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SPATIAL PLANNING

Key Instrument for Development and Effective Governance

with Special Reference to Countries in Transition

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NOTE

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FOREWORD

Over the past few decades, innovative approaches to spatial planning have spawned new ideas about space and place as well as the role of spatial strategies in contemporary governance contexts.

This present publication is a further contribution to raising awareness among the general public and politicians about the importance of spatial planning. This study identifies the role and benefits of spatial planning, the particular challenges vis-à-vis spatial planning that face countries in transition, its key principles, the division of roles and responsibilities, the main stages in the process of developing spatial plans, and finally, priority actions for countries in transition.

Spatial planning is largely a public sector function to influence the future spatial distribution of activities. It aims to create a more rational territorial organization of land uses and the linkages between them, to balance demands for development with the need to protect the environment, and to achieve social and economic objectives. Spatial planning comprises measures to coordinate and improve the spatial impacts of other sectoral policies so as to achieve a more even distribution of economic development within a given territory than would otherwise be created by market forces. Spatial planning is therefore an important lever for promoting sustainable development and improving the quality of life.

Although this study refers specifically to countries in transition, it is intended as a reference for all UNECE countries. Central governments, which are responsible for setting up spatial planning systems and distributing responsibilities among the administrative levels, are the primary audience. At the same time, however, recommendations related to practical aspects of the planning process are addressed to local level audiences, as implementation is carried out mainly at this level.

I hope that this report will be useful to all UNECE countries by supporting policymakers and representatives of civil society in improving spatial planning and its implementation as well as in further promoting sutainable development at all levels, and that countries will benefit from lessons learned from the experience of others.

Marek Belka
Executive Secretary
Economic Commission for Europe

PREFACE

The United Nations Economic Commission for Europe (UNECE) Committee on Human Settlements decided to prepare a study on spatial planning with a particular focus on countries in transition. To start discussions on the contents of the study, the workshop "Spatial Planning Systems: Organization and Practice" was held in Warsaw in 2005, organized by the Polish Ministry of Infrastructure. In preparation for the Warsaw workshop, a survey questionnaire on spatial planning systems in UNECE countries, developed by the delegation of Poland in cooperation with Professor John Zetter (expert) and in consultation with the Bureau of the Committee on Human Settlements, was distributed to the UNECE countries. Responses were received from Albania, the Czech Republic, Georgia, Germany, Hungary, Ireland, Moldova, Poland, Sweden, Switzerland and The former Yugoslav Republic of Macedonia. Additional papers on national planning systems were received from Serbia and Montenegro, Spain and Norway.

As well as drawing on a wide variety of international sources on spatial planning, the study also draws on the discussions of the workshop and the questionnaire responses described above. It provides guidance on how to improve the functioning of the spatial planning systems in the UNECE member countries, particularly in the countries of Eastern Europe, Caucasus and Central Asia (EECCA) and South-Eastern Europe (SEE), based on the experience of and practice in the more advanced economies in the UNECE region. It focuses on enabling all actors in the public, private and community sectors to work together and play an effective role in human settlements development at the local level. It also builds on material related to UNECE activities.

This study was jointly prepared by Dr. Dominic Stead of Delft University of Technology, the Netherlands, and Mr. Vincent Nadin of the University of the West of England, Bristol, United Kingdom. A group of experts designated by the Committee, comprising Ms. Ruzan Alaverdyan (Armenia), Ms. Maria Jose Festas (Portugal), Professor Adam Kowalewski (Poland), Ms. Janja Kreitmayer McKenzie (Slovenia), Mr. Andre Müller (Germany), Mr. Juha Talvitie (Finland) and Professor Zetter as Chair, provided inputs at various stages of the drafting process.

The study draws primarily (but not exclusively) on experiences in Western and Eastern Europe, where the concept of spatial planning has been in use in various forms for some time. Countries in transition that can learn from these practices will nevertheless need to develop systems that are appropriate for their own social, economic and cultural environments. These guidelines aim to help them find ways to achieve this.

EXECUTIVE SUMMARY

Spatial planning is a key instrument for establishing long-term, sustainable frameworks for social, territorial and economic development both within and between countries. Its primary role is to enhance the integration between sectors such as housing, transport, energy and industry, and to improve national and local systems of urban and rural development, also taking into account environmental considerations. This study on spatial planning is an overview document that draws the attention of policymakers to the importance of spatial planning. It also aims at raising awareness of the importance of increased community involvement and social cohesion as well as of the role of all parties concerned in territorial development in the implementation of housing and related policies and in environmental protection.

The study puts emphasis on the need to establish a shared vision and consistent direction for spatial development based on the efficient use of resources, good governance, public-private partnerships, and effective decision-making with regard to investments. While the document is intended for a pan-European audience, it pays special attention to the requirements and challenges faced by countries in transition. Due to the variations in political, cultural and economic conditions between UNECE member States, a single universal approach to spatial planning is not recommended. The study should thus be viewed as a resource that must be adapted to suit the needs of the country in question.

Spatial planning has a regulatory and a development function. As a regulatory mechanism, government (at local, regional and/or national levels) has to give approval for given activity; as a development mechanism, government has to elaborate upon development tools for providing services and infrastructure, for establishing directions for urban development, for preserving national resources, and for establishing incentives for investment, etc.

