

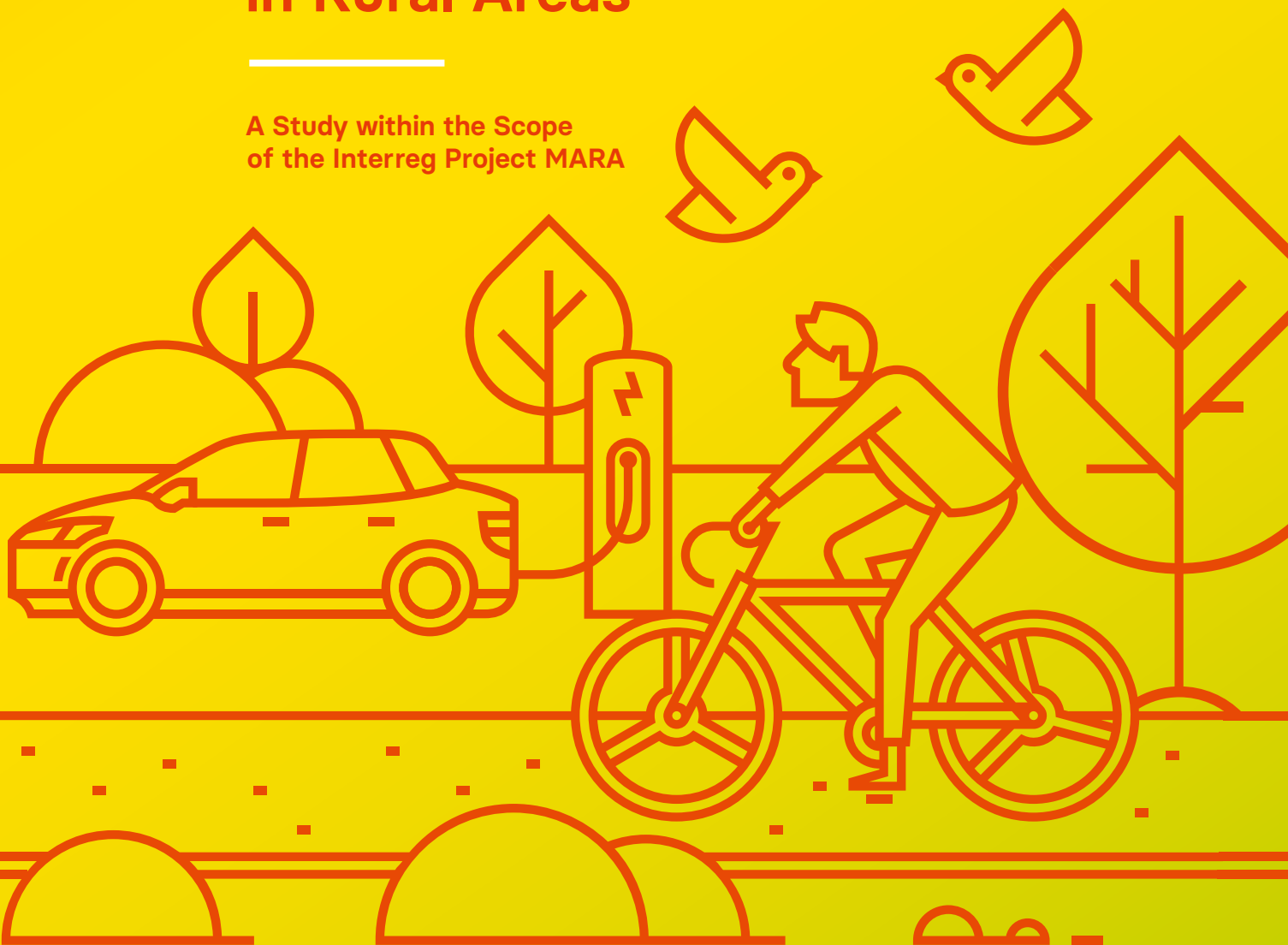


# MARA

Mobility and Accessibility  
in Rural Areas

## Expert Report on the Possibilities of Spatial Planning with Regard to Demand-Oriented Local Public Transport Services in Rural Areas

A Study within the Scope  
of the Interreg Project MARA



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# 1. Preface

## 1.1 Introduction and Technical Framework

Ensuring sustainable mobility that is of equal value to all population groups and the accessibility of services and facilities of general interest is one of the central elements of ensuring equal living conditions as a guiding principle of spatial planning.

This is a particular challenge in rural areas, as fewer users and often dispersed settlement structures make financially viable services difficult. At the same time, the population groups dependent on public mobility services are increasingly present in rural areas (among other things due to demographic ageing processes). In terms of ecological mobility and the corresponding demand for ecologically oriented, gentle and/or sustainable tourism, it is still important to provide attractive public transport services for rural areas characterised by tourism.

Within the framework of the Interreg project "Mobility and Accessibility in Rural Areas" (MARA), existing mobility and accessibility approaches in rural regions of Mecklenburg-Western Pomerania as well as in the participating partner countries of the Baltic Sea Region are being investigated on a case study basis. The handling of seasonally different user groups of public transport, e.g. in tourist regions, has been and will be considered. An important goal of the MARA project is to derive approaches for improving mobility and accessibility and to ensure that these are also taken into account at the political level in order to enable sustainable improvements. In this context, also the present expert report on possibilities of spatial planning with regard to demand-oriented local public transport services in rural areas has been commissioned by the lead partner of the MARA project, the Ministry of Energy, Infrastructure and Digitalisation of Mecklenburg-Western Pomerania.

Demand-oriented local public transport services (e.g. on-call bus systems, on-call shared taxis, etc.) make it possible to increase the quality of service, especially in rural areas, even with lower demand, and supplement the existing network.

The essential features of demand-oriented, alternative forms of service are:

- flexibility as to schedules (demand-driven deployment generally after registration of a request for a ride);
- spatial flexibility (possibility to implement different concepts with regard to the use of fixed routes or flexible journeys);
- a vehicle size adapted to demand (e.g. minibuses, large-capacity taxis) as well as
- the possibility of economic optimisation (reduction of journeys, reduction of journey length, adaptation of vehicle capacity to the number of passengers),

The 2018 Integrated State Transport Plan for Mecklenburg-Western Pomerania distinguishes between a total of five different service levels for the realisation of an integrated local public transport service, of which levels 4 and 5 belong to the flexible and demand-oriented offers<sup>1</sup>:

Level 1      **Efficient fast connections** by train or bus (main network) especially between the upper and middle centres

<sup>1</sup> cf. Ministry of Energy, Infrastructure and Digitalisation of Mecklenburg-Western Pomerania (2018), Integrated State Transport Plan for Mecklenburg-Western Pomerania, pp. 74–75.

- Level 2     **Synchronised bus connections** on the remaining routes with stronger demand
- Level 3     **Demand-oriented regular services**, especially for schoolchildren (supplemented by further regular services if necessary)
- Level 4     Complementary **flexible forms of service** such as on-call buses, on-call shared taxis, etc., which serve less popular transport times and routes and provide an adequate range of mobility services in sparsely populated rural areas.
- Level 5     **Other shared transport services** in particularly sparsely populated rural areas, where even flexible forms of service are no longer economically viable. At cost recovery ratios between 6 and 41 %, flexible forms of service require a minimum passenger potential of about 3,000 to 5,000 inhabitants in the service area. Below this threshold, especially services organised by citizens (e.g. citizens' buses), the combined transport of passengers and (small) goods (combined bus), private transport and the integration of transport for the sick will come into consideration

Under Section 13 (5) of the Spatial Planning Act, spatial development plans are to define

- the settlement structure to be aimed for,
- the open space structure to be aimed for, as well as
- the infrastructure locations and routes to be secured.

A study conducted by the Chair of Regional Development and Spatial Planning at the Technical University of Kaiserslautern on transport specifications in regional plans back in 2007 – in which demand-oriented public transport offers did not yet play a role in the specifications of the regional plans examined nationwide – formulates the following indications with regard to the **steering effectiveness** of transport-related specifications:

- "Definitions with a specific space or area reference have a high potential for steering effectiveness. [...]"
- The possibilities for regional planning to influence sectoral planning bodies are not particularly high. Therefore, personal contacts are essential for successful cooperation.
- Definitions of general traffic development can largely be dispensed with, since such definitions have no steering effect.
- [...]"
- Definitions that extend to the competences of other (sectoral) planning bodies and in particular private actors are ineffective. In order to increase the effectiveness of the entire regional plan such definitions should be avoided at all costs."<sup>2</sup>

From the indications presented here, it is already clear that the steering of spatial planning, especially at the level of regional planning with regard to transport in general and local public transport in particular, has limited room for manoeuvre and that at the time of the study, it was particularly advised against making specifications that originally affect the competences of other (sectoral) planning bodies. Nevertheless, it is possible to formulate specifications and to achieve the greatest possible steering effect by making them as spatially specific as possible (e.g. axis-related, based on functional networks, based on central locations) as well as by defining them objectively.

<sup>2</sup> Federal Ministry of Transport, Building and Urban Development (BMVBS), Federal Office for Building and Regional Planning (BBR) (ed.) (2007), Transport Specifications in Regional Plans, Werkstatt: Praxis issue 48, p. 21.

## 1.2 Objectives

The objectives of the study are:

1. a systematic content analysis of the Mecklenburg-Western Pomerania 2016 Regional Spatial Development Programme, the four Regional Spatial Development Programmes (West Mecklenburg, Rostock Region, Mecklenburg Lake District, Western Pomerania – chapter Infrastructure Development, Transport) as well as the local transport plans with regard to thematic specifications,
2. the processing of the findings from the content analysis supplemented by the answering of the question as to where the possibilities of spatial planning in the form of specifications for the introduction and/or further development of demand-oriented public transport services in rural areas exist,
3. the formulation of recommendations for the further development of existing and/or the inclusion of additional specifications in the spatial development plans (differentiated by state level and regional level, with a focus on regional planning).

## 1.3 Methodical Approach

The objective is developed in five work steps as follows:

- Work step 1: Brief documentation of the initial situation of demand-oriented local public transport services in Mecklenburg-Western Pomerania and identification of general steering needs

The technical and content-related basis for this work step is provided by the already prepared expert report on the further development of local public transport mobility offers in rural areas of the state of Mecklenburg-Western Pomerania ("MARA Mobility Report").<sup>3</sup> This report will be evaluated with regard to the aspects relevant to the issues at hand and serves to provide an overview of the current initial situation of the demand-oriented local public transport services in Mecklenburg-Western Pomerania on the one hand, and to derive steering requirements for regional planning from the recommendations for the further development of the services on the other hand.

- Work step 2: Creation of an analytical grid for the evaluation of the regional spatial development programmes

Based on step 1 and the authors' expertise in systematic plan analysis, an analytical grid is developed for evaluating the content of the current regional spatial development programmes of the four planning regions (West Mecklenburg, Rostock Region, Mecklenburg Lake District, and Western Pomerania) as well as the State Regional Development Programme. The derivation of the criteria for the analytical grid is presented in detail in **CHAPTER 2.3**.

The textual content in the thematic area of transport infrastructure is analysed in particular with regard to its quality of specification, addressees and its steering effect. Graphic specifications are hardly relevant in the thematic area under investigation<sup>4</sup>, so that drawings are not of great importance.

<sup>3</sup> Ministry of Energy, Infrastructure and Digitalisation of Mecklenburg-Western Pomerania (ed.) (2020): MARA Mobility Report, expert report prepared as part of the MARA Interreg Project on the further development of local public transport mobility services in rural areas of the State of Mecklenburg-Western Pomerania, Schwerin.

<sup>4</sup> The graphic designation of local areas of the basic centres is one of the exceptions.

The analysis of the local transport plans was already comprehensively carried out in the MARA Mobility Report, so that on the one hand this analysis can be used here and on the other hand a headword-based content analysis is carried out with regard to the theme-relevant statements with direct references to the definitions of the spatial development plans contained in the plans.

- Work step 3: Content analysis of the spatial development plans and the local transport plans

In the systematic evaluation of the Regional Spatial Development Programmes and of the State Spatial Development Programme, the specifications are compiled in a tabular overview and thus recorded in a directly comparative manner. The analysis is qualitative (**CHAPTER 3**).

- Work step 4: Current steering options with regard to demand-oriented local public transport services in spatial development plans (especially regional plans) versus need for steering

Against the background of the findings of the previous work steps, **CHAPTER 4** will give a summary of which steering options exist against the background of the applicable regional planning legislation and which steering requirements exist based on the principles of regional planning on the one hand and the introduction and/or further development of demand-oriented local public transport services in addition to the fixed route network on the other hand (in particular taking into account the requirements resulting from the concept for the district of Ludwigslust-Parchim and the objectives of the MARA project).

In order to discuss the need for steering from the point of view of the district of Ludwigslust-Parchim and to what extent and in what form it is possible to respond to temporary differences in demand for public transport services, a moderated video conference was held on April 29, 2021 with the Managing Director of the local transport company Verkehrsgesellschaft Ludwigslust-Parchim mbH, Mr Stefan Lösel, and the responsible for the transport development / local transport planning of the district of Ludwigslust-Parchim district, Mr Gundolf Landsberg, and evaluated.

In addition, there is a targeted evaluation of regional plans that became binding after 2015 with regard to the specifications on the topic of transport / needs-oriented public transport services, which are documented and assessed.

- Work step 5: Formulation of recommendations for possibilities and identification of limits for specifications in spatial development plans for demand-oriented local public transport services.

Based on the findings of the previous steps, recommendations are formulated in **CHAPTERS 4.2 TO 4.4** on how specifications in the spatial development plans may be honed as far as demand-oriented local public transport services are concerned.

In addition, the limits of the steering possibilities of regional planning are highlighted and recommendations for the further development of the relationship between local transport planning and regional spatial planning are formulated. Proposals for the content of regional planning specifications are developed. The recommendations for specifications are mainly formulated for the level of regional planning, with supplementary information also being provided for the state planning level.

## 2. Initial Situation

The Federal State of Mecklenburg-Western Pomerania is – with the exception of five urban-suburban areas – characterised by rural areas throughout its territory. Against this background, ensuring adequate public mobility in the sense of guaranteeing equal living conditions is a major challenge. Demand-oriented local public transport services can make a contribution to this.

In the following, the initial situation of demand-oriented public transport services in Mecklenburg-Western Pomerania will be briefly described – based on the findings of the mobility report prepared in 2020 as part of the MARA (Mobility and Accessibility in Rural Areas) Interreg Project<sup>5</sup> – and it will be examined to what extent a general need for steering of demand-oriented public transport services in rural areas may be derived from it as a basis for the evaluation of the spatial development programmes.

### 2.1 Initial Situation of Demand-Oriented Local Public Transport Services in Mecklenburg-Western Pomerania

In Mecklenburg-Western Pomerania, there are already a number of flexible and demand-oriented local public transport services, which, however, do not cover the whole area. The services surveyed and analysed in the MARA Mobility Report (both in operation and in the planning stage) include, without being limited to,

- Timetable-free call buses (e.g. ILSE bus, call bus system in the district of North West Mecklenburg);
- Scheduled call buses (Ludwigslust-Parchim district);
- Community buses (e.g. Poppendorf Community Bus);
- Community transport services (e.g. Community Active Bus of the municipality of Banzkow);
- Ride-sharing benches.

It becomes clear that the range of offers varies greatly in terms of complexity, area size and requirements. The map below from the report shows very clearly how differently sized the range of services is on the one hand and how different the distribution of the services is in the area on the other hand.

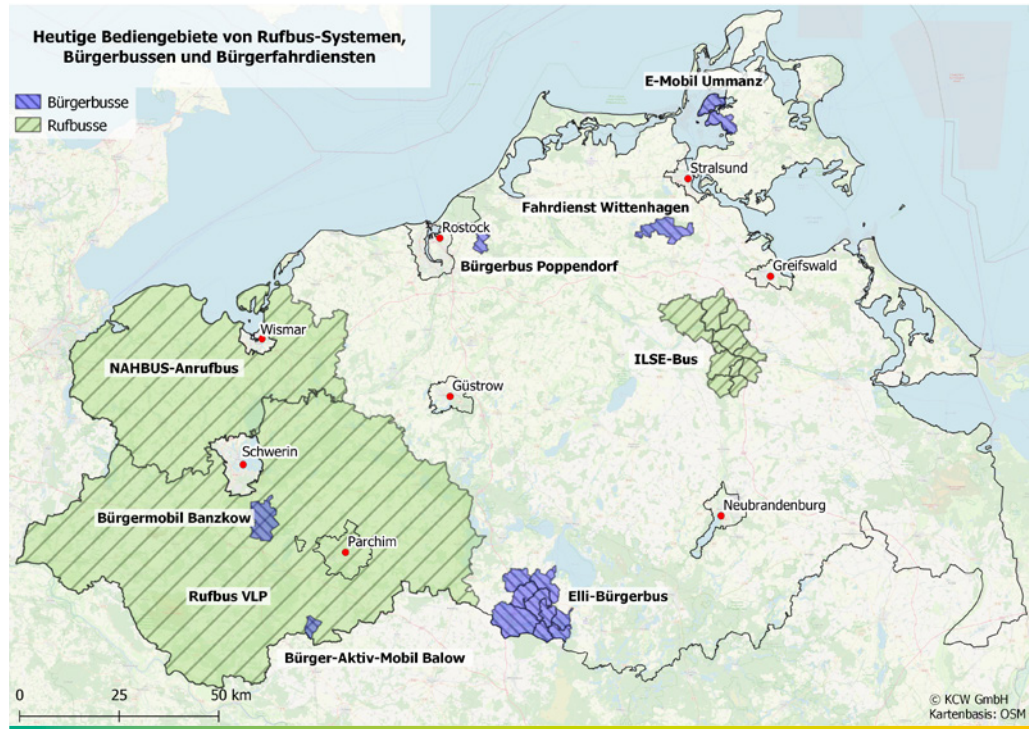
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<sup>5</sup> Ministry of Energy, Infrastructure and Digitalisation of Mecklenburg-Western Pomerania (ed.) (2020): MARA Mobility Report, expert report prepared as part of the MARA Interreg Project on the further development of local public transport mobility services in rural areas of the State of Mecklenburg-Western Pomerania, Schwerin.



