Integrated Land-Use Management for Sustainable Development

Prof. Stig Enemark
President of Aalborg University, Denmark

The content

- Informal settlements is a key issue on the UN-agenda for fighting. But it is also an issue for many developed countries in terms of informal urban development.
- The land management paradigm drives systems dealing with land rights, restrictions and responsibilities to support sustainable development.
- Systems of planning control vary between the European countries according to their cultural background.
- The concept of Integrated Land-Use Management attempts to combine land policies, land information and planning control. Key aspects are decentralisation, comprehensive planning and public participation.
- Establishment of such mature systems is also the key to preventing and legalising informal urban development.

The global agenda

- World total population 6.5 billion
  - Urban living 3.2 billion
  - Slum dwellers 1.0 billion; 1.4 billion in 2020
- One of every three city residents live in inadequate housing with no basic services.
- MDGs Goal 7 target 11 states that lives of at least 100 million slum dwellers must be improved by 2020
Informal Settlements

Urban-rural interrelationships

The Marrakech declaration

Rural

Informal Settlements

Urban

Simi-Urban

Urban Sprawl

City

Lack of an integrated approach

- In many countries there is a tendency to separate land tenure rights from land use rights
- Planning and land use control is not linked with land values and the operation of the land market.
- This may be compounded by poor management procedures that fail to deliver required services.
- This reveals a much deeper problem: the failure to treat land and its resources as a coherent whole.
- Many countries in Europe are facing problems in this regard and with regard to informal urban development.

The land management paradigm

Sound land Management is the operational process of implementing land policies in comprehensive and sustainable ways.

Lack of an integrated approach

- In many countries there is a tendency to separate land tenure rights from land use rights
- Planning and land use control is not linked with land values and the operation of the land market.
- This may be compounded by poor management procedures that fail to deliver required services.
- This reveals a much deeper problem: the failure to treat land and its resources as a coherent whole.
- Many countries in Europe are facing problems in this regard and with regard to informal urban development.

A cultural map of the world

Spatial planning systems

- the European perspective

Uncertainty avoidance:
The preference of structured situations over unstructured or flexible ones

Power distance:
The degree of inequality among people accepted by the population

Major traditions of spatial planning in Europe

• The regional economic planning approach
  - Spatial planning as a policy tool to pursue wide social and economic objectives, especially in relation to disparities in wealth, employment, and social conditions between different regions of the country (France)

• The comprehensive integrated approach
  - Spatial planning is conducted through a systematic and formal hierarchy of plans at central, regional, and local level (Denmark, the Netherlands).

• The land use management approach
  - Planning as a technical discipline which focuses on the control of change of use of land (UK - town and country planning)

• The urbanism approach
  - Key focus on architectural flavour and urban design (Mediterranean countries).

Spatial Planning Systems - The European Perspective

<table>
<thead>
<tr>
<th>Close</th>
<th>Distant</th>
</tr>
</thead>
<tbody>
<tr>
<td>(there is a close relationship between the objectives of the system and what happens in practice)</td>
<td>(there is a distant relationship between the objectives of the system and the reality of the system)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Distance</th>
<th>UK</th>
</tr>
</thead>
<tbody>
<tr>
<td>Moderate</td>
<td>Denmark</td>
</tr>
<tr>
<td></td>
<td>Finland</td>
</tr>
<tr>
<td></td>
<td>Ireland</td>
</tr>
<tr>
<td></td>
<td>Netherlands</td>
</tr>
<tr>
<td></td>
<td>Belgium</td>
</tr>
<tr>
<td></td>
<td>Portugal</td>
</tr>
<tr>
<td>Committed</td>
<td>Austria</td>
</tr>
<tr>
<td></td>
<td>France</td>
</tr>
<tr>
<td></td>
<td>Germany</td>
</tr>
<tr>
<td></td>
<td>Luxembourg</td>
</tr>
<tr>
<td></td>
<td>Sweden</td>
</tr>
<tr>
<td></td>
<td>Greece</td>
</tr>
<tr>
<td></td>
<td>Italy</td>
</tr>
<tr>
<td></td>
<td>Spain</td>
</tr>
</tbody>
</table>

Legal means of planning control

A plan led system

<table>
<thead>
<tr>
<th>Development proposal</th>
<th>Desirable</th>
<th>Undesirable</th>
</tr>
</thead>
<tbody>
<tr>
<td>Conform to adopted planning regulations</td>
<td>Permission</td>
<td>Prohibition</td>
</tr>
<tr>
<td>Does not conform to planning regulations</td>
<td>Adjustment</td>
<td>Refusal</td>
</tr>
</tbody>
</table>

It is possible to ensure that undesirable development does not occur; but it cannot be ensured that desirable development actually happens at the right place and the right time.