Spatial planning aims to:

(a)   Promote territorial cohesion through a more balanced social and economic development of regions, and improved competitiveness;
(b)   Encourage development generated by urban functions and improve the relationship between the town and countryside;
(c)   Promote more balanced accessibility;
(d)   Develop access to information and knowledge;
(e)   Reduce environmental damage;
(f)   Enhance and protect natural resources and natural heritage;
(g)   Enhance cultural heritage as a factor for development;
(h)   Develop energy resources while maintaining safety;
(i   Encourage high-quality, sustainable tourism;
(j)   Limit the impact of natural disasters.

Effective spatial planning also helps to avoid the duplication of efforts by actors such as government departments, commercial developers, communities and individuals. This is of great importance, as many of the above issues are of a cross-sectoral nature and therefore should be treated as such. Spatial planning is a public sector activity at all levels. Hence a clear distribution of responsibilities is needed between the different levels of administration.

At the national level, Governments are responsible for developing framework policies that both initiate and guide the decision-making process, setting the conditions for the operation of effective planning at regional and local levels. Major tasks include the establishment of effective framework

legislation, coordination with other sectors and between regions (including those that cross-national boundaries), the monitoring of implementation of national guidelines and principles at the regional and local levels, and the identification of bottlenecks in planning and implementation. National authorities are also responsible for supporting regional and national authorities when implementing national guidelines, in particular through capacity-building in terms of professional expertise and political leadership.

The main task at the regional level is the preparation and coordination of an overall regional spatial strategy by looking ahead 15 to 20 years at the overall development of the region. This should be done in cooperation with regional and local stakeholders. Regional government also has the responsibility of supporting local authorities by providing information on national and regional priorities, designating protected areas, planning and delivering major infrastructural improvements, and providing environmental assessment and appraisal of regionally significant plans and projects, as well as supplying guidance and assistance to local authorities by creating local planning instruments.

Local-level spatial planning takes into account policies elaborated at both the national and regional levels. Local plans are especially important because they involve and affect the end-user. Local governments should prepare regulatory planning instruments, establish priorities for action, facilitate the preparation of local spatial plans, coordinate planning with neighbourhood authorities, engage with the community using participatory planning techniques, take proactive measures to encourage development, and monitor the implementation of policies and proposals, e.g. by enforcing adherence to specific planning legislation.

Many countries have recently made fundamental reforms to the body of planning law to enable changes in the elaboration and operation of their planning systems. In some countries, however, planning statutes have not kept pace with the reality of spatial development. The problem is usually not a lack of legislation, but rather that the legislation is no longer relevant.

In other cases, reform in planning law has not been a high priority. In these cases, effective spatial development at all levels has yet not been implemented, as the legal basis has not been put in place to facilitate the planning process. This includes provisions that require cooperation among planning authorities to address sectoral interests to ensure consistency in the decision-making process. Where planning reform has taken place, it is generally targeted at shifting the focus from physical land-use regulation to an integrative spatial planning approach.
The implementation of effective spatial planning depends upon the development of relevant laws, policies, guidance, procedures and incentives. Implementation requires that both short-term considerations and constraints be taken into account, and that the work is guided by a long-term vision. Most countries have rigidly defined departments that pursue individual agendas, making it difficult to have an interdisciplinary approach to implementation.

Clear legislation and funding policies and improved organizational infrastructure are critical, as experience has shown that these issues are frequently more complex to solve than technical issues. High-level support for developing these plans is essential to ensure the effectiveness of the policies when implemented and regulated at the local level.

Identifying and engaging the whole range of stakeholders is crucial. Stakeholders can include those directly involved in the decision-making process, such as local authorities (politicians and officers), other tiers of government, and industry and private investors, but should also include community representatives and non-governmental organizations (NGOs). In order to be more socially inclusive, it

is often necessary to redress the balance of public involvement in order to hear the views of people and groups that have been traditionally under-represented.

Skilled spatial planners should have the ability to engage actors at all levels of development:

(a) Participation: engaging actors in reciprocal relationships of communications;
(b) Consultation: delivering expert advice for the purpose of drawing conclusions;
(c) Representation: acting on behalf of one or more groups of actors in an effort to represent both ideas and individuals;
(d) Appeal: acting as advocates for collective decision-making and for the improvement of the affected community.

An important factor in the success or failure of spatial planning is the quality of its management. Management is concerned with organization and coordination, policy and planning, and the monitoring of relevant projects. It is also concerned with listening, analysing, decision-making, and communicating ideas that may be misunderstood. Without management capacities, information and communication gaps can persist between representatives dealing with policy framework and local-level implementers. A relative shortage of qualified experts, particularly in the EECCA countries, makes the delivery of such projects difficult at times.

Effective local programme management must be responsible for the following:

(a) Leading the planning process as it relates to sustainability appraisal;
(b) Overseeing the process of community involvement;
(c) Influencing the strategic allocation of public and private investments;
(d) Negotiating with stakeholders and external agencies;
(e) Reviewing progress against the agreed timetable.

Qualified planners should be aware of the importance of integrated spatial planning techniques in implementing policy that represents the interests and realities of all stakeholders with a high degree of objectivity and transparency. Planning authorities should have a good understanding of how to involve local communities in the planning process and how to benefit from their knowledge and expertise. The ability to streamline the planning process is also key because it reinforces that transparent and multi-level spatial planning is an effective tool for development.

Spatial planning must operate in conjunction with land registration, since it involves measures that create new subdivisions of the land and new patterns of land use. Failure to identify existing patterns and rights of ownership frequently leads to delays or even failure in development programmes, especially in urban areas. There must be legally defined procedures for the compulsory acquisition and reallocation of land rights, as well as appeals mechanisms that will ensure public confidence that the security of their titles can be upheld.