**FIGURE 1.** Service areas of call bus systems, citizens' buses and citizens' travel services in Mecklenburg-Western Pomerania

Source: Ministry of Energy, Infrastructure and Digitalisation of Mecklenburg-Western Pomerania (ed.) (2020): MARA Mobility Report, expert report prepared as part of the MARA Interreg Project on the further development of local public transport mobility services in rural areas of the State of Mecklenburg-Western Pomerania, Schwerin, p. 60



In its recommendations, the MARA Mobility Report concludes that “There [...] [is] no universal mobility offer, but a wide range of options with different orientations”.<sup>6</sup> Thus, there is no prioritisation of the mobility offers scaled nationwide in the MARA Mobility Report and calculated in terms of their subsidy requirements, such as timetable-based call buses, timetable-free call buses or community buses. However, it becomes very clear that timetable-based on-call buses are suitable for area-based use with high population coverage.<sup>7</sup> The expert interviews conducted in the context of the study with contact persons of various mobility service providers, revealed predominantly very specific requests to the relevant departments and/or local public transport financing models, which were formulated with a view to local projects. In addition, it is recommended that the further implementation of service levels 4 and 5 of the Integrated State Transport Plan (call bus, on-call shared taxi, community bus, combined transport, ridesharing, etc.) be specified with a 2030 target horizon.

The recommendations for action formulated in addition by the expert report are primarily addressed to local transport planning. No recommendations are formulated in the report with regard to state and regional planning.

<sup>6</sup> Ministry of Energy, Infrastructure and Digitalisation of Mecklenburg-Western Pomerania (ed.) (2020): MARA Mobility Report, expert report prepared as part of the MARA Interreg Project on the further development of local public transport mobility services in rural areas of the State of Mecklenburg-Western Pomerania, Schwerin, p. 40.

<sup>7</sup> Cf. Ministry of Energy, Infrastructure and Digitalisation of Mecklenburg-Western Pomerania (ed.) (2020): MARA Mobility Report, expert report prepared as part of the MARA Interreg Project on the further development of local public transport mobility services in rural areas of the State of Mecklenburg-Western Pomerania, Schwerin, pp. 37–39.

## 2.2 General Need for Steering

No direct requirements for regional spatial development planning in Mecklenburg-Western Pomerania can be derived from the recommendations of the MARA report. From the point of view of the expert report, the extensive lack of statements on service level 5 in the regional spatial development programmes is also due to the date on which they were drawn up and/or published.<sup>8</sup> In the measures formulated with regard to the further development of the mobility offer in rural areas, the diverse options are stressed as well as the fact that the offers should be adapted to the initial local situations. A planning mandate for the further development of service levels 4 and 5 is seen as a potential part of the next Integrated State Transport Plan.

Against this background, a general need for steering can be derived from the fundamental relationship between sectoral planning and spatial planning.

“The relationship between transport and other issues is characterised by a number of interactions and conflicts of objectives (land consumption impact, environmental quality, etc.), which are also reflected in regional planning.”<sup>9</sup> As already stated in the introduction, the expert report on transport specifications in regional plans of the year 2007 quoted here sees the tasks of regional planning as clearly limited.

Accordingly, the core tasks of regional planning in the field of “Transport” include

- Determining the **quality of transport connections** between central places;
- Securing routes for line-related infrastructure and securing locations for site-related infrastructure;
- Consideration of integrated settlement and transport planning.<sup>10</sup>

The specificity of the first point is of particular importance for this study and indicates a general need for steering. The further derivation of the need for steering is based on the requirements of the Spatial Planning Act and the State Planning Act and will be presented in the following chapters.

## 2.3 Analytical Grid for the Evaluation of Spatial Development Plans

For the systematic content analysis of the textual specifications of the regional spatial development programmes, the following procedure is developed considering the legal mandate of spatial development planning.

Specifications with regard to demand-oriented public transport services in rural areas are rather “unknown” contents of regional planning. Therefore, the analysis is based on the following questions:

- What is the purpose of demand-oriented public transport services in rural areas?  
And
- To what extent does regional planning have a legally legitimised mandate in this respect?

<sup>8</sup> Cf. Ibidem, p. 18.

<sup>9</sup> Federal Ministry of Transport, Building and Urban Development (BMVBS), Federal Office for Building and Regional Planning (BBR) (ed.) (2007), Transport Specifications in Regional Plans, Werkstatt: Praxis issue 48, pp. 3–4.

<sup>10</sup> Cf. Federal Ministry of Transport, Building and Urban Development (BMVBS), Federal Office for Building and Regional Planning (BBR) (ed.) (2007), Transport Specifications in Regional Plans, Werkstatt: Praxis issue 48, p. 6.

Section 2 subsection 2 number 3 of the Federal Spatial Planning Act [ROG] provides a series of requirements for (state and) regional planning with regard to public transport services in rural areas. The currently valid State Planning Act for Mecklenburg-Western Pomerania, in its Section 2 number 5, does not provide any requirements that go beyond those of the aforesaid Spatial Planning Act.<sup>11</sup>

Section 2 subsection 2 number 3 of the aforesaid Spatial Planning Act [ROG] reads (emphasis of relevant sentences by the authors):

“The provision of services and infrastructures of general interest, including without being limited to **accessibility of basic services and facilities for all population groups, is to be ensured in an appropriate manner in order to ensure equal chances in the sub-areas**. This also applies in sparsely populated regions. The social infrastructure is to be concentrated primarily in central locations; the **accessibility** and viability criteria of the **central locations concept** are to be **flexibly aligned with regional requirements**. The spatial conditions for maintaining town centres and local centres as central service areas must be created. The protection of critical infrastructures must be taken into account. The **spatial conditions for sustainable mobility and an integrated transport system must be created. Good accessibility of the sub-areas to each other through fast and smooth passenger and freight transport** is to be promoted. Particularly in areas and corridors with high levels of traffic congestion, the conditions for shifting traffic to more environmentally friendly modes of transport such as rail and waterways are to be improved. Spatial structures must be designed in a way as to reduce traffic congestion and to avoid additional traffic.”

Accordingly, it can be first of all derived from the Spatial Planning Act that accessibility of the basic facilities and services in rural areas must be provided in a manner that is adequate and adapted to regional requirements. This requires on the one hand a definition of which basic services and facilities (what?) should be accessible.

On the other hand, from this follows the requirement to make conceptual considerations within the framework of both state-wide and regional spatial planning as to **how** which facilities can be reached adequately and to concretise this by means of specifications, as far as required by the spatial conditions.

The aspiration to create the spatial preconditions for sustainable mobility and an integrated transport system requires a specification for the question at hand. It is based on the assumption that sustainable mobility enables goods and people to be mobile, but at the same time places little burden on people and the environment. That means that mobility is avoided, reduced or made possible in an environmentally compatible form (public transport). An integrated transport system encompasses all modes of transport and transport operators and also takes into account the development of transport, settlement and the environment as an integrated concept. It can thus be deduced that a spatial concentration of supply facilities in central locations and/or, in Mecklenburg-Western Pomerania, also in focal points of settlement, appears suitable for creating the spatial prerequisites for sustainable mobility.

The last requirement of the Spatial Planning Act [ROG] with regard to fast and smooth accessibility by local public transport between the sub-areas is focussed in the analysis towards local public transport, since the requirement of “fast” accessibility relates in particular to large-scale connections and, with regard to the requirements in rural areas, smooth connections – also across regional borders – appear to be more important.

<sup>11</sup> If applicable, apart from the priority for rail-bound passenger and freight transport and the priority development of local public transport: Section 2 number 5 of the Mecklenburg-Western Pomerania State Planning Act provides: “Transport facilities and communication networks should be developed or, if necessary, built in such a way that they, creating accessible living spaces as far as possible, open up and link all parts of the state through efficient connections, compensate for the peripheral location of the State of Mecklenburg-Western Pomerania within the Federal Republic of Germany, and strengthen the state’s favourable position in terms of its economic, social and cultural links to Northern and Eastern Europe. Rail-bound passenger and freight transport, inland waterways and maritime shipping and public passenger transport are to be developed as a matter of priority.”

All in all, the legal mandate with regard to the specifications as to accessibility and mobility in rural areas under Section 2 subsection 2 number 3 of the Spatial Planning Act [ROG] results in the following evaluation criteria:

- Determination of adequate public transport accessibility to services and facilities of basic supply in rural areas, adapted to regional requirements;
- Establishment of criteria for the definition of facilities and services of basic supply (equipment of basic centres);
- Determination of a concentration of supply facilities in central locations (ZO) / focal points of settlement;
- Determination of a smooth accessibility of the sub-areas to each other by local public transport.

In addition, the evaluation and analysis with regard to the specifications as to service forms tailored to demand of level 4 and level 5 is carried out according to the State Transport Plan of Mecklenburg-Western-Pomerania.

The evaluations are carried out in tabular form as well as verbally and argumentatively. The evaluations focus on the respective chapters on transport and infrastructure and on the specification contained in these as to the criteria derived as described above. The tables contain, besides the specifications, also the relevant justifications for these, as the evaluation of the plans has shown that these contain important interpretative information for weighing up the specifications, which are generally contained as principles of spatial planning.

The steering effect of the spatial planning objectives is assessed in terms of their spatial and factual determination. A large proportion of the identified specifications are spatial planning principles. The assessment of the steering effect of spatial planning principles was carried out in terms of their spatial and factual specificity as well as the existence of concrete instructions for action. It can be assumed that in the presence of a higher degree of spatial and factual specificity subsequent consideration processes will be qualified in terms of the planning intentions of spatial planning. Justifications are taken into account in the assessment of the steering effects to the extent that they serve to interpret the content of the plan. They do not constitute a spatial planning requirement under Section 3 subsection 1 number 1 of the Spatial Planning Act [ROG].

The following table shows how the criteria and using which questions these were specified again in the evaluation for a target-oriented analysis:

**TABLE 1.** The main problems of mobility and accessibility of MARA project partners/regions/districts.

Source: Own representation, Kaiserslautern 2021

SPECIFICATIONS	JUSTIFICATIONS	CHAPTER	SPECIFICATION QUALITY (Z/G)	ADDRESSEE/S	ASSESSMENT OF STEERING EFFECT
<b>Specifications for adequate local public transport accessibility in rural areas</b>					
<b>Section 2 subsection 2 of the Spatial Planning Act [ROG]:</b> The <b>accessibility</b> of services and facilities of basic supply <b>must be ensured in an adequate manner</b> .					
Evaluation of the specifications, taking into account the following questions:					
1. How should transport (local public transport) take place in rural areas?					
2. In what time and/or distance should this be done (specifications on "adequate" in terms of time/frequencies)?					
3. If applicable, what should also be accessible beyond basic services (e.g. tourist destinations)?					
<b>Establishment of criteria for basic supply</b>					
<b>Section 2 subsection 2 of the Spatial Planning Act [ROG]:</b> Accessibility of <b>services and facilities of basic supply</b> must be <b>ensured</b> in an adequate manner.					

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To what extent is there a specification of a demand-oriented basic supply in terms of

- Which supply facilities should be adequately accessible in rural areas?
- Which specifications are given for delimiting facilities and services of basic supply?

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#### **Specifications as to the concentration of supply facilities in central locations / focal points of settlement**

##### **Section 2 subsection 2 of the Spatial Planning Act [ROG]: The spatial conditions for sustainable mobility must be created**

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Which specifications are formulated that contribute to the avoidance, reduction and promotion of more environmentally friendly forms of transport (with a focus on the basic centres)?

- Which specifications are formulated for the spatial concentration of supply facilities (destination traffic)?

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#### **Specifications regarding smooth local public transport accessibility of the sub-areas to each other**

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Which specifications are there with regard to linking the sub-areas with each other and beyond the region, e.g. specifications with regard to frequency / spatial allocation / central transfer points against the background of accessibility from rural areas to the middle and upper centres (beyond "basic supply")?

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#### **Specifications regarding temporally and spatially flexible forms of service (level 4)**

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#### **Specifications regarding other community transport (e.g. community buses) (level 5)**

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### 3. Analysis of the Spatial Development Programmes of Mecklenburg-Western Pomerania

In the following, for analysing the spatial development programmes of Mecklenburg-Western Pomerania first the tables corresponding to the analysis grid are presented – in alphabetical order for the regional spatial development programmes. This is followed by a summarised assessment of the main findings.

**TABLE 2.** Evaluation of the Mecklenburg-Western Pomerania 2016 State Spatial Development Programme

#### 3.1 State Level: Mecklenburg-Western Pomerania 2016 State Spatial Development Programme

SPECIFICATIONS	JUSTIFICATIONS	CHAPTER	SPECIFICATION QUALITY		ADDRESSEE/S	ASSESSMENT OF STEERING EFFECT <sup>12</sup>
			C	B		
<b>Specifications for adequate local public transport accessibility in rural areas</b>						
<b>Section 2 subsection 2 of the Spatial Planning Act [ROG]: Accessibility of services and facilities of basic supply must be ensured in an adequate manner.</b> Here: How should transport/local public transport take place? General specifications/statements and specifications on "adequate" (time/frequencies); if applicable, notes/specifications on what should also be accessible beyond basic services (e.g. tourist destinations)						
All population groups in all sub-areas should be enabled to participate in social life on an equal footing and without discrimination.	(...) Where facilities for the provision of the services of general interest can no longer be maintained, the adequate accessibility of such facilities in the central location must be ensured. Infrastructures must be designed in an appropriate manner in such a way as to allow equal and non-discriminatory in the life of society as a whole. In this context, the provision of mobility services plays a particular role, since in sparsely populated rural areas participation these services enable social participation in the first place.	3.1 (2) Sentence 1		B	Addressees are not directly named → Regions and local councils	→ Spatial determinacy is given (all sub-areas). → Factual determinacy is given, the concrete shaping of an "equal, non-discriminatory participation" being concretised by subsequent specifications.
This requires a needs-oriented supply of the population with facilities and services of general interest, especially in the "Rural Design Areas". (C)		3.1 (2) Sentence 2	C		Addressees are not directly named → Regions and local councils with / in Rural Design Areas	→ The spatial determinacy for Sentence 2 is given (all sub-areas, especially Rural Design Areas). → The factual specificity of a "needs-oriented supply" does not go far beyond the formulation of the Spatial Planning Act. The justification attributes a special role to mobility services in sparsely populated areas, so that this also implies a mandate for action to the local public transport operators.

<sup>12</sup> Notes: Principles are assessed in terms of their spatial and factual determinacy as well as the existence of concrete instructions for action. A higher degree of spatial and factual specificity qualifies the subsequent weighing process in terms of the planning intentions of spatial planning. In assessing the steering effect, the justifications are taken into account to the extent that they serve to interpret the content of the plan. They do not constitute a spatial planning requirement under Section 3 subsection 1 number 1 of the Spatial Planning Act [ROG].

<p>Rural areas should be secured and further developed in a way as to ensure that (...) the population living there has access to facilities and services of general interest as needed, (...)</p>	<p>(...) For the population of rural areas, it is elementary to be able to meet their needs within a reasonable distance. The central locations system defines the <b>supply locations</b> in rural areas. This is intended to ensure that a supply location can generally be reached from the area <b>at a maximum distance of 10 to 15 km</b>. Beyond the central locations strategy, supply structures can be maintained or revived in the villages through personal initiatives and voluntary work. Spatial planning supports the development of such local initiatives. (...)</p>	3.3.1 (2)	B	<p>Addressees are not directly named</p> <ul style="list-style-type: none"> <li>→ Regions and local councils</li> <li>→ Volunteers, local initiatives</li> </ul>	<ul style="list-style-type: none"> <li>→ A spatial determinacy is given by sentence 1 (rural areas).</li> <li>→ Factual determinacy in the specification does not go beyond the objective 3.1 (2) Sentence 2 (here as a principle of spatial planning with a scarce binding effect). The justification provides for interpretation with regard to access as needed the distance to supply locations as a concrete definition (10–15 km distance).</li> </ul>
<p>The transport and communication infrastructure in rural areas should be expanded and/or rebuilt in line with the needs.</p>	<p>(...) A modern transport and communications infrastructure adapted to the spatial structures is of particular importance in rural areas. If in rural areas, due to decreasing viability caused by demographic change, a thinning out of infrastructures is unavoidable; this may be compensated by modern transport or communication facilities. In concrete terms, this means that if an important infrastructure facility cannot be maintained locally, such a facility should at least be accessible in the nearest central location; this also applies in the Rural Design Areas. In addition, it is foreseeable that the development of digital infrastructures will create new supply options for the rural areas. (...)</p>	3.3.1 (3)	B	<p>Addressees are not directly named</p> <ul style="list-style-type: none"> <li>→ Regions and local councils in rural areas</li> </ul>	<ul style="list-style-type: none"> <li>→ Spatial determinacy is given (rural areas).</li> <li>→ Factual determinacy is generally given with respect to the technical area (transport and communications infrastructure). With regard to a substantive "instruction for action" for addressees, there remains a very high degree of leeway for consideration and interpretation.</li> </ul>
<p>For the Rural Design Areas, the same development principles as for the rural areas apply. In addition, however, in relation to the special structural weaknesses of these areas there is a need for further action, in particular in order to sustainably secure services of general interest. Core elements of these securing and stabilisation measures for the Rural Design Areas are – Information, – Innovation and – Cooperation.</p>	<p>(...) Innovation: Mobility is one of the keys to good services of general interest. Especially in the Rural Design Areas, where a thinning out of infrastructures can hardly be avoided, it is crucial to provide for innovative and suitable mobility solutions that make it possible to reach facilities of general interest. The problem is not one of knowledge, but one of implementation. The challenge here goes to the rural districts as the operators of local public transport, but also the local councils and the competent ministry in charge in a supporting role. (...)</p>	3.3.2 (3)	B	<p>Addressees are named in the justification</p> <ul style="list-style-type: none"> <li>→ Districts as operators of local public transport</li> <li>→ Municipalities</li> <li>→ Competent ministry in charge</li> </ul>	<ul style="list-style-type: none"> <li>→ A spatial determinacy clearly results from the specification (Rural Design Areas).</li> <li>→ Factual determinacy results from the specification only in connection with the justification, which gives rise to a specification of the reference to "innovation".</li> <li>→ It is clear from the justification that an action and implementation mandate is intended with the specification.</li> </ul>
<p>In rural areas, the mobility of all population groups must be adequately ensured. (Z) In doing so, there is a need, especially in the "Rural Design Areas", for innovative approaches to solutions.</p>	<p>(...) In order to ensure the provision of basic services in rural areas, it is particularly important to ensure good and fast accessibility of the basic and middle centres from the surrounding areas. (...) In the Rural Design Areas there is a risk that in future a reasonable balance between viability, accessibility and costs for infrastructures can no longer be achieved. Therefore, for securing the mobility of all population groups in these areas, but also in rural areas, there is a need for new, innovative and unconventional solutions, as they are the bridge to the accessibility of the basic and middle centres and thus of the facilities of general interest. As to this topic, see also the Integrated State Transport Plan (ILVP).</p>	5.1.1 (2)	C	<p>Addressees are not directly named</p> <ul style="list-style-type: none"> <li>→ Local public transport authorities</li> </ul>	<ul style="list-style-type: none"> <li>→ Spatial determinacy is given (rural areas).</li> <li>→ With regard to the formulation of ensuring "reasonable" accessibility, the factual determinacy leaves room for interpretation. The justification implies a specification insofar as reference is made to the Integrated State Transport Plan.</li> </ul>

