

COMPREHENSIVE LAND-USE MANAGEMENT

*UNDERSTANDING THE INTERRELATIONSHIP BETWEEN
SPATIAL PLANNING, LAND MANAGEMENT AND
LAND ADMINISTRATION*

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OBJECTIVE

To establish a debate concerning the need to generate a thorough conceptual understanding and a valid semantic differentiation amongst the terms/policy domains: 'spatial planning', 'land management' and 'land administration'

Emphasis will be placed on the usage of the term spatial planning and its semantic perplexity



POINT OF DEPARTURE:

INTERRELATED YET DISTINCTIVE POLICY DOMAINS

- Wide perception amongst planners, policy-makers, land managers and surveyors that the terms '**spatial planning**', '**land management**' and '**land administration**' are intrinsically related to one another as their functional characteristics are similarly targeted towards the management of land-use.
- However, the usage of such terms has historically been too extensive and also often, somewhat **imprecise**: they are either commonly portrayed as synonyms or confounded with respect to their precise aims and scope of action.

SPATIAL PLANNING

POLYSEMY AND SEMANTIC PERPLEXITY

- The usage of the term spatial planning is often **polysemous**. In essence, its **multiple meanings** not only relate to differences between legal frameworks and planning traditions but also increasingly reflect changing **socio-cultural realities, economic climates and political agendas** occurring within different geographies...
- Its usage also varies in accordance to specific policy development contexts, **administrative scales** within each country (i.e. urban, metropolitan, regional) and foremost, **language**:
 
- As such, spatial planning does not precisely mean: *aménagement du territoire, ordenación del territorio, town and country planning, Raumordnung, fysiskplanlægning*, etc. or any other variant in Europe or former European colonies...

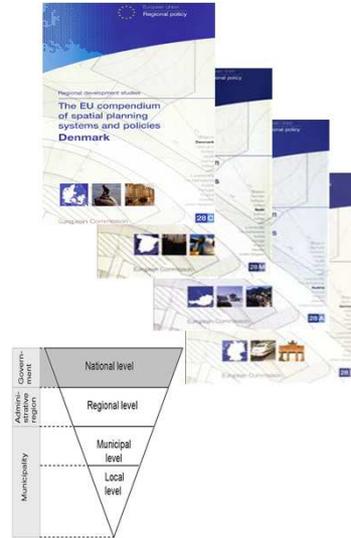
SPATIAL PLANNING – TRADITIONAL VIEWS

*“Spatial planning refers to the methods used largely by the **public sector** to influence the future distribution of activities in space.”*

(CEC, 1997, p. 24)

*“Spatial planning considers the **interaction among policy sectors according to different territorial units**, national, regional and local, across a wide range of policy sectors addressing different kinds of problems, economic, social and environmental.”*

(OECD, 2001, p. 11)



EUROPEAN SPATIAL PLANNING TRADITIONS

- **Comprehensive-integrated**
Spatial planning conducted through systematic and formal hierarchy of plans and national, regional and local levels (e.g. NL, DK, SE)
- **Land-use management**
Spatial planning as a technical discipline with focus on **land-use control**; highly discretionary (e.g. town and country planning)
- **Regional economic**
Spatial planning as policy tool in pursuit of wide economic objectives, mainly with respect to disparities in wealth, employment, etc. (FR)
- **Urbanism**
Spatial planning as urban planning/design... varies within regions (e.g. Mediterranean countries)

(CEC, 1997)

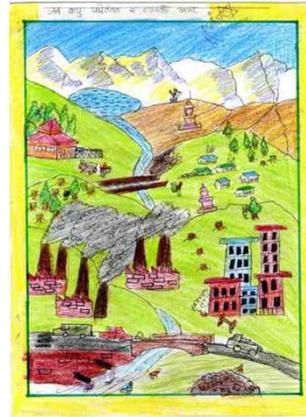
SPATIAL PLANNING – RELATIONAL VIEWS

“...self-conscious collective efforts to re-imagine a city, urban region or wider territory and to translate the result into priorities for area investment, conservation measures, strategic infrastructure investments and principles of land use regulation. The term ‘spatial’ brings into focus the ‘where of things’ (...) the interrelations between different activities and networks in an area...”