Well-executed spatial planning strategies support a sustainable model of development in communities. The initial costs of planning are easily offset by improved efficiency, integrated financial strategies and reduced operating costs.

In summary, spatial planning in itself will not result in improvement of a particular community. Rather, the collective will of all stakeholders, combined with the establishment of a credible framework for action, will facilitate a transparent and achievable net change that will both improve the community in question and serve other communities and higher levels of government.

1. INTRODUCTION TO SPATIAL PLANNING

This chapter explains the role of spatial planning in an open and democratic society and identifies the potential economic, social and environmental advantages of strengthening spatial planning in government. It highlights the particular importance of spatial planning for UNECE countries in transition and summarizes the global political context for spatial planning.

1.1   What is spatial planning?

Spatial planning is concerned with "the problem of coordination or integration of the spatial dimension of sectoral policies through a territorially-based strategy" (Cullingworth and Nadin, 2006: 91). More complex than simple land-use regulation, it addresses the tensions and contradictions among sectoral policies, for example for conflicts between economic development, environmental and social cohesion policies. The key role of spatial planning is to promote a more rational arrangement of activities and to reconcile competing policy goals. The scope of spatial planning differs greatly from one country to another, but most share a number of similarities. In almost all countries, spatial planning is concerned with identifying long- or medium-term objectives and strategies for territories, dealing with land use and physical development as a distinct sector of government activity, and coordinating sectoral policies such as transport, agriculture and environment (Koresawa and Konvitz, 2001).

Various definitions of spatial planning exist. For example, the Compendium of European Spatial Planning defines spatial planning as methods used largely by the public sector to influence the future distribution of activities in space (European Commission, 1997). The Compendium states that spatial planning is undertaken with the aims of creating a more rational territorial organization of land uses and the linkages between them, to balance demands for development with the need to protect the environment and to achieve social and economic development objectives. It embraces measures to coordinate the spatial impacts of other sectoral policies to achieve a more even distribution of economic development between regions than would otherwise be created by market forces, and to regulate the conversion of land and property uses.

In the United Kingdom, the Government defines spatial planning as going beyond traditional land-use planning to integrate policies for the development and use of land with the other policies and programmes that influence both the nature and function of places. This includes policies that can impact on land use but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means (United Kingdom Office of the Deputy Prime Minister, 2005). In Slovenia, spatial planning is defined in the 2002 Spatial Planning Act as an interdisciplinary activity involving planning land use, determining the conditions for the development and location of activities, identifying measures for improving the existing physical structures and determining the conditions for the location and execution of planned physical structures (Slovenian Ministry of the Environment, Spatial Planning and Energy, 2002).

1.2   Why is spatial planning important?

Spatial planning is critical for delivering economic, social and environmental benefits (see Box 1) by creating more stable and predictable conditions for investment and development, by securing community benefits from development, and by promoting prudent use of land and natural resources for development. Spatial planning is thus an important lever for promoting sustainable development and improving quality of life. This is becoming increasingly recognized in international policy

documents (see section 1.4). The growing commitment to sustainable development in many countries and the increasing interest in spatial planning systems and policies means that there is currently considerable opportunity to reshape and strengthen spatial planning systems across UNECE countries. Some countries have already made progress in introducing new spatial planning systems but there is still considerable scope for further improvement.

Box 1: The benefits of spatial planning

Economic benefits:
- Providing more stability and confidence for investment;
- Identifying land in appropriate locations to meet the need for economic development;
- Ensuring that land for development is well placed in relation to the transport network and the labour force;
- Promoting environmental quality in both urban and rural areas, which can then create more favourable conditions for investment and development;
- Identifying development that meets the needs of local communities;
- Promoting regeneration and renewal;
- Making decisions in a more efficient and consistent way.

Social benefits:
- Considering the needs of the local communities in policy development;
- Improving accessibility when considering the location of new development;
- Supporting the provision of local facilities where they are lacking;
- Promoting the re-use of vacant and derelict land, particularly where it has a negative impact on quality of life and economic development potential; and
- Aiding the creation and maintenance of pleasant, healthy and safe environments.

Environmental benefits:
- Promoting regeneration and the appropriate use of land, buildings and infrastructure;
- Promoting the use of previously developed ("brownfield") land and minimizing development on "greenfield" land;
- Conserving important environmental, historic and cultural assets;
- Addressing potential environmental risks (e.g. flooding, air quality);
- Protecting and enhancing areas for recreation and natural heritage;
- Promoting access to developments by all modes of transport (e.g. walking, cycling and public transport), not just by car;
- Encouraging energy efficiency in the layout and design of development.

Spatial planning has a key role in providing a long-term framework for development and coordinating policies across sectors. It can provide a vision and common direction for policies and programmes and identify priorities for policy, it can help to avoid duplication of effort by different departments and spheres of government and can assist in the coordination of sectoral policies. Spatial planning can also help to promote economic growth and investment while guiding the policies for protecting the environment and promoting more efficient use of resources.

1.3   The case of countries in transition

The need for spatial planning is particularly important in countries in transition. Due to rapid growth in the development of residential areas and industrial areas, the demands upon infrastructure in many UNECE countries in transition have been too great. The rate of urbanization is increasing in UNECE countries in Europe and is expected to continue to increase for the foreseeable future. For example, in 2000, 73 per cent of the population of UNECE countries in Europe were living in urban areas; by 2020, it is forecast that 77 per cent of the population in these countries will be living in urban areas (UNECE, 2005).