### Establishment of criteria for basic supply

**Section 2 subsection 2 of the Spatial Planning Act [ROG]: Accessibility of services and facilities of basic supply must be ensured** in an adequate manner. Here: What should be adequately accessible? – Specifications for delimiting facilities and services of basic supply

<p>As needed, all central locations should provide facilities of basic supply for the population of their local areas, middle and upper centres facilities for higher needs for the population of their middle areas, upper centres facilities for the specialised higher needs for the population of their upper areas.</p>	<p>(...) In the central locations system, all central locations have the task of providing basic services, (...). Which specific facilities are provided in each central location depends on the specific viability of their rural suburban zones. In any case, however, a needs-based supply of the population in rural suburban zones is required, since the central locations receive substantial financial allocations under the municipal financial equalisation scheme for performing central location-related tasks. (...) The typical facilities of central include e.g. – Basic supply: Retail businesses of local supply (short-term needs), postal / banking services, primary schools, sports facilities, GP surgeries, pharmacies, childcare and elderly care facilities. (...)</p>	3.2 (2)		B	<p>→ Local councils with a central location function</p>	<p>→ A spatial determinacy is given (central locations). → Factual determinacy remains limited to the formulation “facilities of basic supply”. The justification provides a specific definition of facilities of basic supply by giving a list of examples.</p>
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### Specification as to the concentration of supply facilities in central locations / focal points of settlement

**Section 2 subsection 2 of the Spatial Planning Act [ROG]: The spatial conditions for sustainable mobility must be created.**

Here: Specifications that help to avoid and reduce traffic, promote environmentally friendly forms (local public transport) – Bundling of target traffic, focus on basic centres

<p>By bundling infrastructures, the central places in all sub-areas are to ensure a supply of the population as needed. As priority locations for facilities of general interest, they should at their respective level be developed or secured in such a way as to perform tasks of supra-local supply for the municipalities in their rural suburban zones. For this purpose, adequate accessibility of the central locations should be ensured.</p>	<p>(...) The central locations system is an important instrument of spatial planning for implementing the principle of creating equal living conditions. Adapted to the specific spatial structures of the state, the central locations form the nodes of the supply network, in which facilities of general interest are bundled to provide area-wide services to the population. Even if central locations only have a direct binding effect on public providers of facilities of general interest, they are attractive as locations for private operators of such facilities, because mobility offers are strongly geared to the central locations and thus ensure their accessibility and because the bundling of a wide variety of services at one location helps to increase customer frequencies. (...) The benchmark for the accessibility of the central locations from their respective rural suburban areas consists in the recommendations of the “2008 Framework Guideline for Integrated Network Design” (see 5.1.1 Mobility and Accessibility). A study commissioned by the supreme state planning authority and conducted in 2013 predominantly confirms the adequate accessibility of the central locations. (...)</p>	3.2 (2)		B	<p>Addressees are not directly named Those addressed by the justification are: → Operators of facilities of general interest → Operators of local public transport</p>	<p>→ A spatial determinacy is given. → Factual determinacy remains limited to the formulation of “needs-based” supply and “adequate” accessibility of the central locations. With respect to accessibility, the justification gives a recommendation for the design. The reference to the “2008 Framework Guideline for Integrated Network Design” and Chapter 5.1.1 (here then Tables 1 and 2) as a benchmark means that the target values for the accessibility of central locations to each other as well as to residential locations are indicated in terms of travel times for private and public transport which should be achieved for “times of low transport demand”. (For basic centres up to 30 minutes travel time from the place of residence to the basic centre).</p>
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<p>As a rule, the location of central facilities is the municipal main place. (C) This is defined for the basic centres in the regional spatial development programmes.</p>	<p>(...) The municipal main places of the middle and upper centres are generally the local centres forming the centre of the respective central place. (...)</p>	<p>3.2 (5)</p>	<p>C</p>	<ul style="list-style-type: none"> <li>→ Municipalities with a central location function</li> <li>→ Operators of facilities of general interest</li> <li>→ Regional planning associations</li> </ul>	<ul style="list-style-type: none"> <li>→ Spatial determinacy is given. The justification makes this even more clearly comprehensible, although this could also be formulated as part of specification.</li> <li>→ Factual determinacy is clearly given. The definition is essential for a bundling of functions and thus the spatial prerequisite for sustainable transport.</li> <li>→ Sentence 2 (principle of Regional Planning) gives the regional planning associations the option of also designating municipal main places for basic centres.</li> </ul>
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### Specifications regarding smooth local public transport accessibility of the sub-areas to each other

<p>The entire transport system of networks and transport operators should guarantee the participation of all population groups in social life and ensure economic development. To this end, the sustainable combination and cooperation of the various operators of passenger and freight transport should be further improved.</p>	<p>Through the combination of different transport operators and innovative approaches, the tasks of the provision of services of general interest can be performed better than before. In all regions of the country there should be sustainable transport services. This requires complementary expansion measures and efficient interfaces. In a territorial state like Mecklenburg-Western Pomerania, a better coordination of all facets of the transport system, the integration of new and innovative supply approaches and transport services as well as the use of intelligent transport systems is essential.</p>	<p>5.1 (1)</p>	<p>B</p>	<ul style="list-style-type: none"> <li>→ Specialist planning bodies for transport</li> <li>→ Operators of local public transport</li> </ul>	<ul style="list-style-type: none"> <li>→ Spatial determinacy is given: entire transport network.</li> <li>→ Factual determinacy is given insofar as here the basic understanding of a networked and sustainable transport system as a principle and thus an essential point to be considered by other planning bodies is formulated.</li> </ul>
<p>The accessibility by any transport operators in a reasonable time – of the State of Mecklenburg-Western Pomerania in the national and international context, – of the central locations both among each other and from the respective rural suburban areas, and – of all sub-areas of the country, in particular the outstanding tourist regions must be ensured in an economically reasonable and ecologically compatible way. (C) For this purpose, a distinction is made between – internationally significant links, – large-area links, and – supraregional links. (C)</p>	<p>(...)As the most important supply and business locations, the central locations must be easily accessible and interconnected. In transport network planning, upper centres are interconnected by the large-area transport network, middle centres by the supraregional and basic centres by the regional transport network. (...) The definition of the international, large-area and supraregional road and rail networks in the State Development Plan is based on the Guidelines for Integrated Network Design, 2008 edition (RIN 2008). The functional classification of these networks for passenger transport is generally based on the classification of the central locations which are connected by the network elements. In addition, the connections to tourist centres and to the ports (with the exception of freight traffic) are also defined as supraregional because of their special economic importance for Mecklenburg-Western Pomerania. (...)</p>	<p>5.1.1 (1)</p>	<p>C</p>	<ul style="list-style-type: none"> <li>→ Specialist planning bodies for transport</li> </ul>	<ul style="list-style-type: none"> <li>→ Spatial determinacy is given in a clear and differentiated way.</li> <li>→ Factual determinacy is given with regard to a networking of the sub-areas among each other across all transport operators. The “adequate” time of an economically reasonable and ecologically compatible accessibility is sufficiently explained by the justification and the reference to the 2008 Guidelines for Integrated Network Design and the travel times for “periods of low demand” indicated therein.</li> </ul>

### Specifications regarding temporally/spatially flexible forms of service (Level 4)

(...) Taking into account a high level of efficiency and on the basis of the integral interval timetable of local rail passenger transport, coordinated, more attractive and service-oriented overall concepts between rail, express and feeder buses as well as flexible forms of service should be further developed.	Managing traffic and securing the mobility of the population are to be achieved through a sensible linking of the various transport operators, the use of alternative forms of service, but also by bundling the infrastructure in development corridors. (...)	5.1.2 (5) Sentence 2		B	Addressees are not directly named → Local public transport public providers → Regional planning associations	→ Spatial determinacy is given (all regions under Sentence 1). → Factual determinacy results in particular from the reference to the integral interval timetable of the rail passenger transport as the basis for a spatial as well as cross-transport operators networking considering flexible forms of service (high efficiency).
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### Specifications regarding other community transport (e.g. community buses) (Level 5)

Other forms of community traffic such as community buses are not specifically covered in the specifications or justifications.

Draft: Own representation, Kaiserslautern 2021

Source: Ministry of Energy, Infrastructure and Regional Development (2016): Mecklenburg-Western Pomerania 2016 State Spatial Development Programme, Schwerin

**TABLE 3.** Regional Spatial Development Programme for the Mecklenburg Lake District (2011)

## 3.2 Regional Spatial Development Programmes

SPECIFICATIONS	JUSTIFICATIONS	CHAPTER	SPECIFICATION QUALITY		ADDRESSEE/S	ASSESSMENT OF STEERING EFFECT <sup>13</sup>
			C	B		

### Specifications for adequate local public transport accessibility in rural areas

**Section 2 subsection 2 of the Spatial Planning Act [ROG]:** Accessibility of services and facilities of basic supply **must be ensured in an adequate manner**. Here: How should transport/local public transport take place? General specifications/statements and specifications on "adequate" (time/frequencies); if applicable, notes/specifications on what should also be accessible beyond basic services (e.g. tourist destinations)

Local public transport should be secured and made attractive in the region so as to ensure a needs-oriented mobility that enables the participation of all population groups in social life. Local rail passenger transport and local road passenger transport are to be developed into an integrated transport service with coordinated tariffs and timetables. The crossing points between long-distance and local transport as well as within local transport should be secured and be made attractive.	As an important element of services of general interest, local public transport is to be organised even under the general conditions of a declining population and a decreasing population density in a needs-oriented, flexible, barrier-free and competitive manner. (...) Local public transport should be developed into an integrated, demand-oriented and flexible and flexible transport system, in order to ensure the mobility of the population in the region in a sustainable way and to enable all sections of the population to participate in social life on an equal footing.	6.4.2 (1)		B	Addressees are not directly named Those addressed by the justification are: → Local public transport public providers → Local councils	→ Spatial determinacy is given; the specification applies to the entire region. → Factual determinacy of Sentence 1 is given with regard to the technical area (both rail-bound and road-bound local public transport). With regard to the binding nature of the content in the sense of an "instruction for action" for the addressees, there remains plenty of room for consideration with regard to the requirements of "needs-oriented" mobility and "attractive design" of participation.
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**13** Notes: Principles are assessed in terms of their spatial and factual determinacy as well as the existence of concrete instructions for action. A higher degree of spatial and factual specificity qualifies the subsequent weighing process in terms of the planning intentions of spatial planning. In assessing the steering effect, the justifications are taken into account to the extent that they serve to interpret the content of the plan. They do not constitute a spatial planning requirement under Section 3 subsection 1 number 1 of the Spatial Planning Act [ROG].

	The further optimisation of the integral interval timetable, the maintenance of the stops taking into account the development of settlement, the attractive structural design of the crossing points between means of transport such as railway stations, central transfer points and central bus and coach stations as well as the favourable design of the points of interchange are important contributions to this.					→ Factual determinacy of the second sentence, however, – also through the notes as to the interpretation with the justification (e.g. attractive design of the crossing points) – is considered to be sufficiently definite, which makes for a clear orientation for action for the addressees.
The accessibility of the central locations from their rural suburban areas should be secured in a needs-oriented way. In doing so, adequate travel times and service frequencies should be guaranteed.	Central locations form the economic, social and cultural centres of their rural suburban areas, for which they have to assume certain supply tasks, depending on their respective classification. It must be ensured that the service and infrastructure facilities in the central locations are accessible to all sections of the population also by public transport. The fast accessibility of the central locations and an appropriate synchronisation and frequency of service are of decisive importance for the attractiveness of the offer.	6.4.2 (2)		B	Addressees are not directly named Those addressed by the justification are: → Local public transport public providers	→ Spatial determinacy of the specification is given (region-wide, all central locations). → In this respect, the Regional Spatial Development Programme hardly goes beyond the clarity of the Spatial Development Act [ROG]. A region-specific or rural area-related sub-area assessment or positioning of what is adequate (frequency of connections, travel times) does not take place. → For the purpose of interpreting the specification and taking it into account in subsequent consideration processes, no indications as to the "reasonable travel times" or "service frequencies" for central locations are formulated either.
The accessibility of tourist attractions by local public transport should be ensured and further developed as needed.	The increase in the number of potential users during the holiday period should be taken into account in the frequency of service; in particular the arrival and departure of guests by public transport should be made attractive: "For the use of local public transport by tourists, the purposes of 'arrival and departure' and 'use during the stay' are to be named as crucial. [...] From a regional point of view, especially the development of the Müritz National Park by local public transport is of particular importance." In the further development of the local public transport services for tourists, it is important to meet the following criteria: → Linking to the local passenger rail transport from and to Berlin, → Joint National Park ticket, → Synchronised service offer, → Possibility of bicycle transport, → Innovative vehicle concept, → Joint, supraregional marketing	6.4.2 (4)		B	Addressees are not directly named Those addressed by the justification are: → Local public transport public providers	→ Spatial determinacy of the specification is given (region-wide touristic offers). → Factual determinacy is given with regard to the technical area (local public transport). With regard to the interpretation and taking into account of the content in the consideration, the justification provides concrete criteria and a spatial specification.

### Establishment of criteria for basic supply

Section 2 subsection 2 of the Spatial Planning Act [ROG]: Accessibility of services and facilities of basic supply must be ensured in an adequate manner. Here: What should be adequately accessible? – Specifications for delimiting facilities and services of basic supply

<p>The basic centres of the planning region are the municipalities of (...)</p>	<p>The basic centres are defined in accordance with classification criteria as provided by the Mecklenburg-Western Pomerania State Development Programme 3.2.3 (3): Urban core and in rural areas: 2,000 inhabitants in the municipality, in urban-rural areas: 5,000 inhabitants in the municipality as well as 5 of the following 6 criteria:          → 5,000 inhabitants in the local area          → 600 employees          → 300 in-commuters          → Retail centrality          → Bank and savings bank branch          → Medical care          They bundle supra-locally significant economic, service, cultural and social facilities. Basic centres as anchor points for services of general interest in the rural areas should be secured, developed and expanded. (...) A minimum level of infrastructure must be guaranteed.</p>	3.2.3 (1)	C	<p>Addressees are not directly named          Those addressed by the justification are:          → Economic players          → Providers of social and cultural facilities          → Districts          → Local councils</p>	<p>→ Spatial determinacy of the specification is given (list of municipalities).          → Factual determinacy remains limited to the specifications of the municipalities. The justification provides interpretative indications with regard to the equipment criteria as well as the requirement to provide undefined "minimum equipment".          → The Regional Spatial Development Programme does not concretise the criteria of the State Spatial Development Programme here (e.g. with regard to retail centrality or medical care), so that a more precise definition of the basic supply that should be accessible is missing as compared to the State Spatial Development Programme.</p>
<p>The basic centres of the planning Region of the Mecklenburg Lake District should provide the population of their local area with services of the qualified basic needs. For basic centres, (...) local areas are defined (...) in the overall map...).</p>		3.2.3 (4)	B	<p>→ Municipalities (basic centres)</p>	<p>→ Spatial determinacy is given (basic centres, local areas).          → Factual determinacy with regard to a "qualified basic need" leaves room for consideration and discretionary scope as well as regional specifics.</p>
<p>In addition to the central locations, the municipalities (...) as focal points of settlements are to assume local supply tasks in order to ensure the provision of services of general interest in their respective main places.</p>	<p>Municipalities are only classified as focal points of settlement if they meet at least one of the three requirements mentioned. (...) For focal points of settlements in rural areas          – all of the following criteria:          → 1,000 inhabitants in the focal point of settlement          → 300 persons employed subject to social insurance          – two of three of the following criteria:          → Shop mix in the food retail trade (at least 200 m<sup>2</sup> sales area in retail food trade on August 31, 2003)          → Bank or savings bank branch          → Medical care (established physician/specialist on April 30, 2002)</p>	3.3 (3)	B	<p>→ Municipalities with focal points of settlement          Those addressed by the justification are:          → Economic players</p>	<p>→ Spatial determinacy of the specification is given (list of municipalities).          → Factual determinacy is given with regard to the technical area (equipment criteria) through the justification for an interpretation of the specification in a concrete and comprehensible manner and thus offers concrete requirements for action.</p>

### Specification as to the concentration of supply facilities in central locations / focal points of settlement

#### Section 2 subsection 2 of the Spatial Planning Act [ROG]: The spatial conditions for sustainable mobility must be created.