(Healey, 2004, p. 46)

*“Spatial planning is about **better place-making** (...) it involves the courageous act of looking into the future to imagine what kind of development we need to plan for now on behalf of society.”*

(Haughton et al., 2010, p.1)



DIMENSIONS OF COMPREHENSIVE (INTEGRATED) LAND-USE MANAGEMENT?

STRATEGIC DIMENSION: Spatial Planning

- Development strategies; spatial policies; place-making at different scales;
- Strategies deal less with land use or land policy per se and more with spatial development and governance.

MANAGEMENT DIMENSION: Land Management

- Land policies; sectoral policies; natural resources management policies.

ADMINISTRATIVE DIMENSION: Land Administration

- Rights; restrictions; responsibilities
- Zoning instruments; building control instruments; implementation instruments (local plans; partial plans, etc.)

DANISH SPATIAL PLANNING

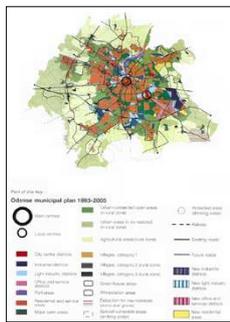
Policy institutions			Policy instruments		
Level	Planning authority	Number of inhabitants	Type of plans	Description	Legal effect
National	Ministry of the Environment, Nature Agency	5.58 million	National planning reports	National visions regarding functional physical development	Advisory guidelines and recommendations
			Overview of national interests regarding municipal plans	National interests arising from legislation, action plans, sector plans and agreements between national authorities	Binding for local authorities. The Minister for the Environment has the right to veto a municipal plan
			Finger Plan Directive for Greater Copenhagen	Statutory directive establishing a spatial framework for the whole metropolitan region	Binding for local authorities.
			National planning directives	Maps and legal provisions /circulars (eg coasts, retail, etc)	Binding for local authorities
Regional	5 administrative regions	1,000,000 on average (wide deviations)	Regional spatial development plans	Advisory and visionary plans	Binding for local authorities
Local	98 municipal councils	30,000 on average (wide deviations)	Municipal plans	Policies, maps and land-use regulations	Binding for local authorities
			Local plans	Maps and detailed legal land-use regulations	Binding for landowners

(Galland & Enemark, 2013)

E.G. MUNICIPAL PLANNING

Traditional/Statutory Land-Use Planning

General structure
Guidelines for land use
Regulatory framework for local planning