In most countries in South-Eastern Europe, approximately half of the housing stock has been built since 1970 but most municipalities in these countries have no physical or spatial plans (Tsenkova, 2005). Where plans do exist in these countries, many of them are out of date or simply have neither anticipated such levels of growth nor identified sufficient land for the amount of development that has

recently taken place. This situation contributes to the reluctance of businesses to locate or invest in these areas. In addition, the illegal development of land, often in areas unsuited for development, is a common by-product of unclear planning legislation. In Skopje, for example, there are 27 illegally constructed neighbourhoods; some 146,000 buildings have been illegally constructed in Belgrade; and more than 45 per cent of the population of Tirana lives in informal settlements on the outskirts of the city. The lack of spatial policies, plans and enforcement also contributes to corrupt practices and ad hoc decision-making in the development approval process.

The following eight points summarized below (Box 2) outline the main reasons spatial planning is widely applicable to most countries, and particularly to UNECE countries in transition.

Box 2: Reasons for spatial planning

1. To provide vision and consistent direction, as well as a strategic assessment not only of what is desirable, but what is possible in various contexts.
2. To protect the rights of people. Once people gain access to land, in effect they obtain certain rights and obligations. It is necessary to manage change in such a way that those rights and obligations are respected.
3. To protect natural systems. Natural systems have their own operational requirements which must be respected if long-term sustainable human development is to be achieved and if large-scale environment degradation is to be avoided or at least minimized;
4. To make efficient use of resources. Resources, such as land, water, energy, finance, building materials, skills, etc. are in short supply. Those that are available must, in all contexts, be used wisely to ensure that maximum benefit is obtained from them.
5. To achieve a higher quality of service delivery by all spheres of government.
6. To coordinate actions and investments to ensure maximum positive impact from the investment of resources, it is necessary to coordinate actions and investments in time and space. This coordination is of two kinds: the coordination of different forms of public authority actions and investments, and a greater coordination between public and private actions;
7. To set priorities. To enable significant inroads to be made into meeting the developmental needs of the country in a fair way, it is necessary to provide a rational basis for prioritization, and to manage and direct resources to where they are needed most.
8. To avoid duplication of effort by different departments and spheres of government.

Source: South African National Development and Planning Commission, 1999

Employment conditions have also changed dramatically in many UNECE countries in transition in recent decades. While agriculture and the manufacturing industry remain important sectors of the economy in most of these countries, the share of employment in these sectors has decreased in many cases. The share of employment in the service sector, on the other hand, has increased rapidly. In many countries in Central and Eastern Europe, the share of employment in the service sector is now around 60 per cent, which is approaching the same situation as in western economies (UNECE, 2005). These shifts in employment have led to some profound changes in the territorial development of countries, patterns of employment and commuting and in the structure and performance of national economies.

The UNECE region continues to face significant local, transboundary and international environmental problems (UNECE, 2003). These include emissions of greenhouse gases, air and water pollution, loss of biodiversity, increased waste generation, technological hazards and risks to human health caused by harmful chemicals. Despite progress in some of these areas, such as the reduction in emissions of some air pollutants and the decoupling of economic growth and energy consumption, more effective measures are needed to protect the environment and human health. Environmental conditions within human settlements have become a central concern due to strong links between economic growth, poverty and the environment. Transition countries are facing the consequences of air, soil and water pollution due to the use of outdated industrial technologies and the lack of consistent environmental policies. In the Eastern Europe, Caucasus and Central Asia (EECCA), the existence of contaminated

sites continues to be a threat to the environment (UNECE, 2003). Spatial planning provides a means of addressing these problems.

Since the abandonment of centrally planned systems of economic and territorial development in most UNECE countries in transition, spatial planning has become a neglected issue (UNECE, 2000). In recent years, many of these countries have made progress in developing new urban and spatial planning legislation and institutional structures, although the legal frameworks and institutional conditions are still incomplete. Appropriate, contemporary systems of spatial planning are needed in the majority of these countries, as the non-coordination of policy can result in substantial unnecessary costs (see, for example, Robert et al, 2001).

1.4   The political context for spatial planning

The importance of spatial planning in the process of urban development has been recognised in policy documents for several decades. As long ago as 1976, the Vancouver Declaration on Human Settlements, adopted at the United Nations Conference on Human Settlements (also known as the Habitat I Conference), identified the central role of spatial planning for future urban development, stating that:

"…*It is the responsibility of Governments to prepare spatial strategy plans and adopt human settlement policies to guide the socio-economic development efforts. Such policies must be an essential component of an overall development strategy, linking and harmonizing them with policies on industrialization, agriculture, social welfare, and environmental and cultural preservation so that each supports the other in a progressive improvement in well-being of all mankind. A human settlement policy must seek harmonious integration or coordination of a wide variety of components, including, for example, population growth and distribution, employment, shelter, land use, infrastructure and services. Governments must create mechanisms and institutions to develop and implement such a policy.*"

The European Regional/Spatial Planning Charter (the "Torremolinos Charter"), was adopted in 1983 by the European Conference of Ministers responsible for Regional Planning (CEMAT). It defined the scope of spatial planning and identified its key objectives and activities. The main activities according to the charter include coordination between different policy sectors, coordination and cooperation between the various levels of decision-making, and the promotion of public participation.