Here: Specifications that help to avoid and reduce traffic, promote environmentally friendly forms (local public transport) – Bundling of target traffic, focus on basic centres

<p>In rural areas, the aim is to guarantee the highest possible quality of services of general interest with a broad and cost-efficient infrastructure offer and to maintain access to facilities of general interest. Facilities of general interest should be bundled in the central locations.</p>	<p>(...) Particularly in the central locations, which serve as anchor and/or crystallisation points in the rural areas, the current supply situation should be maintained and, if necessary, improved. This applies in particular to the areas of education, care and nursing, medical care and local public transport. In order to safeguard public services of general interest, minimum standards for the economic viability of infrastructure facilities must be reviewed and be readapted in a spatially differentiated manner. The maintenance of public services of general interest, especially in the depleted and structurally weak rural areas, requires the testing and implementation of alternative and flexible forms of service as well as the implementation of innovative models and concepts. Minimum accessibility standards must be adapted to the changing regional conditions. (...) To guarantee the participation of people living in rural areas in social and working life, the particular aim is to reduce accessibility deficits, to provide for a performing and efficient local public transport and to develop information and communication technologies.</p>	3.1.1 (2)	B	<p>Addressees are not directly named Those addressed by the justification are:</p> <ul style="list-style-type: none"> <li>→ Economic players</li> <li>→ Municipalities</li> <li>→ Districts</li> <li>→ Local public transport public providers</li> </ul>	<ul style="list-style-type: none"> <li>→ A spatial determinacy of the specification is given.</li> <li>→ The concentration of services of general interest in central locations as a spatial requirement is sufficiently factually determined and leaves room for consideration due to the specification as a spatial planning principle.</li> <li>→ In addition, the justification clearly provides further interpretative notes with regard to the technical areas (crucial for this study being local public transport): The supply situation is to be improved, accessibility deficits are to be reduced, and minimum standards should be reviewed and adapted in a spatially differentiated manner.</li> <li>→ Against the backdrop of the task of Spatial Planning of setting framework requirements for subsequent planning authorities and/or sectoral planning, the substantial scope for design can be considered to be appropriate.</li> </ul>
<p>The locations of the central tasks are the local centres (...)</p>	<p>According to the Mecklenburg-Western Pomerania State Spatial Development Programme 3.2 (4) and 3.2 (5), municipal main centres are defined as locations for basic central functions. Municipal main centres are especially those parts of a municipality with the highest concentration of population and a significant settlement of infrastructure facilities.</p>	3.2.3 (3)	C	<ul style="list-style-type: none"> <li>→ Municipalities defined as basic centres</li> </ul>	<ul style="list-style-type: none"> <li>→ With regard to spatial determinacy, there is moreover a concretisation which, as a spatial planning objective, can also have a binding effect with regard to further bundling of facilities and may be an essential spatial prerequisite for sustainable mobility.</li> </ul>
<p>(...) With the exception of Burg Stargard, local areas are defined for the basic centres in the overall map (scale 1:100,000).</p>	<p>With the exception of the basic centre of Burg Stargard, local areas are assigned to all the basic centres. The municipal boundary-sharp definition of the local areas was based in particular on the assessment of the functional spatial relationships of the municipalities situated in these rural suburban areas with the respective basic centre.</p>				<ul style="list-style-type: none"> <li>→ This specification defines for which areas bundling is to take place in each case (local areas).</li> <li>→ Spatial determinacy is given.</li> <li>→ Factual determinacy in the sense of the technical area (supply area) is given; nevertheless, an instruction for subsequent planning agencies is not formulated.</li> </ul>
<p>The municipalities of Göhren-Lebbin and Klink, as settlement focal points in addition to the central places, (...) are to perform seasonally limited local supply tasks for the large number of local tourists in their respective municipal main centres.</p>	<p>The municipalities of Göhren-Lebbin and Klink meet the criteria for classification as focal points of settlement in the tourism focus area. They are municipalities with high tourist importance due to a considerable number of tourists (annual number of tourists of significantly more than 100,000 overnight stays per year), which perform seasonally limited supply tasks that clearly exceed their own needs.</p>	3.3 (4)	B	<ul style="list-style-type: none"> <li>→ Municipalities of Göhren-Lebbin and Klink</li> </ul>	See above

### Specifications regarding smooth local public transport accessibility of the sub-areas to each other

Here: Which specifications exist with regard to the linking of the sub-areas and beyond the region, frequency / spatial allocation/interchange points against the background of accessibility from rural areas of the middle centres and upper centres (beyond "basic services")?

<p>(...) The main relations of local public transport as connections between the individual central locations should be developed and served in both qualitatively and quantitatively high quality.</p>	<p>(...) The connections between the central locations have a special significance, as bundled traffic flows exist here, for which attractive regular services can be offered. These connections form the basis for the region's main local public transport network. The rapid accessibility of the central locations and an appropriate interval synchronisation and service frequency are of decisive importance for the attractiveness of the offer.</p>	6.4.2 (2)	B	<p>Addressees are not directly named The justification provides:</p> <ul style="list-style-type: none"> <li>→ Local public transport public providers</li> </ul>	<ul style="list-style-type: none"> <li>→ Spatial determinacy is given.</li> <li>→ Factual determinacy from a technical point of view may be deducted, but leaves extensive scope for consideration for the addressees with regard to the question of a "qualitatively and quantitatively high quality" development and service. The justification also provides little concrete information (fast, appropriate frequency) to support the interpretation and leaves a high degree of discretionary power to the addressees.</li> </ul>
<p>The railway network on the large-scale transport axes should be expanded at an accelerated rate. This concerns in particular the routes and/or route sections – (Rostock) – Waren (Müritz) – Neustrelitz – (Berlin) – (Stralsund) – Demmin – Neubrandenburg – Neustrelitz – (Berlin) und – (Bützow) – (Güstrow) – Neubrandenburg – (Pasewalk) – (Stettin)</p>	<p>"Strengthening the railways as a mode of transport is to be pursued for transport, ecological and macroeconomic reasons. This requires an improvement of the rail infrastructure and the establishment of attractive rail transport services. The expansion measures in the large-scale and supra-regional network are intended to ensure the accessibility by rail passenger transport. Attractive travel times in the entire passenger rail transport – in addition to frequency, operating times, price and comfort – are a prerequisite for stabilising and increasing transport demand. On the existing routes of long-distance passenger rail services there is a need for a continuous 2-hourly frequency; on the Rostock – Berlin line, the resumption of interval-synchronised long-distance service after completion of the expansion of the route." (...) In the wide-area network, an hourly service, possibly including long-distance the long-distance traffic, should be pursued. Double-track line extensions can contribute to speeding up operations in the large-scale rail network. For this purpose, the reservation of corresponding areas along the single-track sections is necessary and to be taken into account in all spatially significant planning.</p>	6.4.2 (5) – <i>See also State Development Plan 6.2.2 (3)</i>	B	<p>Addressees are not directly named The justification provides:</p> <ul style="list-style-type: none"> <li>→ Local public transport public providers</li> </ul>	<ul style="list-style-type: none"> <li>→ Spatial determinacy is given by naming the axes.</li> <li>→ Factual determinacy is sufficiently defined with regard to the technical focus (local passenger rail transport). With regard to factual determinacy in the sense of instructions for subsequent planning agencies, a differentiation is made:</li> <li>→ Attractive travel times are not specified.</li> <li>→ Frequencies are partly named.</li> <li>→ Service times remain open.</li> <li>→ A link with the non-rail local public transport system is not addressed and concretised, i.e. the aspect of accessibility of central locations to one another is not consistently taken into account here.</li> </ul>
<p>A demand-oriented connection of the upper centre Neubrandenburg to the long-distance rail passenger service network should be realised and secured in the long term. An interval-synchronised long-distance service on the route (Rostock) – Waren (Müritz) – Neustrelitz – (Berlin) should be realised and secured in the long term.</p>	<p>In the wide-area network, an hourly service, possibly including long-distance the long-distance traffic, should be pursued. Double-track line extensions can contribute to speeding up operations in the large-scale rail network. For this purpose, the reservation of corresponding areas along the single-track sections is necessary and to be taken into account in all spatially significant planning.</p>	6.4.2 (6)	B	<p>Addressees are not directly named The justification provides:</p> <ul style="list-style-type: none"> <li>→ Local public transport public providers</li> <li>→ Municipalities (route securing)</li> </ul>	See above
<p>In the supra-regional rail network, the (Ludwigslust) – (Parchim) – Waren (Müritz) line is to be upgraded as a matter of priority in accordance with the requirements of the integral interval timetable.</p>	<p>The supraregional route Ludwigslust – Parchim – Malchow – Waren (Müritz) – Neustrelitz at its stations Ludwigslust, Waren (Müritz) and Neustrelitz serves as a feeder to and from the higher-quality rail passenger transport. There it is important to ensure and/or establish timely connections all day long. This requirement results in the necessity of travel time reductions on the route. This line as well as the regional line Neustrelitz – Mirow are of additional importance for cycling tourism in the tourist season. The preservation and upgrading of these routes is required also against this background. On the route Ludwigslust – Waren (Müritz), a 2-hourly and on the Waren (Müritz) – Neustrelitz section of the line Rostock – Berlin, a 1-hourly frequency is to be ensured by frequency overlapping with long-distance traffic. On the Neustrelitz – Mirow line, a 2-hourly frequency is to be ensured.</p>	6.4.2 (7) – <i>See also State Development Plan 6.2.2 (4)</i>	B	<p>Addressees are not directly named The justification provides:</p> <ul style="list-style-type: none"> <li>→ Local public transport public providers</li> </ul>	<ul style="list-style-type: none"> <li>→ Spatial determinacy is given by naming the axes.</li> <li>→ Factual determinacy is sufficiently defined with regard to the technical focus (local passenger rail transport). For interpretation with regard to factual determinacy for subsequent planning agencies, the justification provides sufficient information (all day long, travel time reductions, maintenance and upgrading, the frequency indications).</li> </ul>
<p>In the regional rail network, the Neustrelitz – Wesenberg – Mirow line, which is currently still in operation, is to be maintained in the long term.</p>	<p>The supraregional route Ludwigslust – Parchim – Malchow – Waren (Müritz) – Neustrelitz at its stations Ludwigslust, Waren (Müritz) and Neustrelitz serves as a feeder to and from the higher-quality rail passenger transport. There it is important to ensure and/or establish timely connections all day long. This requirement results in the necessity of travel time reductions on the route. This line as well as the regional line Neustrelitz – Mirow are of additional importance for cycling tourism in the tourist season. The preservation and upgrading of these routes is required also against this background. On the route Ludwigslust – Waren (Müritz), a 2-hourly and on the Waren (Müritz) – Neustrelitz section of the line Rostock – Berlin, a 1-hourly frequency is to be ensured by frequency overlapping with long-distance traffic. On the Neustrelitz – Mirow line, a 2-hourly frequency is to be ensured.</p>	6.4.2 (8)	B		<ul style="list-style-type: none"> <li>→ A link with the non-rail local public transport system is not addressed and concretised, i.e. the aspect of accessibility of central locations to one another is not taken into account here.</li> </ul>

## Specifications regarding temporally/spatially flexible forms of service (Level 4)

<p>In areas with a low passenger volume, a minimum service of local public transport should be guaranteed and demand-oriented alternative forms of service to ensure an acceptable and economically viable service should be implemented.</p>	<p>To create equal living conditions in all sub-regions of the state, given the dispersed settlement structure in the planning region, it is of particular importance to ensure also for people living in the more sparsely populated sections of the rural areas a minimum range of public transport services in the sense of services of general interest, especially for the non-motorised population. In doing so, the different interests and life situations of women and men must be taken into account. The dispersed settlement structure of the rural areas is problematic for the development by regular transport services. For the supplementary network to develop the area it is therefore necessary to increase the use of demand-driven forms of service (call buses, call shared taxis, etc.) to provide an economically viable minimum local public transport service even in sparsely populated areas. Based on the demographic development and the general financial situation, it is necessary to develop regionally and functionally specific service standards to ensure a high level of efficiency of local public transport when updating the local transport plans.</p>	6.4.2 (3)		B	<p>Addressees are not directly named</p> <p>→ Local public transport public providers</p>	<p>→ The formulation “areas with a low passenger volume” does not yet provide spatial determinacy. For the purposes of interpretation, this specification provides a more specific reference to: “more sparsely populated sections of rural areas” through its justification.</p> <p>→ Factual determinacy is sufficient with regard to the technical concretisation. The formulation of an instruction for action to addressees is sufficiently specific.</p>
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Draft: Own representation, Kaiserslautern 2021

Source: Mecklenburg Lake District Regional Planning Association (2011): 2011 Mecklenburg Lake District Regional Spatial Planning Programme, Neubrandenburg

**TABLE 4.** Regional Spatial Development Programme for Central Mecklenburg / Rostock (2011)

SPECIFICATIONS	JUSTIFICATIONS	CHAPTER	SPECIFICATION QUALITY		ADDRESSEE/S	ASSESSMENT OF STEERING EFFECT <sup>14</sup>
			C	B		

Note: In the Regional Spatial Development Programme for Central Mecklenburg / Rostock, reference is first made in tabular form to the applicable specifications of the State Spatial Development Programme for Mecklenburg-Western Pomerania (2005), followed by regionally specific specifications. The contents of and references to the State Spatial Development Programme are not included in the following table.

#### Specifications for adequate local public transport accessibility in rural areas

**Section 2 subsection 2 of the Spatial Planning Act [ROG]:** Accessibility of services and facilities of basic supply must be ensured in an adequate manner. Here: How should transport/local public transport take place? General specifications/statements and specifications on "adequate" (time/frequencies); if applicable, notes/specifications on what should also be accessible beyond basic services (e.g. tourist destinations)

Regional public transport services should be maintained and further developed primarily between the central locations. The transport service between the Rostock upper centre and the central locations in the upper centre region is to be ensured primarily by rail transport. In rail transport, at least hourly service should be guaranteed during the day. Between neighbouring central locations without rail connections, bus services should achieve a sufficient service density for daily commuting, shopping and errands traffic. If there is sufficient demand, interval timetables should be set up, particularly in the main tourism destination areas and in the urban-suburban area.	The guarantee of a sufficient local public transport offer is an essential prerequisite for the equal participation of all population groups in public life. The targeted service standards for local public transport are set out in the Regional Local Transport Plan for the Central Mecklenburg/Rostock planning region. (...) There are major gaps in accessibility in the southern part of the planning region. (...) The development of the planning region by regular bus services in the year 2010 is ensured almost across the entire area. Apart from a few high-volume routes in the coastal region and in the urban-suburban area, rural bus transport, however, is predominantly geared to the requirements of schoolchildren's transport and does not provide sufficient offer for other travel purposes. Since there is no sufficient demand for a comprehensive regular bus service that meets all the requirements in rural areas, a basic service of regular buses should be guaranteed primarily between the central locations, as far as there is no rail connection. (...)	6.4 (7)		B	Addressees are not directly named Through the justification reference is made to the local transport planning → Local public transport providers	→ Spatial determinacy is given (entire region, primarily connections between central locations). → Factual determinacy is given in different ways – in the case of rail transport very specifically (at least an hourly service) – in bus transport between central locations, with relatively wide scope for interpretation of "a sufficient service density for daily commuting, shopping and errands traffic", which is not specified in the justification either – rather, there is a reference to existing difficulties.
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<sup>14</sup> Notes: Principles are assessed in terms of their spatial and factual determinacy as well as the existence of concrete instructions for action. A higher degree of spatial and factual specificity qualifies the subsequent weighing process in terms of the planning intentions of spatial planning. In assessing the steering effect, the justifications are taken into account to the extent that they serve to interpret the content of the plan. They do not constitute a spatial planning requirement under Section 3 subsection 1 number 1 of the Spatial Planning Act [ROG].



### Establishment of criteria for basic supply

Section 2 subsection 2 of the Spatial Planning Act [ROG]: Accessibility of services and facilities of basic supply must be ensured in an adequate manner. Here: What should be adequately accessible? – Specifications for delimiting facilities and services of basic supply

<p>Basic centres are: (...) The central functions extend to the municipal main centre, which bears the name of the basic centre.</p>	<p>Joint justification for 3.2.2 (1) and (2): Basic centres and local areas are defined in the basic map of spatial order map and are also shown on Map 3.2. Table 3.2 provides an overview of the allocation of the municipalities. The designation as a basic centre is based on the criteria defined in the Mecklenburg-Western Pomerania Regional Development Programme, as shown in the criteria overview 3.2.2 of the Regional Spatial Development Programme for Central Mecklenburg/Rostock. All of the following criteria must be met: → Urban settlement core and → In rural areas: 2,000 inhabitants in the municipality → In urban-suburban areas: 5,000 inhabitants in the municipality Five criteria of the following six must be met: → 5,000 inhabitants in the local area → 600 employees → 300 in-commuters → Retail centrality → Bank or savings bank branch → Medical care The determination of the municipal main centres to which the central location function is to be restricted, is carried out in accordance with the Mecklenburg-Western Pomerania State Spatial Development Programme and due to the fact that in the course of mergers many large municipalities have resulted, which no longer form a uniform settlement structure. In order to avoid a situation where the central functions are dispersed among the individual municipal centres, the central functions are concentrated in the municipal main centre. (...)</p>	3.2.2 (1)	C	<p>Addressees are not directly named Those addressed by the justification are: → Economic players → Municipalities</p>	<p>→ Spatial determinacy is given by the naming of the municipalities and specification of the municipal main centre of the basic centre. → Factual determinacy does not go beyond the criteria specified in the State Development Plan for the definition of basic centres.</p>
<p>On the basis of functional spatial interdependencies between municipalities and basic centres, local areas are defined for the basic centres.</p>	<p>Joint justification to 3.2.2 (1) and (2): (...) The central locations are assigned to viable local areas in order to provide supply of goods and services for the inhabitants in the rural suburban zone within a reasonable distance and to ensure the economic use of the infrastructure.</p>	3.2.2. (2)	B	<p>Addressees are not directly named → Municipalities</p>	<p>→ Spatial determinacy is given (delimitation of local areas). → There is no further factual determination of the tasks local areas should perform. It becomes clear from the justification that the local areas should be accessible for the supply of goods and services on the one hand according to an (unspecific) "reasonable" distance and for the economic use of the infrastructure on the other hand.</p>

### Specifications as to the concentration of supply facilities in central locations / focal points of settlement

Section 2 subsection 2 of the Spatial Planning Act [ROG]: The spatial conditions for sustainable mobility must be created.