Master/Strategic Planning of Cities and Suburbs

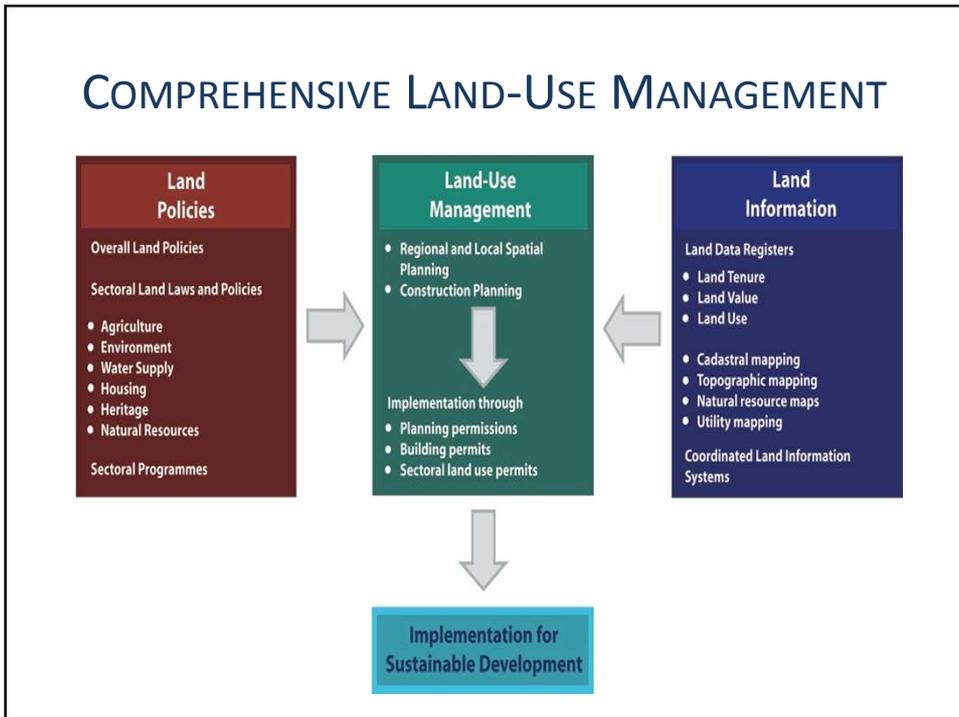
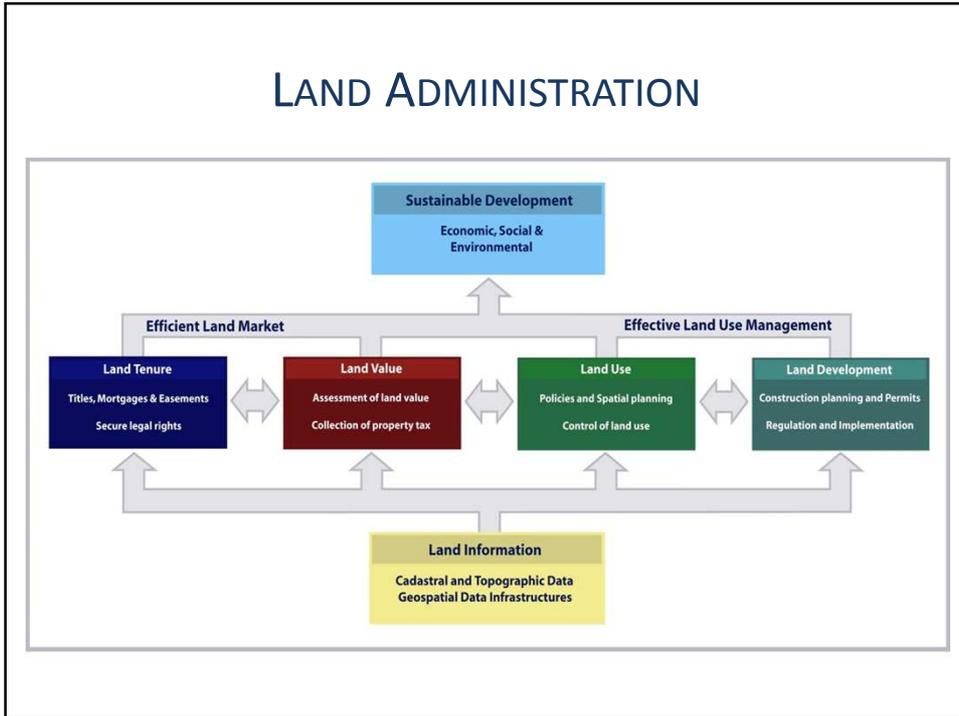


Climate Adaptation Planning

In the process of being integrated with municipal planning



Land-use Planning + Regulation + Spatial Strategy



SPATIAL PLANNING INSTRUMENTS

National spatial planning instruments

- To identify national governments spatial planning policies and strategy
- *E.g. Planning acts; national planning reports; sectoral plans; directives*

Strategic instruments

- To identify broad spatial development patterns at the sub-national and supra-municipal levels
- Commonly tied to administrative tiers (region/province) but also to 'functional planning regions'
- *E.g. Regional spatial plans; metropolitan plans*

Framework instruments (LAND MANAGEMENT)

- To identify the spatial framework and criteria for land-use regulation
- *E.g. Municipal plans, master plans but also to 'functional planning areas'*

Regulatory instruments (LAND ADMINISTRATION)

- To regulate development
- *E.g. Zoning instruments; building control instruments; implementation instruments (local plans; partial plans, etc.)*

FINAL REFLECTIONS

ESTABLISHING A SEMANTIC LINE OF RESEARCH

- In the field of spatial planning, land management policy and land administration instruments seem to be hierarchically embedded as **policy subsets** in the spatial planning system
- However, the opposite seems to occur when carrying out an analysis from the perspective of comprehensive land management: i.e. spatial planning turns out to be a policy subset!
- Hence, there is a need to open up a discussion and to create a conceptual map concerning the semantic diversity associated with these policy domains....
- Initial debate: It is crucial to **contextualise!!!** Take care of these terms and their usage in accordance with the policy domain, administrative levels/scales and geographical contexts, as well as language