The Agenda 21 action plan, adopted by more than 178 Governments at the United Nations Conference on Environment and Development (UNCED) in 1992, devotes a whole chapter to the planning and management of land resources (chapter 10). The text recognizes that expanding human requirements and economic activities are placing ever-increasing pressures on land resources, creating competition and conflicts that result in suboptimal use of both land and land resources. The action plan asserts that a more effective and efficient use of land and natural resources is required if future human requirements are to be met in a sustainable manner. Integrated physical and land-use planning and management are an eminently practical way to achieve this. The Agenda 21 action plan states that:

"*By examining all uses of land in an integrated manner, it makes it possible to minimize conflicts, to make the most efficient trade-offs and to link social and economic development with environmental protection and enhancement, thus helping to achieve the objectives of sustainable development. The essence of the integrated approach finds expression in the coordination of the sectoral planning and management activities concerned with the various aspects of land use and land resources.*"

The European Spatial Development Perspective (ESDP), which was agreed at the Informal Council of Ministers meeting responsible for spatial planning in 1999, recognizes that spatial development

policies can promote sustainable development through a balanced spatial structure. It calls for close cooperation amongst the authorities responsible for sectoral policies, including with those responsible for spatial development at each respective level (horizontal integration), and between actors at the community level and the transnational, regional and local levels (vertical integration). According to the ESDP, cooperation is the key to an integrated spatial development policy and represents added value over sectoral policies acting in isolation.

The CEMAT guiding principles for spatial planning, agreed upon in 2000 and adopted by the Council of Europe in 2002, identify a set of key principles for sustainable planning policy and key recommendations for strengthening spatial planning. This document, which was clearly influenced by the Torremolinos Charter and the ESDP, contains recommendations on issues such as horizontal cooperation, vertical cooperation and public participation in the spatial planning process.

1.5   Spatial planning terminology

While it may be highly desirable to have a consistent and well-defined set of terms for spatial planning, such terms are often very difficult to define, particularly in an international, multidisciplinary and multilingual context. Richard H. Williams, a leading authority on European spatial planning, contended that while various glossaries of planning terminology have been produced, the defining of a universal and agreed upon set of terms is an exercise fraught with difficulties (Williams, 1996: 60). The European Union (EU) Compendium of Spatial Planning Systems and Policies recognizes that even some of the most basic terms can have quite different connotations in different countries and regions (European Commission, 1997: 25). For example, a region can signify an area or territory with a population of 5 million or more inhabitants, (as in the case of the German *Länder* or several regions in the United Kingdom) or an area with a population of less than half a million (as in the case of Denmark, Finland or Ireland). The meaning of many terms is uniquely defined in national laws, which may give the same words very different meanings across different countries. For example, the direct translation of the term *lokalplaner* from Danish to English is local plans. However, the status and content of Danish *lokalplaner* and English local plans are quite different.[1]

Consequently, this document does not contain a long list of spatial planning definitions and terms; it tries to keep the use of technical planning terms to a minimum. A short description of the technical terms relating to spatial planning that are included in this report can be found in the annex to this publication.

1.6   Summary

A number of definitions of spatial planning exist and the scope of spatial planning differs greatly from one country to another. Nevertheless, most spatial planning systems share a number of similarities.

Spatial planning is usually concerned with identifying long- or medium-term objectives and strategies for territories and coordinating sectoral policies such as transport, agriculture and environment. The system of spatial planning can help deliver economic, social as well as environmental benefits. Spatial planning systems are being introduced or considered in a large number of UNECE member States. In

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[1] Danish *lokalplaner* are legally binding documents that set out regulations for the control of land use within a particular neighbourhood, while in England, local plans do not contain binding regulations but provide guidance for decisions on proposals for development and are prepared for the whole of the local planning authority's area. Although these two sorts of plans share some characteristics, especially in the procedures of preparation, the EU Compendium of Spatial Planning Systems and Policies concludes that they are fundamentally different types of instruments (European Commission, 1997: 25).

all countries, however, there is substantial scope for further development and improvement. Spatial planning is particularly important for countries in transition, since it can provide a way of managing and steering development, thereby creating a more stable climate for development and investment.

2. CHALLENGES AND GOALS FOR SPATIAL PLANNING

This chapter provides an overview of some key trends that pose important challenges for spatial planning, focusing on some specific challenges for countries in transition. The chapter then sets out some common requirements for spatial planning systems and overarching goals that should underlie spatial planning methodologies.

2.1 Challenges for spatial planning

Four key challenges for human settlements are outlined in the UNECE Strategy for Sustainable Quality of Life in Human Settlements in the Twenty-first Century (UNECE, 2000). These challenges are globalization, sustainable development, European integration and market economy reforms, and demographic change. All four pose important challenges to spatial planning and the development of new spatial planning systems.

(i) Globalization

In recent years, a number of trends in globalization have profoundly changed the outlook for political, economic and social development. These include:

- The increasingly widespread acceptance of democratic institutions and market-based economic systems;
- The liberalization of trade and international capital flows;
- The growth in the number and influence of transnational corporations;
- Rapid technological innovations, in particular in information and communication technologies.

Such trends can profoundly affect the structure of communities. For example, they can contribute to increasing internationalization of metropolitan regions in terms of capital and labour, changes in the distribution of responsibilities between the public and the private sector, developing stronger roles for major cities within a country, and lessen the polarization of social and economic standards within cities. Globalization, reinforced by European integration, is intensifying competition among cities. Large European cities are attracting labour resources and reorganizing economic and residential activities. Technological change, particularly new information technologies, is favouring these cities as centres of service, education, know-how and capital, as well as serving as gateways to international markets.

(ii) Sustainable development

In the planning, building and management of human settlements, the concept of sustainable development strengthens the need for:

- Appropriate building technologies and ecologically sound designs;
- Low energy consumption and promotion of renewable energy;
- Selective and efficient use of resources, recycling;
- Ecological principles to guide settlements development and land use;
- Public participation in the decision-making process.