Here: Specifications that help to avoid and reduce traffic, promote environmentally friendly forms (local public transport) – Bundling of target traffic, focus on basic centres

<p>In order to continue to provide basic services of general interest to an extent that is sufficient in terms of quality and quantity, these services are to be concentrated in the central locations.</p>	<p>As a regionally differentiated and state-specifically adapted location system of public services of general interest, the central-location system, also under the changing economic and demographic conditions, forms the basis for an efficient spatial concentration of facilities and services. Basic services are primarily provided by basic centres, whose equipment features are described in the Mecklenburg-Western Pomerania State Spatial Development Programme in the justification to Chapter 3.2.</p>	6.1 (1)	C		<p>Addressees are not directly named → Municipalities</p>	<p>→ Spatial determinacy of the specification is given – the central locations. → Factual determinacy is given especially in combination with the Specification 3.2.2 (1) Sentence 2 (see above) and the concentration of the central-location functions to the municipal main centres of the basic centres. There is a binding spatial concentration of basic-centre functions, which is not explicitly provided in terms of accessibility by local public transport, but is an important prerequisite for sustainable mobility.</p>
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### Specifications regarding smooth local public transport accessibility of the sub-areas to each other

Here: Which specifications exist with regard to the linking of the sub-areas and beyond the region, frequency / spatial allocation/interchange points against the background of accessibility from rural areas of the middle centres and upper centres (beyond "basic services")?

<p>Regional public transport services should be maintained and further developed primarily between the central locations. The transport service between the Rostock upper centre and the central locations in the upper centre region is to be ensured primarily by rail transport. In rail transport, at least hourly service should be guaranteed during the day. Between neighbouring central locations without rail connections, bus services should achieve a sufficient service density for daily commuting, shopping and errands traffic. If there is sufficient demand, interval timetables should be set up, particularly in the main tourism destination areas and in the urban-suburban area.</p>	<p>The guarantee of a sufficient local public transport offer is an essential prerequisite for the equal participation of all population groups in public life. The targeted service standards for local public transport are set out in the Regional Local Transport Plan for the Central Mecklenburg/Rostock planning region. Large parts of the region are well served by local rail transport. All routes are consistently served at a one-hour or two-hour frequency. Rail transport, especially on the main lines, achieves travel speeds that are competitive with those of motor vehicles. By increasing the density of services, the attractiveness can be further improved. Therefore, regional public transport should continue to be operated primarily by rail, and on all routes – especially on weekdays as well as on tourist-relevant lines in the summer season on all operating days – at least an hourly service should be aimed for. One exception is the Mecklenburg Bäderbahn, which is primarily geared to seasonal excursion traffic. (...) The reactivation of the Langhagen traffic station should be implemented after completion of its new construction in connection with the modernisation of the Rostock-Berlin line. As part of the future further development of the offer, also the reopening of stations and stops that have already been abandoned should be reviewed and be implemented in case of sufficient demand. (...)</p>	6.4 (7)		B	<p>Addressees are not directly named Through the justification reference is made to the local transport planning → Local public transport providers</p>	<p>→ Spatial determinacy is given (connections between central locations). → Factual determinacy is given: The priority of the connections in rail transport is concretised by the at least hourly intervals.</p>
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#### Specifications regarding temporally/spatially flexible forms of service (Level 4)

There is no specification regarding temporally or spatially flexible forms of service. In a justification, it is pointed out that these can contribute to ensuring mobility in rural areas.

<p>Regional public transport services should be maintained and further developed primarily between the central locations. (...). Between neighbouring central locations without rail connections, bus services should achieve a sufficient service density for daily commuting, shopping and errands traffic. (...)</p>	<p>(...) Apart from a few high-volume routes in the coastal region and in the urban-suburban area, rural bus transport, however, is predominantly geared to the requirements of schoolchildren's transport and does not provide sufficient offer for other travel purposes. Since there is no sufficient demand for a comprehensive regular bus service that meets all the requirements in rural areas, a basic service of regular buses should be guaranteed primarily between the central locations, as far as there is no rail connection. In addition, flexible, demand-driven forms of service such as on-call buses and shared taxis may contribute to ensuring mobility in rural areas.</p>	6.4 (7)		B	Addressees are not named	<ul style="list-style-type: none"> <li>→ The reference to flexible forms of service and/or demand-driven forms of service is made within the framework of the justification and remains very general.</li> <li>→ The justification is related to rural areas and remains factual in its informative value in the form of a note.</li> <li>→ No mandate for action is formulated.</li> </ul>
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#### Specifications regarding other community transport (e.g. community buses) (Level 5)

Other forms of community traffic such as community buses are not covered in the specifications or justifications.

Draft: Own representation, Kaiserslautern 2021

Source: Central Mecklenburg / Rostock Regional Planning Association (2011): 2011 Central Mecklenburg / Rostock Regional Spatial Planning Programme, Rostock

**TABLE 5.** Regional Spatial Development Programme for Western Pomerania (2010)

SPECIFICATIONS	JUSTIFICATIONS	CHAPTER	SPECIFICATION QUALITY		ADDRESSEE/S	ASSESSMENT OF STEERING EFFECT <sup>15</sup>
			C	B		
Local public transport should ensure the accessibility of tourist, cultural, medical, social and educational facilities as well as workplaces in the central locations from the respective catchment areas of the planning region and enable all parts of the population to participate in social life through a sufficient mobility offer.	Important for securing the quality of life in rural areas is an adapted and reasonable level of services of general interest in line with the respective demand and capacity utilisation conditions. (...) At the same time, ensuring the accessibility of these offers and services is gaining in importance. Public passenger transport should play its part in that they can also be used by people who do not have a private car. In areas with low demand, optimised local public transport networks with demand-oriented intervals, including the setting up of call buses or call taxis, are possible solutions.	6.1 (3)		B	Addressees are not directly named → Local public transport public providers	→ Spatial determinacy is given, the specification applying to the entire region. → Factual determinacy is given with regard to the technical area (local public transport); with regard to a binding content in terms of an "instruction for action" for the addressees, there remains a scope for consideration. It is defined, for example, which kind of facilities should be reachable in the central locations, but the term "sufficient mobility offer" leaves a great deal of vagueness, which is not made any clearer by the justification (demand-oriented intervals).
The overall system of the public passenger transport (ÖPV) in the planning region should be secured and further developed so as to ensure adequate mobility and to increase its attractiveness. The aim is to ensure travel times that are competitive with those of motorised individual transport (MIV) as well as a service frequency as needed for the connection of the joint Stralsund – Greifswald upper centre and the tourism regions to the Hamburg and Berlin metropolitan areas, the Oresund region and the Szczecin upper centre.	With increasing motorisation, capacity utilisation and supply of public passenger transport (ÖPV) decline. Satisfying the demand for transport services by public passenger transport in particular is, however, a crucial alternative to motorised individual transport (MIV) for reasons of environmental protection and traffic safety. According to the Law on Local Public Transport in Mecklenburg-Western Pomerania (...), the districts and independent cities as public providers are responsible for ensuring that the population is adequately served with transport services in the local public passenger transport system (ÖPNV). In order to ensure adequate connection to the main lines of Deutsche Bahn and to fulfil the central-location function of the joint Stralsund – Greifswald upper centre as well as to guarantee a fast and congestion-free connection of the tourism regions to the metropolitan areas of Hamburg, Berlin, Copenhagen and the Szczecin upper centre, are demand-oriented service and competitive travel times are important prerequisites. (...)	6.4.1 (1)		B	Addressees are not directly named Those directly addressed by the justification are: → Local public transport public providers	→ Spatial determinacy of the specification is given with regard to Sentence 1. Lack of clarity may arise regarding Sentence 2, as it refers to tourism regions, but in the tourism regions, but the chapter on spatial categories mentions tourism areas (Chapter 3.1.3, and there both tourism focus areas as well as tourism development areas). → Factual determinacy of the specification is partially given with regard to the instruction for action that local public transport should be secured and further expanded. But then the more detailed explanations with "competitive travel times" and "demand-oriented service frequencies" again leave a great deal of room for manoeuvre, which is not elaborated further and/or more concretely in the justification either. A region-specific or sub-regionally differentiated (rural areas, tourism areas) assessment or positioning of what is considered competitive or in line with needs does not take place.

<sup>15</sup> Notes: Principles are assessed in terms of their spatial and factual determinacy as well as the existence of concrete instructions for action. A higher degree of spatial and factual specificity qualifies the subsequent weighing process in terms of the planning intentions of spatial planning. In assessing the steering effect, the justifications are taken into account to the extent that they serve to interpret the content of the plan. They do not constitute a spatial planning requirement under Section 3 subsection 1 number 1 of the Spatial Planning Act [ROG].

<p>As an instrument for the provision of services of general interest and as the backbone of the regional public transport system, local public transport cooperation in Western Pomerania is to be formed in the medium term within a common local public transport area. In the short term, local public transport cooperation between the districts of North Western Pomerania and Rügen and the Hanseatic City of Stralsund should be established. Subsequently, the district of East Western Pomerania and the Hanseatic City of Greifswald are to be added. The local public transport cooperation may in the long term end in a joint transport and tariff association for the Western Pomerania region.</p>	<p>According to the legal basis (Mecklenburg-Western Pomerania Local Public Passenger Transport Act), close and cooperative collaboration between the public transport authorities and the transport companies on road and rail is to be sought in the medium term in the interest of coordinated local public transport services and the development and promotion of area-wide transport cooperation. In the formation of a future-oriented local public transport cooperation area, central location and transport links of the sub-regions of the Western Pomerania region among each other as well as with Rostock and Neubrandenburg, the district of Demmin, the Prenzlau area as well as Szczecin, Swinoujście and the island of Wollin are to be taken into account. (...) (...) The goal should be a uniformly coordinated and service-oriented local public transport system across all means of transport, which provides for a valid and low-priced tariff system for the relevant transport companies and works in a very customer-oriented way.</p>	6.4.1 (2)	B	<p>Addressees are directly named → Districts and Hanseatic cities</p>	<p>→ Spatial determinacy of the specification is given. → Factual determinacy with regard to a mandate for action to the addressees is also given.</p>
<p>The rail network in the region of Western Pomerania, (...) as a component of spatial development and sustainable settlement development, should be secured and further upgraded according to economic aspects both in passenger transport as well as freight transport. Depending on demand, existing network access points and interchanges of the local public transport and long-distance traffic systems should be maintained, and a densification of the access points to local public transport should be aimed for.</p>		6.4.1 (3)	B	<p>Addressees are not directly named</p>	<p>→ Spatial determinacy is given (entire region). → Factual determinacy is also given.</p>

### Establishment of criteria for basic supply

**Section 2 subsection 2 of the Spatial Planning Act [ROG]: Accessibility of services and facilities of basic supply must be ensured** in an adequate manner. Here: What should be adequately accessible?– Specifications for delimiting facilities and services of basic supply

<p>Bad Sülze, (...) are designated as basic centres (defined according to the criteria in Figure 8).</p>	<p>According to the Mecklenburg-Western Pomerania State Spatial Development Programme, the following criteria apply for the definition of basic centres: → Urban settlement core and → In rural areas: 2,000 inhabitants in the municipality → In urban-suburban areas: 5,000 inhabitants in the municipality These criteria must all be met. → 5,000 inhabitants in the local area → 600 persons employed subject to social insurance → 300 in-commuters → Retail centrality → Bank or savings bank branch → Medical care For these criteria, 5 out of 6 criteria must be met.</p>	3.2.4 (1)	C	<p>Addressees are not directly named Those addressed by the justification are: → Economic players → Municipalities</p>	<p>→ Spatial determinacy of the specification is given (list of the municipalities). → Factual determinacy remains limited to the specifications of the municipality. → The Regional Spatial Development Programme does not concretise the criteria of the State Spatial Development Programme here (e.g. with regard to retail centrality or medical care), so that a more precise definition of the basic supply that should be accessible is missing as compared to the State Spatial Development Programme.</p>
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In the rural areas, focal points of settlement are defined as a supplement to the central locations.	(...) Focal points of settlement essentially have supplementary local supply tasks. The definition of focal points of settlement is intended to secure the rural areas as residential and economic locations. In touristic focus areas, during the season, in addition to the number of inhabitants also guests have to be catered for, whose number exceeds the number of inhabitants many times over. In the central locations alone, this demand cannot be met. For this reason, in the touristic, in addition to the central locations, touristic focal points of settlement are defined as intended to perform special tourist supply tasks with a selected technical, social and cultural infrastructure. (...)	3.3 (1)		B	→ Municipalities with focal points of settlement	→ Spatial determinacy of the specifications is given. → Factual determinacy in terms of a specification of which local or tourist supply services should be provided in the focal points of settlement is missing.
In the tourism focus areas, the touristic focal points of settlement shall perform special tourist supply tasks.		3.3 (2)		B		
All municipal main centres of the municipalities of Ahrenshoop, (...) are touristic focal points of settlement in the Western Pomerania planning region.		3.3 (3)	C			
In the remaining rural areas, in order to ensure the local basic supply, the main centres of the following municipalities are defined as focal points of settlement: (...)		3.3 (4)	C			

### Specifications as to the concentration of supply facilities in central locations / focal points of settlement

#### Section 2 subsection 2 of the Spatial Planning Act [ROG]: The spatial conditions for sustainable mobility must be created.

Here: Specifications that help to avoid and reduce traffic, promote environmentally friendly forms (local public transport) – Bundling of target traffic, focus on basic centres

Central locations should be secured and expanded as a matter of priority as focal points of economic development, of supply of settlement development, of social and cultural infrastructure and as administrative centres.	Central locations serve to bundle public and private services, utilities and facilities of technical, social and cultural infrastructure, residential functions and administrative facilities. At the same time they are important economic centres. Central locations will assume functions of order, supply and development. The equipment of the central location shall be based on the viability of the respective rural suburban zone in which they are located. The location of the central functions is generally the municipal main centre. The municipal main centres are named in Table 5.	3.2.1 (1)		B	→ Municipalities defined as basic centres	→ Spatial determinacy of the specification is given – the central locations. The reference from the justification that the central functions should be located in the municipal main centre is an important reference in the sense of the bundling and organisation of transport and should rather be included in the specification in order to represent a spatial planning requirement. → The concentration of services of general interest in central locations as a spatial prerequisite is objectively determined. The justification additionally provides further references as to the type of facilities that are to be bundled in the central locations.
Basic centres should supply the population of their local areas with services of the qualified basic needs. They are also to be strengthened as economic locations of supra-local importance and provide jobs for the population their local areas.	Basic centres should above all perform supply tasks for their rural suburban zones. Alongside the middle centres, they are the economic and social centres in the rural areas. A local area is assigned to each basic centre with a precise delimitation of municipal areas. (...)	3.2.4 (2)	C		→ Municipalities defined as basic centres	→ Spatial determinacy is given through the designation of basic centres and sharply delimited local areas by municipality. → This specification defines the municipalities for which a bundling is to take place in each case. Factual determinacy in the sense of the technical area (supply area) is given.

### Specifications regarding smooth local public transport accessibility of the sub-areas to each other

Here: Which specifications exist with regard to the linking of the sub-areas and beyond the region, frequency / spatial allocation/interchange points against the background of accessibility from rural areas of the middle centres and upper centres (beyond "basic services")?

To improve the accessibility of the region and the joint Stralsund – Greifswald upper centre, the rail network should be expanded and/or modernised on the large-scale transport axes. This concerns in particular the lines and/or sections of lines (...).	On the routes of the large-scale rail transport network Stralsund – Greifswald – Pasewalk – (Berlin), Stralsund – Neubrandenburg – Neustrelitz – (Berlin), Stralsund – Rostock as well as (Bützow – Güstrow – Neubrandenburg) – Pasewalk – (Szczecin), expansion and/or modernisation measures are to improve the accessibility by local rail passenger transport.	6.4.1 (8)		B	Addressees are not named	→ Spatial determinacy is given by naming the axes. → Factual determinacy is sufficiently defined with regard to the technical focus (local rail passenger transport).
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In the supraregional rail network, the lines or line sections Stralsund – Bergen – Lietzow – Sassnitz / Binz, Bergen – Lauterbach (Mole) and Pasewalk – Jatznick – Ueckermünde should be strengthened. (...)	For transport, environmental and economic reasons, the railways as a mode of transport should be strengthened in the region of Western Pomerania. In order to achieve this, the improvement of the rail infrastructure and the establishment of attractive rail transport services are important measures, especially on the supraregional routes (...) In order to improve the accessibility of the middle centre of Ueckermünde, the relocation of the access point for local rail passenger transport near the central bus station is planned.	6.4.1 (9)		B	Addressees are not named	<ul style="list-style-type: none"> <li>→ Spatial determinacy is given by naming the lines.</li> <li>→ Factual determinacy is given, but leaves much room for interpretation (strengthened ...). The reference in the justification to the improvement in the accessibility of the Ueckermünde middle centre is more likely to be information that was incorporated into the Regional Spatial Development Programme in the course of top-down/ bottom-up planning process.</li> </ul>
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#### Specifications regarding temporally/spatially flexible forms of service (Level 4)

Local public transport should ensure the accessibility of tourist, cultural, medical, social and educational facilities as well as workplaces in the central locations from the respective catchment areas of the planning region and enable all parts of the population to participate in social life through a sufficient mobility offer.	(...) In areas with low demand, optimised local public transport networks with demand-oriented intervals including the introduction of call buses and/or call taxis are possible solutions. (...)	6.1 (3)		B	Addressees are not directly named → Local public transport public providers	<ul style="list-style-type: none"> <li>→ Here, the reference to flexible forms of service is made within the framework of the justification.</li> <li>→ Spatial determinacy is given.</li> <li>→ Factual determinacy is given in a technically concrete way (demand-oriented intervals, thus temporally flexible forms of service), the concretisation of "areas with low demand" remaining open though.</li> </ul>
In order to ensure an attractive minimum service and flexibility for areas or periods with a demonstrably particularly weak traffic demand, the introduction of demand-driven modes of transport and/or alternative forms of service (call taxi, shared taxi, call bus, etc.) should be guaranteed in the long term.	In general, the use of demand-driven alternative forms of service should be promoted. These modes of transport have the advantage that they may be organised in the most cost-effective and flexible way possible under the regional framework conditions and that they may be well combined with the other services. Possible areas of application in rural areas are the areas between the main axes of the local public transport system on weekdays as well as the servicing of larger areas of the transport system during off-peak times, during school holidays as well as in the evening hours and on weekends in the urban areas. (...)	6.4.1 (6)		B	Addressees are not directly named → Local public transport public providers	<ul style="list-style-type: none"> <li>→ Spatial determinacy in the specification is kept relatively vague with "areas with a weak traffic demand". The justification, though, here provides further information giving clear indications to subsequent planners. For instance, the areas between the main axes in rural areas are referred to here.</li> <li>→ A factual determination is sufficiently given, also due to the fact that also the periods of time are classified in more detail in the justification.</li> </ul>

