzentrieren</li> <li>National bzw. international geschützte Gebiete beachten</li> <li>Naturparks und Wildstrubel nachhaltig in Wert setzen</li> </ul> </li> <li><b>Zentralitätsstruktur</b> <ul style="list-style-type: none"> <li>Zentrum 1: Stadt</li> <li>Zentrum 2: Stadt</li> <li>Zentrum 3: Stadt</li> <li>Zentrum 4: Stadt</li> <li>Zentrum 4: Stadt, touristisch geprägt</li> </ul> </li> <li><b>Ausgangslage</b> <ul style="list-style-type: none"> <li>— Behinderter</li> <li>— Übergangsbahn-Strecken</li> </ul> </li> </ul>
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Source: Canton of Bern Structure Plan (2015) p. 10

## Facts: Bernese Structure Plan (2018)

### Legal basis

- Canton of Bern's Building Law (Baugesetz des Kantons Bern) of 9 June 1985 (status as of 24 June 2020) BSG 721.0 or cantonal equivalent
- Federal Act on Spatial Planning (SPA) of 22 June 1979 (status as of 1 January 2019) CC 700, particularly Article 6-12

### Competences

- The cantonal government (usually represented by an Executive Council / State Council responsible for planning policy) is responsible for preparing the plan according to the formulated priorities and overall political strategy.
- The Federal Council (represented by the Federal Office for Spatial Development) approves the plan and its amendments after reviewing its conformity with the requirements stemming from federal law.

### Binding force

- The legal character varies across the 26 cantons. In most cantons, the structure plan is seen as a law-like document, and therefore, it is legally binding for everyone, including landowners. In some cantons (including the Canton of Bern, which is taken as an example), the structure plan is seen as a governmental strategy translating its spatial priorities. In this case, the document is legally binding for public authorities only.
- In any case, structure plans are legally binding for superior authorities (federal level), subordinate authorities (municipal level), and neighbouring entities (neighbouring cantons and bordering countries).
- Specific content can have a different legal character: as general orientation, interim results, or firm statements.

### Tasks and content

- The structure plan illustrates how public authorities' spatial activities (across different policy fields and the different tiers of government) are to be harmonised within the area of a given canton. It is to be characterised as a progress plan rather than as a final spatial concept. Furthermore, it shows how the spatial objectives are to be achieved – including the temporal priorities and concrete implementation measures.
- Further minimum requirements are defined for specific policy fields (settlement development and renewable energy). Usually, the plan also includes strategies and priorities related to transport, agriculture and natural habitats.
- The Bernese Structure Plan is outlined in a graduated manner. It contains an overall vision ('Spatial Concept'), nine strategies (across different policy fields), and 74 measures. The latter can be one-time as well as permanent measures (see example on the figure below).

### Process, duration, participation

- The process varies across different cantons, depending on the document's actual legal character. If the structure plan is law-like, it has to be approved by the parliament, including a facultative referendum. If the structure plan is seen as a governmental document, it is to be approved by the government only.
- Deviating policy priorities, inconsistencies, and conflicts are revealed in a sophisticated process.

### Duration of validity

- The planning horizon of structure plans is usually 30 years. However, they are usually updated about every ten years and can be updated even earlier in the event of significant changes in circumstances.

## Details of the plan

Richtplan des Kantons Bern Massnahme A\_07

### Siedlungsentwicklung nach innen (SEin) fördern

**Zielssetzung**  
Der Kanton Bern entwickelt sich baulich konsequent nach innen. Dadurch werden hohe Infrastrukturkosten vermieden und der haushälterische Umgang mit dem Boden gefördert. Die Zersiedelung wird eingedämmt und das Wachstum an die richtigen Orte gelenkt.

**Hauptziele:** A Den Boden haushälterisch nutzen und die Siedlungsentwicklung konzentrieren  
D Wohn- und Arbeitsstandorte differenziert aufwerten und gestalten

Beteiligte Stellen	Realisierung	Stand der Koordination der Gesamtmassnahme
Kanton Bern: AGR	<input type="checkbox"/> Kurzfristig bis 2018	Festsetzung
Regionen: Alle Regionen	<input type="checkbox"/> Mittelfristig 2018 bis 2022	
Gemeinden: Alle Gemeinden	<input checked="" type="checkbox"/> Daueraufgabe	
<b>Federführung:</b> AGR		

**Massnahme**  
Im Kanton Bern wird der Grundsatz „Innenentwicklung vor Aussenentwicklung“ verfolgt. Unter Siedlungsentwicklung nach innen werden neben dem Schliessen von Bauflächen die Aspekte der Siedlungsbegrenzung, Verdichtung, Umnutzung von Siedlungsbrachen und Aufwertung bestehender Wohnquartiere (Siedlungsemauerung) sowie die kompakte Siedlungsentwicklung am geeigneten Ort verstanden. Dabei werden Siedlungs- und Wohnqualität (Freiräume, öffentliche Räume, ortsbauliche Qualität etc.) berücksichtigt und es wird allgemein ein Beitrag zur Erhaltung resp. Steigerung der Attraktivität der Lebensräume für Wohnen und Arbeiten geleistet. Im Rahmen von Ortsplanungen ist die Siedlungsentwicklung nach innen von den Gemeinden prioritär zu behandeln. Das Vorliegen einer umfassenden Übersicht über das vorhandene Innenentwicklungspotenzial nach Art. 47 RFPV, dessen Verfügbarkeit und die geplanten Massnahmen zur Mobilisierung unter Berücksichtigung der Siedlungs- und Wohnqualität sind als Voraussetzung der Planungen erforderlich.