Most countries in transition have adopted the concept of sustainable development and its challenges and aim to implement Agenda 21 (see chapter 1). However, so far sustainable development policies are rarely given high priority with respect to urban development programmes and practices. In some countries, there are often conflicts at the municipal level between commercial development and sustainable development, which are exacerbated by incomplete legal frameworks and underdeveloped institutional structures.

(iii) European integration and market economy reforms

A number of UNECE countries have recently joined, or are in the process of joining, the EU. This has strengthened trade relations between these countries and Western Europe and has enhanced the situation of subregions that are geographically close to the west. However, there is still a noticeable economic and social divide between the old and new EU Member States. In general, levels of economic growth have recently been a little higher in new Member States than old ones, though a substantial gap remains. The main reason for higher economic growth rates in new Member States is that the initial starting point was dramatically lower than the economic conditions found in established Member States. Industry, agriculture and the service sector have been undergoing massive restructuring in many countries in transition. The general trend has been to increase service sector employment at the expense of the agricultural and industrial sectors. This has led to changes in the location of employment (e.g. from rural to urban), the types of employment available to local residents, the travel patterns of employees, and the infrastructure needed to accommodate the new centres of employment. These changes have had various effects on migration (see below). Contrary to the general trend of economic growth, employment growth has generally been higher in old Member States than in new Member States in recent years, although there are signs in the last year that this could now be changing. Unemployment in the new Member States remains higher than in the old Member States, with few signs of convergence yet to be shown.

(iv) Demographic change

In 1970, 63 per cent of the population of UNECE countries in Europe lived in urban areas. By 2000, the figure was 72 per cent, and by 2030 it is forecast that 78 per cent of will live in urban areas (United Nations, 2006). Thus, urbanization in UNECE countries in Europe is growing and is set to increase further. In the case of Central and Eastern Europe, 68 per cent of the population lived in urban areas in 2000; by 2030, the proportion of urban residents is forecast to be 74 per cent (United Nations, op. cit.). Another key demographic trend in many UNECE countries in transition is the overall decline in population, which has had profound effects on both urban and rural areas. For urban areas, the total numbers of residents may not be increasing, but more people are living in suburbs and fewer in the inner city. Thus, cities are spreading and facing increasing demands on existing infrastructure such as transport, utilities and waste disposal. For rural areas, local public services are being withdrawn, as there are fewer residents to cover the increased cost of provisions. Across almost all UNECE countries, the number of households is increasing while the average household size is falling. This means that the demand for housing is still increasing in some parts of Europe even though the total population may not be. In addition, the populations in some countries have a higher rate of aged people than others (e.g. Southern Europe), creating additional strains on local finance and service provision.

2.2   Common requirements for spatial planning systems

Many countries in transition in the UNECE region are still in the process of building a new institutional framework for planning. Studies in the region have highlighted several common requirements of the planning system in these countries (UNECE, 2003):

- To achieve a greater mix of land uses and densities in the urban structure that provide a full range of urban functions – housing, employment and services – in a pattern which minimizes the need to travel great distances to work, shop or conduct business. The efficient use of land needs to be compatible with the social well-being and healthy environment objectives.
- To initiate urban regeneration in inner city areas and main streets with high density concentrations of mixed employment, residential and other uses. These areas with adequate investment in modernization and renovation of the existing stock and infrastructure can provide housing closer to services and a wider range of lifestyle opportunities.
- To enhance and support regeneration of housing estates through innovative financing, technological and regulatory initiatives, and demonstration projects. Focusing on elimination of barriers towards investment will facilitate small-scale urban renewal through cooperative efforts and self-help.
- To enhance broad participation, improve community involvement and build support for sustainable planning policies and programmes; to promote community identity through creation of meeting places, public spaces, pedestrian networks, preservation of historic buildings and attractive streetscapes.
- To provide a range of cultural and recreational opportunities that correspond to diverse needs through efficient use of natural areas for passive recreation and cultural purposes; to maintain a system of integrated and interconnected open spaces, parks, river valleys and waterfronts; to protect the natural habitat and resources in these areas.
- To provide water and sewerage infrastructure that accommodates the needs of the local community, while meeting the healthy environment objectives; to undertake considerable improvement of existing infrastructure in order to reduce the amount of untreated urban runoff and waste water discharge; to increase the capacity of the existing infrastructure to accommodate urban growth and intensification.
- To improve and expand the transport system to meet the challenges of readjustment in the urban economy and to sustain the competitiveness of public transport. To maximize efficiency, supplement conventional public transit with specialized services directed at specific market segments; to promote energy efficiency and alternative modes of transport.

2.3   Overarching goals of spatial planning

As well as having clearly defined principles, responsibilities, procedures and instruments, spatial planning should also have overarching goals. The UNECE strategy for sustainable quality of life in human settlements in the twenty-first century identifies five goals for promoting sustainable quality of life (UNECE, 2000). These goals also provide a basis for identifying the overarching goals for spatial planning:

- To promote a system of meaningful and democratic governance that responds to the needs of local communities;
- To improve urban environmental performance;
- To facilitate social cohesion and security;
- To promote market reform in the housing and urban sector;
- To improve land and real estate markets and securing private rights in land.

2.4   Summary

The issues of globalization, sustainable development, European integration, market economy reforms and demographic change continue to have profound implications on patterns of development in all countries in the UNECE region. Spatial planning is one way of addressing these challenges. More specifically, it can be used to achieve more efficient patterns of development, to initiate urban regeneration, to promote participation and community involvement, to provide public infrastructure such as water and sewerage systems, and to improve the transport system. In addition to clearly defined principles, responsibilities, procedures and instruments, spatial planning should also have a set of overarching goals.