#### Specifications regarding other community transport (e.g. community buses) (Level 5)

In order to ensure an attractive minimum service and flexibility for areas or periods with a demonstrably particularly weak traffic demand, the introduction of demand-driven modes of transport and/or alternative forms of service (call taxi, shared taxi, call bus, etc.) should be guaranteed in the long term.	(...) In addition, the <u>community bus</u> , which operates with volunteer drivers, can supplement the basic local public transport service as a special case of alternative forms of service in areas with low demand and/or at times when demand is particularly weak.	6.4.1 (6)		B	Addressees are not directly named Local public transport public providers	See above
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Draft: Own representation, Kaiserslautern 2021

Source: Western Pomerania Regional Planning Association (2010): 2010 Western Pomerania Regional Spatial Planning Programme, Greifswald

**TABLE 6.** Regional  
Spatial Development  
Programme for West  
Mecklenburg (2011)

SPECIFICATIONS	JUSTIFICATIONS	CHAPTER	SPECIFICATION QUALITY		ADDRESSEE/S	ASSESSMENT OF STEERING EFFECT <sup>16</sup>
			C	B		
<b>Specifications for adequate local public transport accessibility in rural areas</b>						
<b>Section 2 subsection 2 of the Spatial Planning Act [ROG]: Accessibility</b> of services and facilities of basic supply <b>must be ensured in an adequate manner.</b> Here: How should transport/local public transport take place? General specifications/statements and specifications on "adequate" (time/frequencies); if applicable, notes/specifications on what should also be accessible beyond basic services (e.g. tourist destinations)						
<p>The aim is to (...)</p> <ul style="list-style-type: none"> <li>→ further develop and interconnect the transport networks of public passenger transport, increasing the local public transport share in total transport, (...)</li> <li>→ to develop the rural areas by an attractive local public transport system as needed,</li> <li>→ to prefer environmentally friendly and resource-saving means of transport.</li> </ul>	<p>An efficient transport infrastructure should guarantee mobility for all parts of the region's population and ensure good accessibility by passenger and freight transport. It should create the conditions for economic development and contribute to the harmonisation of living conditions.</p>	6.4.1 (1)		B	<p>Addressees are not directly named</p> <ul style="list-style-type: none"> <li>→ Local public transport public providers</li> </ul>	<ul style="list-style-type: none"> <li>→ Spatial determinacy is given, the specification applying to the entire region / rural areas.</li> <li>→ Factual determinacy is given with regard to the technical area (local public transport); with regard to a binding content in terms of an "instruction for action" for the addressees, there remains a great deal of scope for consideration. It is defined, since neither "attractive" nor "as needed" are further elaborated. The specification is not further specified in the justification either.</li> </ul>
<p>Transport is to be made more efficient and user-friendly through coordination and cooperation between directly and indirectly involved companies, authorities etc., through the use of smart, demand-oriented forms of traffic organisation and through an optimal development of suitable interfaces.</p>	<p>This requires integrated planning of the transport system. In terms of implementation, e.g. a stronger linking of the transport networks must be organised, interfaces in the sense of interchange/loading and interlinking possibilities of rail, bus/lorry, car, bicycle and walking must be optimally selected and developed. The use of vehicles in local public transport should be adapted to better meet the temporally differentiated demand, in order to provide an adequate range of transport services while at the same time limiting the use of resources.</p>	6.4.1 (2)			<p>The specification addresses</p> <ul style="list-style-type: none"> <li>→ "directly and indirectly involved companies, authorities etc."</li> </ul>	<ul style="list-style-type: none"> <li>→ Spatial determinacy of the specification is given (region).</li> <li>→ Factual determinacy with regard to a mandate for action to the addresses is also given.</li> </ul>

<sup>16</sup> Notes: Principles are assessed in terms of their spatial and factual determinacy as well as the existence of concrete instructions for action. A higher degree of spatial and factual specificity qualifies the subsequent weighing process in terms of the planning intentions of spatial planning. In assessing the steering effect, the justifications are taken into account to the extent that they serve to interpret the content of the plan. They do not constitute a spatial planning requirement under Section 3 subsection 1 number 1 of the Spatial Planning Act [ROG].



<p>As part of the provision of services of general interest, local public transport in the region is to be developed into an overall transport system with coordinated timetables, uniform tariffs and attractive transfer options in order to provide a flexible service that meets demand. To this end, a regional local transport plan is to be drawn up for West Mecklenburg.</p>	<p>In order to meet the requirements of the provision of public services of general interest in the field of public transport, there is a need for close cooperation of the transport companies (transport cooperation) on rail and road with the aim of creating a local public transport system that is coordinated, goes across all modes of transport, is offer-oriented, financially viable and promotes sustainable mobility. For this purpose, the integral interval timetable (ITF) as an overall transport system must be optimised. This should be based on an appropriate range of fares valid for all transport operators and, above all, be customer-oriented. Also other transport services such as scheduled taxi, on-call shared taxi, call bus or the tourist boat traffic should be taken into account. In the region, there is the West Mecklenburg Transport Association, a transport cooperation, which, involving the rail transport companies with local rail passenger transport, should be developed to form a transport union, (...).As a basis for action, a regional Local Transport Plan is to be developed.</p>	6.4.2 (3)		B	<p>Addressees are indirectly named</p> <ul style="list-style-type: none"> <li>→ Local public transport public providers</li> </ul>	<ul style="list-style-type: none"> <li>→ Spatial determinacy is given (entire region).</li> <li>→ Factual determinacy given in terms of the technical area (local public transport); with regard to a mandate for action, the terms "meets demand" and "flexible" are here somewhat concretised in that they include: coordinated timetables, uniform tariffs, etc.</li> </ul>
<p>For rural areas, local public transport should be designed in a way as to ensure that the nearest central location can be reached within a reasonable time. An adequate connection of areas for which there is a public need should be striven for. The stops should be arranged and be expanded according to demand considering the settlement development.</p>	<p>Taking into account economic aspects, the aim should be to achieve that the journey time between the nearest central locations and the settlements does not significantly exceed 30 minutes. In individual cases and in case of a corresponding need, the frequency of service may be assessed higher than the journey time.</p>	6.4.2 (4)		B	<p>Addressees are not directly named</p> <ul style="list-style-type: none"> <li>→ Local public transport public providers</li> </ul>	<ul style="list-style-type: none"> <li>→ Spatial determinacy is given (rural areas).</li> <li>→ Factual determinacy is given both in terms of the technical area and with regard to a mandate for action to subsequent planners and temporally concretised through the justification (adequate connection means accessibility of the central location in approximately 30 minutes travel time). No information is given on the frequency of the connection; however, a recommendation is made in the justification to decide in favour of a higher service frequency over a reduction in travel time in individual cases.</li> </ul>

### Establishment of criteria for basic supply

**Section 2 subsection 2 of the Spatial Planning Act [ROG]: Accessibility of services and facilities of basic supply must be ensured** in an adequate manner. Here: What should be adequately accessible?– Specifications for delimiting facilities and services of basic supply

Basic centres are the following municipalities (...)	The designation of basic centres is the task of regional planning and is carried out on the basis of the binding criteria laid down by the state. According to 3.2.3 of the Mecklenburg-Western Pomerania State Development Plan, basic centres should supply the population with services catering to qualified basic needs in their local area (...). Urban settlement core and in rural areas: 2,000 inhabitants in the municipality In urban-suburban areas: 5,000 inhabitants in the municipality As well as 5 of the following 6 criteria → 5,000 inhabitants in the local area 1) → 600 employees → 300 in-commuters → Retail centrality → Bank or savings bank branch → Medical care	3.2.2 (1)  C		Addressees are not directly named Those addressed by the justification are: → Economic players → Municipalities	→ Spatial determinacy is given by naming the municipalities. → Factual determinacy does not go beyond the criteria for defining basic centres as laid out in the State Development Plan.
Basic centres should be secured and further developed as locations for the supply of the population of their local area with goods and services of the qualified economic, social and cultural basic needs.	Basic centres primarily perform supply tasks to cover the general daily needs for the population of their respective local area. According to the Mecklenburg-Western Pomerania State development Plan, after the upper and middle centres, basic centres form the economic and social focal points of the rural areas. In this function, they support the infrastructure network there and form the spatial pillars of the services of general interest. Basic centres should therefore, even with a further decline in population numbers, be maintained and further strengthened as "hubs of the supply network" in the long run.	3.2.2 (2)	B	Addressees are not directly named	→ Spatial determinacy is given by the specification of the basic centres. → Any factual determinacy with regard to what should be achieved (services of general daily needs) remains rather unspecific.
Focal points of settlement are the main centres of the municipalities (...).	Focal points of settlement are defined as larger main centres of a municipality in the rural areas which, on the basis of the (...) criteria (...) listed, stand out from other settlements: → Municipality in rural areas with more than 900 inhabitants (as of June 30, 2009) → More than 300 persons employed subject to social insurance in the municipality (as of June 30, 2008) → over 200 m <sup>2</sup> retail space in the municipality (as of December 31, 2009)	3.3 (1)	B	The addressees are the municipalities	→ Spatial determinacy of the specification is given (list of municipalities). → Factual determinacy remains limited to the specifications of the main centres of the municipalities. → The Regional Spatial Development Programme here picks up on individual criteria of the State Development Plan and adds a specific reference date in each case. A more precise definition of the basic supply which should be achievable as compared to the State Development Plan is given by indicating the retail space.
Focal points of settlement should – guarantee the local basic supply for the population.	The aim is to secure the focal points of settlement in a way as to ensure that in the rural areas in addition to the central locations they guarantee the local basic supply for the population and contribute to the control of the spatially planned development.	3.3 (1) and (2)	B	Addressees are not directly named Municipalities defined as focal points of settlement	→ Spatial determinacy of the specification is given (focal points of settlement). → Any factual determinacy with regard to a concretisation of the facilities counted as part of the local basic supply is missing.

### Specifications as to the concentration of supply facilities in central locations / focal points of settlement

#### Section 2 subsection 2 of the Spatial Planning Act [ROG]: The spatial conditions for sustainable mobility must be created.

Here: Specifications that help to avoid and reduce traffic, promote environmentally friendly forms (local public transport) – Bundling of target traffic, focus on basic centres

<p>Supra-local facilities for public services are to be especially concentrated in the central locations, and their accessibility is to be ensured by means of mobility services as needed.</p>	<p>Due to the existing settlement structure in West Mecklenburg with a large number of small settlements and against the backdrop of demographic change, infrastructural services cannot be provided to all citizens in the immediate vicinity of their places of residence. Therefore, these services must be provided within a reasonable distance and/or in a well accessible way. This purpose is served by the system of central locations, which "as a regionally differentiated state-specifically adapted system of locations of public services forms the backbone of an efficient spatial concentration of facilities and services".</p>	6.1 (2)		B	Addressees are not directly named	<ul style="list-style-type: none"> <li>→ Spatial determinacy of the specification is given – the central locations.</li> <li>→ The bundling/concentration of supra-local services of general interest in central locations constitute factual determinacy. Both the specification and the justification mention the associated objective of "good accessibility", without explicitly addressing local public transport.</li> </ul>
<p>For the sustainable, spatially planned development of West Mecklenburg, central locations as (...)</p> <ul style="list-style-type: none"> <li>→ transport hubs that are efficient and well accessible by public transport; and</li> <li>→ centres of the administrative infrastructure should be secured and expanded as a matter of priority in such a way as to ensure that they can perform their supra-local tasks within their service areas in a durable way.</li> </ul>		3.2 (1)		B	Addressees are not directly named	<ul style="list-style-type: none"> <li>→ Spatial determinacy is given (the entire region).</li> <li>→ Factual determinacy with regard to the subject matter of the examination is given; the central locations should be well accessible from the sub-areas by local public transport.</li> </ul>
<p>Central-location functions are to be concentrated in the main centres of the municipalities defined as central locations.</p>		3.2 (2)	C		<p>Addressees are not directly named</p> <ul style="list-style-type: none"> <li>→ Municipalities defined as central locations</li> </ul>	<ul style="list-style-type: none"> <li>→ In terms of spatial determinacy, a concretisation takes place here which, as a spatial planning objective, has a binding effect with respect to the bundling of facilities and services of general interest, which may be an essential prerequisite for sustainable mobility.</li> </ul>
<p>The (...) specified local areas are assigned to the basic centres.</p>	<p>The local areas of the central locations are the spatial expression of the radiance and reach of the central-location facilities to ensure an adequate, area-wide, supra-local basic supply within a reasonable distance. (...).</p>	3.2.2 (6)		B	Addressees are not directly named	<ul style="list-style-type: none"> <li>→ Spatial determinacy is indirectly given in the justification by naming the specific local areas of each municipality.</li> <li>→ Factual determinacy is given in terms of the areas for which basic supply is to be ensured.</li> </ul>

### Specifications regarding smooth local public transport accessibility of the sub-areas to each other

Here: Which specifications exist with regard to the linking of the sub-areas and beyond the region, frequency / spatial allocation/interchange points against the background of accessibility from rural areas of the middle centres and upper centres (beyond "basic services")?

An attractive long-distance passenger rail service with fast and possibly seamless connections as well as passenger-friendly interchanges should be provided for the region in order to improve the accessibility of the conurbations and development areas in Germany.		6.4.2 (2)		B	Addressees are not named	<ul style="list-style-type: none"> <li>→ Spatial determinacy is given (naming of the axes).</li> <li>→ Factual determinacy is given by naming the areas which should be reachable in each case (conurbations and development areas, metropolitan areas, upper centre).</li> </ul>
The large-scale development axes – (...) should facilitate the supraregional exchange of services, especially with the metropolitan regions of Hamburg, (...) as well as the economic areas of Lübeck, Rostock and Magdeburg/Halle.		6.4.1 (3)		B		
For a better connection of the upper centre of Schwerin to the long-distance passenger rail service, the necessary expansion measures on the railway network of the large-scale transport axes – (...) must be completed in a timely manner.		6.4.2 (5) Sentence 1	C			
In rail passenger transport, the connection of the middle centres of Wismar, Parchim, Ludwigslust, Hagenow and Grevesmühlen to the upper centre of Schwerin and to the large-scale transport axes is to be maintained and further developed.		6.4.2 (5) Sentence 2		B	Addressees are not named	<ul style="list-style-type: none"> <li>→ Spatial determinacy is given (entire region).</li> <li>→ Factual determinacy is also given (connection of the middle centres to the upper centre).</li> </ul>
In order to improve the accessibility of the central locations among each other, the lines / line sections – Wismar – Bad Kleinen, (...) should be upgraded as a matter of priority.	The further upgrading of the regional rail network is intended to make public transport more competitive as compared to individual motorised transport and to better link the central locations with each other and with the upper centre of Schwerin as well as with the tourist areas.	6.4.2 (6)		B	Addressees are not named	<ul style="list-style-type: none"> <li>→ Spatial determinacy is given by naming the lines.</li> <li>→ Factual determinacy is given via the accessibility of the central locations among each other.</li> </ul>

### Specifications regarding temporally/spatially flexible forms of service (Level 4)

There are no specifications regarding temporally or spatially flexible forms of service. However, in the justifications to specifications indications are given to the effect that such flexible forms "shall be examined" with regard to their use.

The public and private infrastructure facilities required to secure the services of general interest in rural areas should be maintained and developed in high quality above all in the central locations.	If the volume of traffic is too low to maintain certain bus routes, concepts for demand-responsive forms of transport as an alternative to individual transport, e.g. shared taxis, community buses, call buses, are to be developed. Alternative service forms of local public transport must be examined by the public providers as to their financial viability and effectiveness.	3.1.1 (2)		B	Addressees: → Local public transport public providers	<ul style="list-style-type: none"> <li>→ The reference to flexible forms of service is made within the framework of the justification.</li> <li>→ Spatial determinacy results from the specification –rural areas.</li> <li>→ Factual determinacy is technically given; with regard to an instruction for action for the public providers, a mandate to examine is formulated, whereas an indication of how to define a "low traffic volume" is missing.</li> </ul>
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Transport is to be made more efficient and user-friendly through coordination and cooperation between directly and indirectly involved companies, authorities etc., through the use of smart, demand-oriented forms of traffic organisation and through an optimal development of suitable interfaces.	In the process, the use of vehicles in local public transport is to be better adapted to the differentiated demand in terms of time by means of demand-dependent flexible forms of service, in order to ensure an adequate transport offer with a limited use of resources at the same time.	6.4.1 (2)		B	Addressees: → Local public transport public providers	→ The reference to flexible forms of service is made within the framework of the justification. → Spatial determinacy is given. → Factual determinacy is formulated in a technically specific way for temporally differentiated flexible forms of service.
(3) As part of the provision of services of general interest, local public transport (LPT) in the region is to be developed into an overall transport system (...) in order to provide a flexible offer in line with demand. (...). (4) For rural areas, local public transport is to be designed in a way as to ensure that the nearest central location can be reached within a reasonable time. An adequate connection of areas for which there is a public need, should be striven for. (...)	Justification as to 6.4.2 (3) and 6.4.2 (4): In order to meet the requirements of the provision of public services of general interest in the field of public transport, there is a need for close cooperation of the transport companies (transport cooperation) on rail and road with the aim of creating a local public transport system that is coordinated, goes across all modes of transport, is offer-oriented, financially viable and promotes sustainable mobility. (...) Other transport services such as e.g. scheduled taxi, on-call shared taxi, call bus or tourist boat traffic should be taken into account as well.	6.4.2 (3) 6.4.2 (4)		B	Addressees: → Local public transport public providers	→ The reference to flexible forms of service is made within the framework of the justification. → Spatial determinacy is given through the specification. → Factual determinacy is technically given; there is no specific instruction for action, only the reference that "other transport services" should be taken into account.