The planning regulations are mainly restrictive – not proactive.

Integrated land-use management

Three core principles

• Decentralisation of planning responsibilities
  - Local representative democracy responsible for local needs
  - Combining responsibility for decision making with accountability for economic, social and environmental consequences.
  - Monitoring and enforcement procedures

• Comprehensive planning
  - Combining aim and objectives, land-use structure planning, and land use regulations into one planning document covering the total jurisdiction

• Public participation
  - Combining responsibility for decision making with accountability for financial and economic consequences
Diversity of local level authorities in Europe

<table>
<thead>
<tr>
<th>Member State</th>
<th>Type of local authority</th>
<th>Number</th>
<th>Average population</th>
</tr>
</thead>
<tbody>
<tr>
<td>France (Metropole)</td>
<td>Communes</td>
<td>34,509</td>
<td>1,000</td>
</tr>
<tr>
<td>Luxembourg</td>
<td>Communes</td>
<td>110</td>
<td>5,000</td>
</tr>
<tr>
<td>Österreich</td>
<td>Gemeinde</td>
<td>2,900</td>
<td>3,000</td>
</tr>
<tr>
<td>España</td>
<td>Municipios</td>
<td>8,577</td>
<td>4,500</td>
</tr>
<tr>
<td>Niederland</td>
<td>Gemeinden</td>
<td>18,040</td>
<td>5,000</td>
</tr>
<tr>
<td>Itali</td>
<td>Comuni</td>
<td>8,100</td>
<td>7,000</td>
</tr>
<tr>
<td>Svergie-Resia</td>
<td>Kommuner/Kommuner</td>
<td>484</td>
<td>11,000</td>
</tr>
<tr>
<td>Belgique-Belgi</td>
<td>Gemeente/Gemeens</td>
<td>589</td>
<td>17,000</td>
</tr>
<tr>
<td>Vlaanderen</td>
<td>Gemeenten</td>
<td>679</td>
<td>26,000</td>
</tr>
<tr>
<td>Nederland</td>
<td>Gemeente</td>
<td>647</td>
<td>23,000</td>
</tr>
<tr>
<td>Svergi</td>
<td>Kommun</td>
<td>288</td>
<td>30,000</td>
</tr>
<tr>
<td>Portugal</td>
<td>Cintra</td>
<td>105</td>
<td>34,000</td>
</tr>
<tr>
<td>Irela-Eire</td>
<td>Districts</td>
<td>99</td>
<td>46,000</td>
</tr>
<tr>
<td>United Kingdom</td>
<td>Districts</td>
<td>403</td>
<td>195,000</td>
</tr>
<tr>
<td>India (3)</td>
<td>Prefectures</td>
<td>54</td>
<td>196,000</td>
</tr>
</tbody>
</table>

1. When there is more than one level of local authority, the table refers to the level with primary responsibility for local level authorities. The average given is determined only on the basis of 100% responsibility.
2. Local government is the level at which planning powers are to be exercised. For example, in the case of France, the level is the Comune.
3. Local governance in all cases has a statutory plan. The prefector is the level for which planning powers are exercised, although exceptional cases such as powers may be delegated to municipalities.

Comprehensive municipal planning

- Objectives and policies for the main structure and development of land-use
- Land-use structure plan (zoning, etc.)
- Framework regulations to be provided in legally binding local/neighbourhood plans
- Strategic planning pointing out efforts and partners
- Large political involvement and public participation strengthen the planning

Local/neighbourhood planning

- Implementing objectives of the municipal plans
- Legally binding for property owners
- Mandatory prior to implementation of major projects or projects having a substantial impact on the existing environment and surroundings
- Public participation is ensured before actual development

Public participation

2 periods of public hearings, 8 weeks:
1st period concerns strategies, ideas and alternatives
2nd period concerns the planning proposal

Public participation is ensured at all levels of planning.

Final remarks

- Understanding the land management paradigm is the key to building integrated and mature systems that link policy making, good governance, land administration systems and land information infrastructures.
- Establishment of such mature systems – that are trusted by the citizens – is also the key to preventing and legalising informal urban development.
- In developing countries this approach must be supplemented by a range of measures that address the issues of poverty, health, education, economic growth, and tenure security – as included in the perspectives of the MDGs. FIG will respond very committed to that over the coming years.

FIG responses to the global agenda

WWW.FIG.NET
From Cadastre to Holistic and Pro Poor Land Management

- Holding of rights to lands
- Economic aspects of land
- Control of land use and land development

Administering the people to land relationship through
- Land Policy
- Land Management
- Good Governance
and
- Building the capacity to deal with this

It is all about:

**People,** human rights, engagement and dignity
**Politics,** land policies and good governance
**Places,** shelter, land rights, and natural resources
and **Power**

Thank you for your attention