**Vorgehen**  
Kanton  
- Der Kanton unterstützt die Gemeinden bei der Erstellung der Gesamtübersicht über die vorhandenen Innenentwicklungspotenziale. Im Rahmen seiner Möglichkeiten stellt er dabei den Gemeinden zu diesem Zweck Grundlagen zur Verfügung (basierend auf dem Übersichtszoneplan des Kantons Bern).  
- Der Kanton unterstützt die Gemeinden bei der möglichst konsequenten Mobilisierung ihrer inneren Reserven durch die Schaffung der nötigen rechtlichen Grundlagen und durch das Bereitstellen von Best Practices für SEin-Projekte in unterschiedlichen Gemeindetypen.  
- Der Kanton lenkt die Entwicklung nach innen auf Umnutzungs-, Emauerungs- und Aufwertungsgebiete. In diesem Zusammenhang werden insbesondere die kantonalen Entwicklungsschwerpunkte (ESP) sowie die in den Regionalen Gesamtverkehrs- und Siedlungskonzepten (RGSK) festgelegten Gebiete von kantonalen Bedeutung nach Massnahmenblatt A\_06 gezielt weiterentwickelt.  
- Der Kanton schafft Anreize für die Mobilisierung der Innenentwicklungspotenziale resp. der konsequenten Entwicklung nach innen. Er berücksichtigt dabei die Aspekte der Siedlungs- und Wohnqualität.  
- Der Kanton sensibilisiert die relevanten Akteure für die Anliegen der Siedlungsentwicklung nach innen.  
Regionen  
- Die Regionen erarbeiten im Rahmen ihrer RGSK Massnahmen zur Förderung der Siedlungsentwicklung nach innen, indem sie zum Beispiel Wohn- und Arbeitsschwerpunkte sowie Umstrukturierungs- und Verdichtungsgebiete bezeichnen und festsetzen.  
- Die Regionen bringen die in den RGSK festgelegten Siedlungsgrenzen und -trenngürtel zur Umsetzung.  
Gemeinden  
- Die Gemeinden erstellen bei Neueinzonungen resp. Umzonungen zur Geltendmachung des 15-jährigen Baulandbedarfs Wohnen und Arbeiten die Gesamtübersicht über die vorhandenen Innenentwicklungspotenziale in ihrer Gemeinde nach Art. 47 RFPV. Davon ausgenommen sind Neueinzonungen resp. Umzonungen, die in Gebieten von kantonalen Bedeutung gemäss Massnahmenblatt A\_06 vorgesehen sind.  
- Die Gemeinden legen dar, wie sie diese Reserven und Potenziale aktivieren und mobilisieren werden und die Siedlungs- und Wohnqualität erhalten, resp. aufwerten.  
- Die Gemeinden erarbeiten im Rahmen ihrer Planungen zur Geltendmachung des 15-jährigen Baulandbedarfs Wohnen und Arbeiten eine räumliche Analyse ihres Siedlungsgebietes und formulieren basierend darauf Entwicklungsziele (u.a. zur Siedlungs- und Wohnqualität).

**Abhängigkeiten/Zielkonflikte**  
- Baulandbedarf Wohnen bestimmen (Massnahme A\_01)  
- Baulandbedarf Arbeiten bestimmen (Massnahme A\_05)  
- Prioritäre Siedlungsentwicklungen Wohnen von kantonalen Bedeutung fördern (Massnahme A\_06)  
- Kantonalen Entwicklungsschwerpunkte (ESP) bestimmen (Massnahme C\_04)  
- Regionale Gesamtverkehrs- und Siedlungskonzepte (RGSK, Massnahme B\_09)  
- Kulturpflege: Ortsbildschutz, Archäologie

**Grundlagen**  
- Übersichtszoneplan Kanton Bern  
- Nutzungsreserven Wohnen und Arbeiten  
- Genehmigte Regionale Gesamtverkehrs- und Siedlungskonzepte (RGSK)

**Hinweise zum Controlling**  
- Übersichtszoneplan  
- Raumbewachung

Beschlossen durch den Regierungsrat am 02.09.2015 (RRB 1032/2015)

## Detail 1: Example of a permanent measure (here: inward development)

Source: Canton of Bern Structure Plan (2015) p. A\_07

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## Characteristics

### Location of the area

The Spatial Concept covers the entire canton, and specific measures can be relevant for specific areas only.

### Initial situation

The plan replaces an earlier version.

## Notes and links

- Online information on the Structure Plan of the Canton of Bern. Available in German and French at: [https://www.jgk.be.ch/jgk/de/index/raumplanung/raumplanung/kantonaler\\_riichtplan/suche.html](https://www.jgk.be.ch/jgk/de/index/raumplanung/raumplanung/kantonaler_riichtplan/suche.html) (Accessed: 01 December 2021)
- Overall information regarding structure plans, provided by the Federal Office for Spatial Development. Available in German, French and Italian at: <https://www.are.admin.ch/are/de/home/raumentwicklung-undraumplanung/strategie-und-planung/kantonale-richtplaene/was-ist-ein-riichtplan.html> (Accessed: 01 December 2021)