#### Specifications regarding other community transport (e.g. community buses) (Level 5)

See the comments on flexible forms of service.

Draft: Own representation, Kaiserslautern 2021

Source: West Mecklenburg Regional Planning Association (2011): 2010 West Mecklenburg Regional Spatial Planning Programme, Schwerin

The evaluation of the four Regional Spatial Development Programmes and the State Spatial Development Programme shows that

- specifications for **adequate local public transport accessibility in rural areas** are formulated exclusively in the form of spatial planning principles. The "adequate" accessibility is usually concretised in the specifications by formulations such as "needs-based" or "needs-oriented" accessibility. In addition, mostly specifications are formulated – in varying degrees of concretisation – which generally aim to strengthen the local public transport system, e.g. with regard to the development of an integral interval timetable or tariff system (West Mecklenburg, Western Pomerania). Hereby general quality requirements for the local public transport system are formulated. Individual plans (e.g. Mecklenburg Lake District) address the accessibility of tourism offers by means of local public transport (securing and demand-oriented further development).  
The State Spatial Development Programme does formulate two spatial planning objectives for adequate local public transport accessibility in rural areas, which take up the importance of the topic, which, however, in their formulation and effects, remain very close to the formulation of the Spatial Planning Act [ROG];
- when specifying criteria for the supply of basic services, the first step is to define the basic centres in all regional spatial development programmes as a spatial planning objective. The local areas assigned to the basic centres are partly defined as objectives and partly as principles of spatial planning (with a sharp delimitation between municipalities). With regard to the equipment criteria for the provision of basic services and/or the criteria for the selection and designation of municipalities

as basic centres, none of the Regional Spatial Development Programmes concretises the criteria of the State Development Programme (e.g. with regard to retail centrality or medical care), so that a clearer definition with regard to the basic supply to be achievable is missing;

- specifications as to **the concentration of supply facilities in central locations / focal points of settlement** are very consistently provided in all Regional Spatial Development Programmes. Focal points of settlement are defined in three Regional Spatial Development Programmes as a spatial planning objective. The Central Mecklenburg/Rostock Regional Spatial Development Programme refrains from specifying focal points of settlement in rural areas, but bindingly specifies in the form of spatial planning objectives that the provision of basic services is to be concentrated in central locations and that here the municipal main centres of the basic centres are to be designated as locations. The specifications as to the concentration of central-location functions in the municipal main centres of the central locations as spatial planning objectives are an essential prerequisite for sustainable mobility and/or local public transport systems. However, in the specifications as well as in the justifications, no reference is made to the associated advantage of organising sustainable mobility. The essential basis for this bundling for designating the municipal main centres as locations of central facilities is formulated in the State Spatial Development Programme as a spatial planning objective, and at the same time the mandate is given to the regional planning authorities that these are to be specified for the basic centres in the Regional Spatial Development Programmes;
- all the specifications regarding **smooth local public transport accessibility of the sub-areas to each other** with an exception in the West Mecklenburg Regional Spatial Development Programme as to expansion measures on the railway network of large-scale transport axes are established as principles of spatial planning. The specifications refer predominantly to large-scale axes. A statement on the desired frequency can only be found in the Central Mecklenburg/Rostock Regional Spatial Development Programme with reference to rail transport in the upper region – no comparable requirement is specified for rural areas. Beyond that, the specifications in the other Regional Spatial Development Programmes serve to reinforce and, in part, regionally focus on the preservation and strengthening of supraregional and regional rail transport and/or rail networks;
- specifications in the form of spatial planning principles regarding **temporally and spatially flexible forms of service** (Level 4) are to be found in two of the four Regional Spatial Development Programmes (Mecklenburg Lake District and Western Pomerania). The aim is to implement the (in the case of Western Pomerania long-term) introduction of demand-driven alternative forms of service in those areas (and time periods – Western Pomerania) which show a low passenger volume / a demonstrably particularly weak transport demand. No such specifications are given in the other two Regional Spatial Development Programmes. It is pointed out in some justifications to specifications that the use of demand-responsive forms of service is to be examined. All in all, the possibilities of flexible forms of service are pointed out for certain sub-areas and spots as a rather “cost-effective and last resort” to ensure adequate accessibility of services and facilities of general interest in rural areas;
- specifications regarding **other community transport** (Level 5) are to be found neither in the State Spatial Development Programmes nor in the Regional Spatial Development Programmes. Only in the Regional Spatial Development Programme for Western Pomerania, in the justification to the established principle of the requirement of ensuring an attractive minimum service in areas or periods of a demonstrably particularly weak transport demand, amongst others by means of alternative forms of service to be introduced in the long term, reference is made to community buses with volunteer drivers as a special case, which are to supplement the basic service. This reference to a special case makes it clear that community buses cannot be regarded as a basic service.

Overall, there is a clear steering effect with regard to the bundling of (public) basic services in the central locations and here in the municipal main centres of the basic centres as “anchor points” in rural areas. In conjunction with the definition of the areas assigned to the basic centres, this is where the creation of the spatial prerequisites for sustainable mobility is most strongly pushed for. For regions with a particularly strong tourist character, touristic focal points of settlement defined (Western Pomerania Regional Spatial Development Programme), which are to assume supply tasks and thus may also form a sensible bundling function as a spatial prerequisite for sustainable mobility.

### 3.3 Local Transport Plans

The evaluation of the local transport plans on demand-oriented forms of operation in local public transport in the districts in Mecklenburg-Western Pomerania is sufficiently documented in the MARA Mobility Report on the further development of local public transport mobility services in rural areas of the State of Mecklenburg-Western Pomerania<sup>17</sup>. In order to be able to draw conclusions on the steering needs and possibilities of regional planning in the field of action of demand-oriented local public transport services, using a keyword analysis of the texts of the local transport plans, the following supplementary questions shall be addressed at this point:

- What is the relationship between regional planning and local transport planning?
- Which specifications in the Regional Spatial Development Programmes are referred to in the current local transport plans and in which context?

The responsible bodies for local transport planning in Mecklenburg-Western Pomerania are the districts and independent cities in their own sphere of action (cf. Section 7 as well as Section 3 subsection 3 of the Mecklenburg-Western Pomerania Local Public Transport Act [ÖPNVG M-V]). Section 4 subsection 1 of the Mecklenburg-Western Pomerania Local Public Transport Act provides moreover that the respective public transport authority shall decide on the type and scope of a local public transport system to meet demand.

According to Section 3 subsection 1 number 6 of the Spatial Planning Act [ROG], local transport planning is a spatially effective sectoral planning, as it has a significant influence on the spatial development or function of an area. In the relationship between spatial planning and spatially effective sectoral planning, specifications of a target nature in spatial development plans must be complied with by spatially significant sectoral plans, whereas such with the character of a principle must be considered. Any such specifications must be within the defined area of responsibility of spatial planning according to Section 1 subsection 1 of the Spatial Planning Act [ROG]. It states that spatial development plans should develop, organise and secure the overall area and its sub-areas by means of spatial planning cooperation and by coordinating spatially significant plans and measures, and in the process should amongst others take “precautions for individual utilisations and functions of the space (...)”. Specifications as to accessibility by local public transport in rural areas can be understood as such a precautionary measure. It is left to bodies responsible for regional planning to determine the character of the specifications on the accessibility of the sub-areas and the degree of concretisation they achieve.

As stated in **CHAPTER 3.2**, the Regional Spatial Development Programmes in Mecklenburg-Western Pomerania provide specifications regarding accessibility of the

<sup>17</sup> Ministry of Energy, Infrastructure and Digitalisation of Mecklenburg-Western Pomerania (ed.) (2020): MARA Mobility Report, expert report prepared as part of the MARA Interreg Project on the further development of local public transport mobility services in rural areas of the State of Mecklenburg-Western Pomerania, Schwerin.

sub-areas by local public transport to varying degrees of concreteness. In addition, they contain specifications on spatial and settlement structure that provide information for local transport planning with regard to target transport (central locations) for sub-areas (e.g. local areas). Section 7 subsection 4 of the Mecklenburg-Western Pomerania Local Public Transport Act provides that when drawing up local public transport plans, neighbouring responsible must coordinate their efforts and consult with the regional planning associations concerned. It can be concluded from this that the legislator at least wants the bodies responsible for local public transport to deal with the specifications of regional planning. On the other hand, the districts and independent cities (not only in their function as bodies responsible for local transport planning) must be involved in the process of drawing up the regional spatial development programmes.

After evaluating the local transport plans, the bodies responsible for local transport planning have, in summary, performed these tasks as follows:

- In four out of five local transport plans, it is pointed out in the chapter “Legal basis” that local transport plans are to allow for the requirements of spatial planning. Partly it is also formulated that the Regional Spatial Development Plans are to be authoritatively observed.
- In two out of five local transport plans, the framework requirements of spatial planning and state planning with regard to local public transport accessibility as well as with regard to the spatial structural specifications are represented.
- In four out of five local transport plans, with regard to the design and formulation of standards for service quality, explicit reference is made to elements of spatial structure such as spatial categories or central locations, to hierarchies of the central locations system, or also to the the importance of the axis concept.

The analysis clearly shows that the central locations were used as structure-forming elements for target traffic of local public transport and serve as a basis for considerations and the definition of service standards. The different “time horizons” of the Regional Spatial Development Programmes and the local transport plans, though, make it difficult to coordinate them consistently over time on the basis of the same challenges in the thematic field.

**TABLE 6.** Dates of Preparation of the Regional Spatial Development Programmes and Local Transport Plans in Mecklenburg-Western Pomerania

REGIONAL SPATIAL DEVELOPMENT PROGRAMME		LOCAL TRANSPORT PLAN	
Western Pomerania	2010	2017	Western Pomerania-Greifswald
		2013	Western Pomerania-Rügen
Mecklenburg Lake District	2011	2016	Mecklenburg Lake District
West Mecklenburg	2011	2014	West Mecklenburg (regional part)
Central Mecklenburg / Rostock	2011	2005	Central Mecklenburg / Rostock (regional part)

### 3.4 Summary Findings (Needs for Steering)

The analysis was carried out on the basis of the legally anchored tasks and principles of spatial planning in the thematic field of (sustainable) mobility and accessibility. The mandate to create equal living conditions is linked to an adequate area-wide supply all sections of the population with basic services and facilities. For this purpose, accessibility must be ensured “in an adequate manner” in accordance with the Spatial



Planning Act. In the process, the accessibility criteria of the central locations concept are to be flexibly aligned with regional requirements, so that a **corresponding technical leeway with regard to the definition of accessibility standards as well as the delimitation of local areas is to be derived** here. This requirement is to be seen in close connection with the fact that the spatial conditions for sustainable mobility are to be created, as it can be assumed that a clear structure as to central locations, due to the bundling of functions, also enables a bundling of target transports, which can be viably organised by means of public transport services.

The requirement of good accessibility between the sub-areas confirms a need for steering with regard to a **link between, as well as the connection of, rural areas**.

The currently **valid legal framework**, as well as the **existing challenges of rural areas**, forms the decisive basis for the identification of spatial planning steering needs, for which steering options may be pointed out. Thus, they are not identified per se with regard to demand-oriented local public transport services in rural areas, but rather generally with regard to an adequate and sufficiently specifically defined local public transport accessibility in rural areas that is adapted to regional requirements. Therefore, this need for steering applies equally to demand-oriented and general public transport services in rural areas.

### 3.5 Digression: Evaluation of Regional Plans after 2015

The evaluation of regional spatial development plans with a date of preparation after 2015 serves to gain insights into current regional planning specifications on the subject of public transport in rural areas. The evaluation is based on the same questions which were also the basis for the evaluation of the Regional Spatial Development Programmes in Mecklenburg-Western Pomerania.

In response to the questions, the regional spatial development plans of the regions of Düsseldorf, Middle Rhine-Westerwald, Southern Upper Rhine, Hanover (Hannover), Hildesheim, Diepholz and Verden regions, which came into force between 2016 and 2018 were analysed.

In summary, the following findings can be noted:

- With regard to the specifications as to adequate local public transport accessibility in rural areas, the following further-reaching specifications were found in the regional development plans examined.
  1. In the Regional Plan for the Southern Upper Rhine, the following principle is formulated very succinctly and explicitly with reference to rural areas:
 

“Especially in rural areas, the aim is

    - to ensure the best possible service throughout the area,
    - to coordinate feeder services to the stops of the rail passenger transport system and the central locations, as well as to further coordinate local rail passenger transport with downstream bus services,
    - to supplement local public transport by flexible and innovative forms of service.” (Plan Clause 4.1.6 (2))
  2. The Diepholz Regional Spatial Development Programme takes up statements on service quality from the local transport plan and specifies service intervals for individual routes of local rail passenger transport as well as for individual relations in road-bound local public passenger transport (Principle 4.1.2 – 04).

3. On the other hand, the Hanover (Hannover) Regional Planning Programme formulates the following in Principle 4.1.3 – 07: Within the transport association, efforts must be made to implement regional planning objectives. This also applies to a uniformly designed transport service, a joint timetable, a uniform tariff system and a standardised passenger information system.
- With regard to the specification of facilities and services of basic supply that are to be accessible in an adequate manner, the regional spatial development plans partly provide more detailed information. For example, the Regional Spatial Development Plan for the Central Rhine-Westerwald region states in the justification as to the equipment of basic centres that basic centres are generally locations for basic services in the health sector (doctors' and dentists' surgeries, pharmacies, care facilities), financial and postal services, retail facilities for daily and periodic needs, sports and recreational facilities, other facilities of the service sector as well as kindergartens and primary schools.
  - With regard to the specifications for the concentration of supply facilities to create spatial conditions for sustainable mobility, no further specifications could be found in the regional spatial development plans examined. Just as in the regional spatial development programmes of the regional planning bodies in Mecklenburg-Western Pomerania, a general reference is made here to the bundling and/or concentration of supply facilities in central locations. With one exception, associated rural suburban zones and/or local areas are also assigned to the central locations. The Regional Plan for the Southern Upper Rhine, for example, contains a specification that in this respect clearly links supply facilities with transport connections. Here, Principle 2.3.5 specifies that central-location facilities in the designated central locations should be concentrated as a matter of principle in the settlement and supply cores with favourable local transport connections.
  - With regard to smooth public transport accessibility of the sub-areas to each other, especially accessibility from the rural sub-areas, and with regard to the promotion of sustainable mobility, it can be taken as a continuative approach from the more recent regional spatial development plans that potential is seen in the multimodal design of local public transport interchanges as well as of transfer points between local public transport and private motorised transport. The Regional Plan for the Southern Upper Rhine specifies in Principle 4.1.0 (6): The combination of individual means of transport (in particular bicycle and car) with public means of transport (train and bus) should be promoted more strongly. The related justification states, among other things, "The interlinking of modes of transport can be promoted, among other things, by Park and Ride facilities at appropriate public passenger transport stops." Also the Hanover (Hannover) Regional Planning Programme states in Principle 4.1.1 – 04 that car sharing should be promoted as an effective supplement to the environmental network. Principle 4.1.3 – 06 states: In order to link local public transport and private transport and to improve the offer, priority areas for Park and Ride – Bike and Ride with upwards from 80 parking spaces are identified in the drawing. The Hanover (Hannover) Regional Association hopes that this will increase the attractiveness of the means of transport of the environmental network and ensure equal mobility opportunities for all.
  - With regard to the definition of temporally/spatially flexible forms of service, the evaluation of the aforementioned regional spatial development plans has not yielded any further specifications.
  - No specifications regarding other community transport are contained in the regional spatial development plans examined.

## 4. Steering Options and Recommendations for Specifications in Spatial Development Programmes

The following considerations as to steering options and recommendations for specifications in spatial development programmes are based on the findings from this study as documented in the previous chapters. They contribute to work package 4 of the MARA Interreg project, which focuses on improving the governance framework for mobility in rural areas. This includes the sharpening of the content of the spatial planning and/or transport plans of the public authorities in the partner regions through concrete recommendations. Through the integration of the recommendations as part of the MARA INTERREG project results, the sustainability and durability of the project results can be ensured.

### 4.1 Fundamental Considerations on Steering Options

Within its sphere of action, spatial planning has the possibility to formulate specifications with different binding effects for public bodies / subsequent planning agencies: Spatial planning objectives must be observed by the latter and are thus binding requirements. Principles of spatial planning are to be taken into account in weighing-up and discretionary decisions (cf. Sections 3 and 4 of the Spatial Planning Act [ROG]). In addition, further contents are included in spatial planning plans in practice, e.g. information from sectoral plans. These are taken over without any spatial planning design claim, as a rule for information purposes.

The considerations as to steering options and recommendations for specifications in spatial development programmes with regard to accessibility by local public transport in rural areas also reflect the state of the current expert discussion. The 2018/2019 government commission on "Equal Living Conditions" has formulated<sup>18</sup>: "For central locations and their respective service areas, **state-specific standards** for equipment and **accessibility** are to provide guidance in order to ensure a minimum level of supply for the population in the area under changed demographic conditions and with a view to the digital transformation and thereby make an effective contribution to ensuring equal living conditions. Therefore it is recommended that the states and regions further develop the **central locations system as a spatial basis** for promoting equal living conditions, to concretise it in planning and to ensure that it has a **strong binding effect in sectoral policies** (e.g. health, education, culture, and **transport**)."<sup>19</sup>

The creation of equal living conditions as a guiding principle and task of spatial planning and the necessary area-wide provision of facilities and services of general interest leads in rural areas – especially in a territorial state characterised by rural areas such as Mecklenburg-Western Pomerania – the a special significance ensuring the accessibility of facilities and services for all population groups. Ensuring accessibility, especially in local public transport, is a public (specialised) planning task that is subject

<sup>18</sup> Cf. Danielzyk, R., & Prieb, A. (2020). Securing Public Services of General Interest by Small and Medium Sized Towns as a Contribution of the Central Locations System to Equal Living Conditions. *Europa Regional*, 26.2018(3), 7–21.