3. PRINCIPLES OF SPATIAL PLANNING

This chapter identifies the fundamental principles of spatial planning. Although there is no single ideal model of spatial planning, there are some general, fundamental principles that underpin the detailed framework of the law and policy of spatial planning. Six key principles that define the scope of spatial planning are described in this chapter: the democratic principle, the subsidiarity principle, the participation principle, the integration principle, the proportionality principle and the precautionary principle.

3.1 The democratic principle

The democratic characteristics of spatial planning depend very much on the form of government in which it is embedded. Good government corresponds to good planning. Spatial planning is a centrally important government function, directly affecting the lives of all people. It is therefore particularly important that planning decisions are made with legitimate authority by bodies that are accountable through democratic processes. In most countries, this means that decisions are formally taken by elected politicians at different levels, taking into account recommendations made by relevant experts. Their decisions should be made on a consistent basis through procedures established in law that ensure fairness and respect of human rights. The judiciary provides a check that the law has been followed in decision-making.

3.2 The subsidiarity principle

When appropriate, the decision-making process should be driven by local requirements. However, the principle of subsidiarity acknowledges that it may be necessary for the decision to be made at higher levels because the scale of the issue or objective being pursued cannot properly be addressed at the local level. For example, this would be the case for decisions made regarding major transport infrastructure upgrades.

It may also be possible to argue that there will be net benefits from taking decisions at a higher level. Many planning issues "spill over" from one locality to another, across municipalities, regions and even countries. For example, the development of flood plains in one region may have implications for another region. In these cases, there is an argument for ceding some parts of decision-making to a higher level covering the larger area to avoid incoherent spatial development strategies. A rigid allocation of competences should be avoided. In practice, the interconnectedness of decisions means that competences will inevitably be shared between administrations and/or levels of government.

3.3 The participation principle

Spatial planning decisions have such a wide and direct impact that opportunities to participate in those decisions should extend beyond the normal democratic process. Effective procedures for community involvement will enhance the legitimacy of policy- and decision-making by creating a sense of local ownership and ensuring consideration of citizens' and property owners' rights. The decision-making process should be transparent so that all citizens are made aware of the reasoning behind decisions. Citizens should have access to information about development proposals, plans and policies, as well as to the officers and political committees which make such decisions. They should be able to comment on proposals and if necessary make formal objections on draft plans and appeals against planning decisions. Those making proposals should be able to appeal to a higher authority on negative decisions.

3.4   The integration principle

Working in sectoral and geographical compartments is an efficient and effective way to govern, but this creates significant costs of non-coordination that should be identified and addressed. Contradictions and tensions between sectoral administrations have increased in the context of deregulation and privatization. For example, there have been circumstances where agricultural policies have led to undesired rural depopulation, thereby resulting in increased burdens on neighbouring areas.

Spatial planning plays a critical role in facilitating policy coherence and integration through territorial strategies.[2] Integration between levels of government (jurisdictions) helps to create complementary and mutually reinforcing policies and actions. Integration across policy sectors will mutually reinforce positive benefits. Integration across administrative boundaries creates policy coherence and reduces damaging competition across larger territories (Stead et al, 2004).

3.5   The proportionality principle

An enduring problem in managing spatial development is that of maintaining an appropriate balance between commitment and flexibility in policy. Commitment in the form of robust, unambiguous policies is of great benefit when encouraging development since it can contribute to creating certainty and reducing risk for investors. It is also important for safeguarding finite resources such as high quality agricultural land. On the other hand, spatial planning policy must also be flexible enough to adapt to economic, social and technological trends as well as to stimulate innovation. The proportionality principle helps facilitate judgements about where prescription should stop and more discretion should be given to citizens, developers and local decision makers. The principle is that it is not necessary "to use a hammer to crack a nut, if a nutcracker will do". In other words, the means must be proportionate to the ends. Spatial planning must facilitate initiative and intuition rather than simply adhering to overly prescriptive, and possibly ineffective, measures. Spatial planning should also follow a minimalist approach, making it possible to prioritize the issues that need most urgent attention. This means that in some cases, such as for the protection of vulnerable national environmental assets, the use of rigid and non-negotiable directives is required. In most cases, however, it will lead to an approach that allows for more flexibility in dealing with proposals which may not have been anticipated but can meet the needs of the situation. In this scenario, criteria-based policies become much more important than rigid zoning; planning policies will focus more on desired outcomes; and, the criteria by which they will be judged rather than to try to dictate the solutions.

3.6   The precautionary principle

Where the potential damage caused by any development activity is serious or irreversible, the lack of certainty about impacts should not be used as a reason for inappropriate policy decisions or the failure to take corrective action. An example of this principle is shown by the international commitments that accept that global warming is an authentic threat to the environment. Although scientists cannot yet agree on how serious climate change will be, they do agree that the risks are significant and that it is therefore wise to minimize the likely effects of climate change by making early decisions to limit development in vulnerable areas. In situations where the environmental effects of development cannot

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[2] The European Council of Town Planners (2003) has identified similar objectives for various policy sectors which is a good starting point for consideration of policy integration.

be assessed because of lack of information or uncertainty, the precautionary approach should be implemented in an effort to divert questionable developments elsewhere.

4. ROLES AND RESPONSIBILITIES

This chapter considers the division and sharing of roles and responsibilities for spatial planning between the national, regional and local levels. The intent of this section is not to be prescriptive about the division of responsibilities, but rather to provide general guidance for appropriate methods of decision-making. The chapter identifies a number of spatial planning tools and procedures that are elaborated further in the following chapter.