<sup>19</sup> Quoted in: Danielzyk, R., & Prieb, A. (2020). Securing Public Services of General Interest by Small and Medium Sized Towns as a Contribution of the Central Locations System to Equal Living Conditions. *Europa Regional*, 26.2018(3), p. 17; emphases by the author.

to the binding effects of the requirements of spatial planning, and thus corresponding specifications in spatial plans are generally permissible under competence law: "As a rule, only specifications that are addressed to the target addressees of the binding effects pursuant to Section 4 of the Spatial Planning Act [ROG] are permissible under the law on competences."<sup>20</sup> In the differentiation from sectoral planning, the sphere of competence and responsibility of sectoral planning must be observed. Even if state and regional planning respects the latter's sphere of competence in the framework of the coordination mandate, this is overlaid by the overall spatial development, organisation and safeguarding mandate. At the same time, state and regional planning cannot and must not replace sectoral planning.<sup>21</sup> This thus provides the legally possible framework for specifications as to local public transport accessibility in the spatial development programmes.

The relationship between spatial planning and the sectoral planning "local transport planning" is reflected in this expert report with regard to the core tasks of regional planning, steering requirements and steering effectiveness (cf. **CHAPTERS 1.1** and **2.2**), also taking into account the statements of the expert report "Transport Specifications in Regional Plans of 2007"<sup>22</sup>. The recommended specifications in the following chapters were formulated taking into account the requirement of proportionality to be considered in the opinion of the authors, i.e. sufficient leeway for subsequent planning bodies, which has already been addressed, as well as supplemented by the following considerations based on the relationship between spatial planning and urban development use planning<sup>23</sup>: Specifications should:

- have spatially significant reasons and an objective justification (principle of objective legitimacy),
- be necessary to achieve the purpose (principle of necessity),
- be adopted by the appropriate planning level of spatial planning in each case in order to achieve the intended planning purpose (principle of appropriateness).

Against this backdrop, the question arises for the topic of local public transport accessibility as to how an optimal coordination and/or dovetailing between local transport planning and regional planning may be successful and how this can lead to an improvement in the quality of services (area-wide), if applicable also in the context of establishing demand-oriented forms of service.

In this expert report, steering possibilities of spatial planning with regard to demand-oriented local public transport services in rural areas are seen in direct connection with the steering options of regional planning with regard to public transport accessibility in rural areas in general, based on the identified steering needs. Demand-oriented local public transport services are currently addressed in the Regional Spatial Development Programmes, if at all, then for sub-areas in which a low passenger volume is to be expected. Yet from the point of view of spatial planning, the authors consider it essential to ensure by way of specifications that all parts of the population / all sub-areas have access by local public transport to facilities and services of basic supply on a certain level of quality (adequately). Which means of transport to use is seen more as a matter to be decided by the bodies responsible for local public transport. The same applies to the accessibility of sub-areas that are particularly important for tourism and/or with regard to seasonal fluctuations in demand due to tourism.

Against the background of the principle of regional planning (Section 2 of the Spatial Planning Act [ROG]) that the accessibility of basic services should be ensured

<sup>20</sup> Spannowsky, W., Runkel, P., Goppel, K. (2018): Spatial Planning Act [ROG], Comment, p. 58.

<sup>21</sup> Cf. Spannowsky, W., Runkel, P., Goppel, K. (2018): Spatial Planning Act [ROG], Comment, pp. 55–56.

<sup>22</sup> Federal Ministry of Transport, Building and Urban Development (BMVBS), Federal Office for Building and Regional Planning (BBR) (ed.) (2007), Transport Specifications in Regional Plans, Werkstatt: Praxis issue 48.

<sup>23</sup> Cf. Spannowsky, W., Runkel, P., Goppel, K. (2018): Spatial Planning Act [ROG], Comment, p. 53.

for all population groups even in sparsely populated regions, a differentiation in the specifications of regional planning into the different service levels from the Integrated State Transport Plan is not absolutely necessary, but can formulate important aspects and indications within the framework of the justifications for the subsequent responsible bodies that, for example, an efficient service quality may be achieved using demand-oriented service forms.

In principle, spatial planning steering options with regard to accessibility by local public transport (in rural areas) are seen in relation to:

- ensuring adequate local public transport accessibility to basic services and facilities / accessibility criteria of the central locations concept,
- the smooth public transport accessibility of the sub-areas to each other.

In addition, the analysis of the regional spatial development programmes provides indications on how specifications as to the central locations concept could be more closely interlinked with local public transport accessibility.

In **CHAPTER 2.3**, the components of the legal mandate of spatial planning to ensure accessibility and promote sustainable mobility were already set out with the derivation of the analytical grid for the evaluation of the Regional Spatial Development Programmes. The spatial planning elements for steering must also be based on these components and at the same time respect the imperatives formulated above. In addition, however, it is also the task of spatial planning to incorporate the orientation towards public welfare into political decisions.<sup>24</sup>

## 4.2 Definition of Criteria of Accessibility of Central Locations by Local Public Transport

A fundamental legitimization of spatial planning to set standards for the accessibility of facilities and services of general interest as derived from the Spatial Planning Act has already been set out above. The Mecklenburg-Western Pomerania State Planning Act [*LPiG M-V*] does not go beyond this statement, but Section 6 subsection 1 of Mecklenburg-Western Pomerania State Planning Act [*LPiG M-V*] on the content of the State Spatial Development Programme states that it should contain spatial planning objectives and principles that are essential for the spatial relationship between the parts of the state. According to Section 6 subsection 2 of the Mecklenburg-Western Pomerania State Planning Act [*LPiG M-V*], the State Spatial Development Programme should also contain the orderly development of the area to be aimed for, among other things especially with regard to transport. With the definition of standards for accessibility, spatial planning addresses public responsible bodies.

Thus, there are the following options:

- a specification that from all sub-areas of the state / region facilities and **services at least of general interest must be accessible by means of public transport** – because only they ensure accessibility even for parts of the population without the possibility of using individual means of transport. Such a specification is conceivable at the level of the state spatial development programme as a spatial planning objective and is considered to be sensible in order to ensure equal living conditions and to bind public service providers and/or not to let them out of their

<sup>24</sup> Cf. also Priebes, Axel (2014): The Future of Spatial Planning between Deregulation and Public Demand for Design, in: Küpper, Patrick; Levin-Keitel, Meike; Maus, Friederike; Müller, Peter; Reimann, Sara; Sondermann, Martin; Stock, Katja; Wiegand, Timm (ed.): Spatial Development 3.0 – Shaping the Future of Spatial Planning Together, Hanover (Hannover), p. 63.

obligation. In concrete terms, here a sharpening of the previous objective 5.1.1 (2) to include the requirements so far formulated in the justification would make sense. At the level of regional planning, an additional concretisation of what is considered appropriate in a sub-area could take place, for example in the form of service standards that set the framework.

- of specifications that concretise “needs-oriented” and “adequate” accessibility into **framework-setting quality characteristics for service standards**. Such specifications are more appropriate at regional level, as they should be oriented to the specific conditions of the regional sub-areas and may be designed differently (flexibly) for different sub-areas. One possibility here, as formulated e.g. in the justification of the West Mecklenburg Regional Spatial Development Programme, is an indication in minutes with regard to the travel time to the nearest central location, another possibility is to specify the frequency of service of a connection. In the expert discussion with agents of local transport planning in the district of Ludwigslust-Parchim the two different options were discussed. The consensus was that when specifying service standards in local public transport, the frequency of the connection is the more decisive factor, since from very sparsely populated areas with subordinated road connections, it is sometimes difficult to meet a certain journey time. This also makes sense against the backdrop that it is not only important to get to the basic services and facilities as quickly as possible, but also to have reliable access at least on a certain number of working days at different times that enable the various necessary errands/ contacts related to basic services (school, appointments for personal services, doctor’s appointments, etc.). If necessary, a differentiation can be made between the different levels of local public transport services, and concrete indications can be formulated based on the available spatial planning data in which sub-areas, in particular, flexible forms of service can be used.

Due to the period of validity of the regional spatial development programmes and the time decoupling of regional spatial development planning and local transport planning as addressed in **CHAPTER 3.3**, the definition of the standards in the form of fixed figures may be difficult and/or perceived as too strict. Information for realistic (quantitative) indications may be taken from the valid local transport plans and

- either be taken up as a quality standard to be ensured,
- or an improvement may be demanded (if necessary, after comparison with neighbouring districts or regions, with reference to the goal of promoting sustainable mobility, etc.);
- or also demand a minimum quality adapted to e.g. demographic developments.

Against the background of the requirement of proportionality, these specifications are recommended in the quality of a principle of spatial planning. This ensures that the bodies responsible for local transport in their consideration deal in an area-wide way with service standards that regional planning considers to be appropriate accessibility standards for the central locations without pre-empting decisions to be made by the sectoral planners (e.g. choice of means of transport, possibly justified deviating standards).

In general, it can be concluded from the analyses in this study that **close cooperation between the public actors involved would make sense**. Concrete recommendations as to the contents of the Integrated State Transport Plan and the local transport plans are not the subject of this study, but due to the close interlocking and the considerations as to which statements on local public transport accessibility in rural areas are seen as appropriate and required as contents of the spatial development programmes and how this has an influence on the relationship between spatial planning and local transport planning, the following two aspects should be briefly addressed:

Against the background of the variety of demand-oriented mobility offers currently available in Mecklenburg-Western Pomerania and the differences in the "area coverage" of these offers as shown in the maps, it seems sensible for **the Integrated State Transport Plan** to take **area-wide demand-oriented offers** into account, e.g. a timetable-bound call bus system, which can then be further specified at the level of local transport planning.

A **closer temporal coupling of regional spatial development planning and local transport planning** would facilitate the discussion and the common understanding of the public actors involved about ensuring equal living conditions and the associated accessibility and service standards and could moreover qualify the definition of the standards. It has been mentioned above that the standards set in spatial planning could be defined in line with the service standards defined in the local transport plans.

**A steering option of spatial planning with regard to the flexible forms of service of Level 5** is **not** considered to be **expedient** in view of the fact that these are regularly organised and operated by private actors and are ultimately tantamount to a "release" from the public sector's obligation to guarantee equal living conditions for certain sub-areas.

In order to anchor the development of the region and its sub-areas aimed at in regional planning in the local transport plans, it is possible to include a specification that calls on the bodies responsible for local public transport to cooperate in their implementation (cf. also in **CHAPTER 3.5** the example of the Regional Spatial Development Programme of the Hanover (Hannover) region, Principle 4.1.3–07).

### 4.3 Smooth Public Transport Accessibility of the Sub-Areas between Each Other

The principle formulated in Section 2 subsection 3 of the Spatial Planning Act [*ROG*] of working towards good accessibility of the sub-areas to one another through fast and smooth passenger transport, can be taken up in a more differentiated manner, in that the specifications are geared on the one hand to work towards the accessibility of all sub-areas to each other and, on the other hand, to provide indications, as to what is understood by "fast and smooth" from a spatial planning point of view, and thirdly, addresses accessibility by fast and smooth local public transport in order to promote sustainable mobility.

The Mecklenburg-Western Pomerania State Spatial Development Programme here already contains the specification: "The accessibility of the central locations both among each other and out of their respective rural suburban zones by all modes of transport in a reasonable time (...) (...) is to be ensured in an economically reasonable and ecologically compatible manner (Spatial Planning Objective)". This specification should be further concretised by the regional level in terms of what is considered "appropriate" and/or, if applicable, what is understood by "smooth"

In this context, the draft of the Regional Spatial Development Plan for the Trier region, for example, provides for a specification of "essential connection points for the lines of the regional basic network (Spatial Planning Objective)" and formulates the following in the justification: "In the regional basic network, the connection of the middle centres to the upper centre (if necessary also in neighbouring regions), the connection of the basic centres to the assigned middle centre and the connection of the basic centres to the upper centre via the middle centres or directly (...) should be ensured<sup>25</sup>". The justification formulates in addition a target value for the ratio of travel

<sup>25</sup> Cf. Trier Planning Association: Draft of the Regional Spatial Development Programme, January 2014, page 93, accessed at: [https://www.plg-region-trier.de/images/phocadownload/ROPneu-E/Textband\\_kpl070214.pdf](https://www.plg-region-trier.de/images/phocadownload/ROPneu-E/Textband_kpl070214.pdf) on May 13, 2021.

time between local public transport and motorised private transport of a maximum of 1.5, as well as maximum values for waiting times at transfer points. On the one hand, this specification corroborates the bundling function of the central locations also for the transport services and, on the other hand, it gives an indication of how “quickly and smoothly” accessibility by local public transport compared to motorised private transport could be achieved, expressed in numbers.

While taking into account the accessibility of the upper centre(s) from the rural service zones of the basic centres is certainly a sensible addition, specifying the quality of accessibility in terms of travel times is a tight corset that is difficult to apply for spatial planning reasons (objectively justified, proportionate). However, also here a definition via the frequency of the connection would be conceivable. A corresponding specification in the regional spatial development programmes in the quality of a spatial planning principle of how the individual sub-areas should be connected to each other, what is considered appropriate and smooth in terms of spatial planning, is considered sensible both against the background of guaranteeing equivalent living conditions and of promoting sustainable mobility.

The integration of service level 4, in addition to service levels 1–3 from the Integrated State Transport Plan, into the conceptual considerations of regional planning as to smooth accessibility of the sub-areas to each other is moreover seen as a further step in the right direction in view of the fact that it may increase the quality of accessibility (fast and smooth) even in sub-areas with “low passenger numbers”. This is shown by the example of the area-wide call bus system in the district of Ludwigslust-Parchim, which is certainly to be seen as exemplary when it comes to smooth accessibility.

#### 4.4 Dovetailing of Specifications for the Central-Location Concept and the Accessibility of Basic Services and Facilities

The evaluation of the contents of the regional spatial development programmes with regard to the design of the central locations concept has been carried out against the background of the fact that, on the one hand, this provides indications for subsequent planners and bodies responsible as to which facilities and services are considered to be part of basic supply, and even more importantly on the other hand, this is the central element for bundling facilities and services of general interest and thus has a high added value with regard to traffic reduction and increased viability limits.

The discussion about the design of the central locations concept has been a perennial issue for years in the spatial planning specialist discourse and beyond. The Technical Work Group 3 “Spatial Planning and Statistics” of the Commission “Equal Living Conditions” on this issue has recently formulated the following: “Therefore it is recommended that the states and regions further develop the central locations system as a spatial basis for promoting equal living conditions, to concretise it in planning and to ensure that it has a strong binding effect in sectoral policies (...).”<sup>26</sup>

It is not the task of this study to further develop the central locations system and/or to concretise it in planning; at this point, it should only be pointed out that equipment catalogues for the central locations – however defined or broken down into “minimum and wish lists” – at the state level for the upper centres and middle centres as well as at the regional level for the basic centres **may provide important indications for subsequent planners and public bodies**. With regard to (demand-oriented) local public transport in

<sup>26</sup> Federal Ministry of the Interior [BMI], Federal Ministry of Food and Agriculture [BMEL], Federal Ministry of Family Affairs, Senior Citizens, Women and Youth [BMFSFJ] (2019): Report of the Technical Work Group 3 “Spatial Planning and Statistics”, in: BMI, BMEL and BMFSFJ (ed.): Our Plan for Germany – Equal Living Conditions All Over. Appendix: Technical Work Group Reports of the Commission “Equal Living Conditions”, Berlin, page 74.



rural regions, e.g. with regard to firstly the public facilities that should be accessible there in a bundled way, and secondly indirectly about when and in which time periods accessibility should be guaranteed.

## 4.5 General Notes

In order to further increase the quality of the plans in the thematic area under review, further recommendations may be formulated as general pointers:

### JUSTIFICATIONS SERVE EXCLUSIVELY FOR THE INTERPRETATION OF THE PLANS

In some regional spatial development programmes, the justifications contain formulations that have the character of specifications. The justifications for specifications in the spatial development programmes should contain “the fundamental reasons for the decisions taken in the process of consideration” and should serve “to facilitate the understanding and verification of the specifications”; they do not have any binding effect.<sup>27</sup> A number of examples show that the justification may imply a planning intention that goes beyond the specification, which would also contribute to a qualification of the spatial development plan in the thematic field of specifications as to local public transport accessibility in rural areas. If this is the case, it should also be formulated as a specification. Two examples from regional spatial development programmes illustrate this, without this being to be understood as a complete list from the evaluation of the spatial development programmes:

- “An efficient transport infrastructure should guarantee mobility for all parts of the region’s population and ensure good accessibility by passenger and freight transport. It should create the conditions for economic development and contribute to the harmonisation of living conditions.” (Justification in the West Mecklenburg Regional Spatial development Programme), or
- “The location of the central functions is generally the municipal main centre. The municipal main centres are named in Table 5.” (Justification in the Western Pomerania Regional Spatial development Programme).

### CLEAR ASSIGNMENT OF THE JUSTIFICATIONS TO THE SPECIFICATIONS

In the regional spatial development programmes, the justifications are sometimes specifically assigned to individual specifications and in other plans the justification is provided jointly for a chapter / section of several specifications. In order to improve the comprehensibility of the specifications by the addressees, and thus indirectly increase their impact, a clear assignment of the justifications to the specifications is to be recommended both in the state-wide spatial development programme and in the regional spatial development programmes. In addition, the addressees should be named as clearly as possible in the justifications in order to increase comprehensibility for them and to make it easier to “spot” relevant specifications.

<sup>27</sup> Spannowsky, W., Runkel, P., Goppel, K. (2018): Spatial Planning Act [ROG], Comment, p. 295.a

## List of Sources

(Translator's note:

All of the sources listed below are publications in German language. For better orientation as to content, the titles of the publications as well as the names of the (government) bodies and laws have been translated to English, followed by [*the original German titles and names in square brackets in italics*]

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