4.1   The allocation of competences

The key principle is subsidiarity. Wherever possible, competences should rest with the lowest level of government (see chapter 3). However, the allocation of competences will need to take into account the capacity of different levels of government to take achieve the desired outcomes. This is particularly important in the case of countries in transition (although by no means restricted to them) where new or renewed forms of government are being created, and where the capacity of some institutions is still limited.

4.2   The national level

National governments, as well as state governments in some countries, take the lead in creating a proactive and integrative spatial planning system that can encourage investment and facilitate more sustainable development (Alterman, 2001; European Commission, 1997). This occurs primarily by setting the right conditions for the operation of effective spatial planning at the regional and local levels. Through constitutional or other law, national governments determine which competences can be exercised and by which actors in government, by establishing a framework of planning tools and procedures. The rigid allocation of competencies and definition of planning tools, however, can become an obstacle to effective spatial planning and sustainable development.

While there is a need for unambiguous allocation of competences, national governments should also ensure that administrations cooperate and share competences to produce plans that are in conformity with each other across geographical and sectoral boundaries. Governments need to establish consistent minimum standards for planning and decision-making, but should also allow for variation so that regional and local governments respond to their local circumstances and needs.

Governments should ensure that other bodies exercise their powers with respect to the principles of spatial planning (discussed in chapter 3), and particularly that the rights of citizens, land and property owners are respected. All sectoral ministries need to be familiar with the spatial planning system in place so that they can contribute to spatial policy development and participate in its delivery. Governments should provide a procedure whereby they can consider appeals and arbitrate when there are grievances against the actions of other bodies. They should also ensure that judiciary bodies can play an independent role in determining the legality of spatial planning activity where necessary.

The role of national governments in spatial planning includes:

- Promoting a shared strategic vision and establishing priority outcomes for spatial development through unambiguous policy statements, and the positive role that spatial planning plays in achieving those outcomes;
- Developing a legislative framework that enables the creation of spatial planning instruments and policy at different spatial scales through democratic and participatory procedures;

- Utilizing incentives and sanctions to ensure effective cooperation across sectors and administrative boundaries as well as between levels of government;
- Supervising spatial planning at the regional and local levels to ensure adherence to laws and probity in procedures; promoting conformity of policies and actions among jurisdictions;
- Monitoring spatial development trends and the impact of spatial planning, and making use of indicators and targets;
- Taking the lead in providing the necessary evidence base of data and information on the state of the spatial development and the impact of spatial planning;
- Ensuring that other national ministries and departments understand the effects of their policies and actions on spatial development and the need for coordinated policy and action among all departments when delivering priority spatial outcomes;
- Supporting and advising regional and local governments and helping to build capacity at all levels, both in terms of professional expertise and political leadership;
- Providing an appeals procedure whereby citizens and businesses can object to local and regional decisions, through arbitration, mediation and, if necessary, making binding decisions on unresolved local cases;
- Managing and directly regulating issues of national and international significance in collaboration with regions and local authorities, for example in relation to the designation of sites of national significance that should be protected from development;
- Creating "national agencies" to act as liaisons when working in partnership with regional and local governments on matters needing urgent and special attention, such as major reconstruction zones.

4.3 The regional (subnational) level

Regions vary considerably in size, but will usually cover large territories of relatively consistent character such as "travel to work areas", development corridors and river catchments in an effort to address functional spatial development relationships in a consistent manner. The main tasks at the regional level are to interpret and adapt national policies and priorities to regional conditions, to provide a strategic plan which addresses the functional planning relationships and overall development patterns, and to provide guidance and assistance to local authorities in the creation of local planning instruments.

There are likely to be a number of strategies operating at the regional level, dealing with such matters as economic development, environmental resources, sustainable development, rural development, heritage, and culture and tourism. Regional government should use spatial planning as a tool to ensure a measure of coherence and integration among these strategies. This will normally be done through an integrated strategy that provides an analysis of the territorial impacts of all government policy and encourages action promoting the complementarity of measures.

The role of regional government in spatial planning includes:

- Preparing spatial strategies using 15- to 20-year projections for the overall development of the region by collaborating with regional and local stakeholders;
- Designating and protecting areas of critical natural capital such as recreational areas, water resources and mineral resources;
- Planning and delivery of regionally significant infrastructure that crosses local authority boundaries;
- Using appropriate environmental assessment and appraisal methodologies for regionally significant plans and projects;
- Supervising local spatial planning to ensure conformity with national and regional strategies, and to ensure that decision-making procedures are followed;

- Ensuring that local authorities collaborate in their planning so that critical cross-cutting issues are addressed (particularly on the urban-rural fringe) and the sensible planning of functional planning areas such as river catchments is achieved;
- Monitoring and providing information and analysis on regional spatial development trends for national and local governments;
- Assisting in capacity-building at the local level through guidance, training, and interpretation of legislation;
- Providing a means of appeal on contested matters and mediating disputes between local authorities.

4.4   The local level

Most planning decisions can and should be made at the local level. Decisions should be made with reference to policies established at national and regional levels and implemented using detailed plans prepared and adopted at the local level. Local spatial planning instruments will usually be in the form of frameworks and regulatory plans. Small local government units should collaborate on the preparation of plans particularly to ensure sensible coverage of contiguous urban areas and to build sufficient resource and skills. It is also crucial that local government works in partnership with regional government to ensure conformity of local policies and decisions with regional strategies.

The role of local government in spatial planning will thus include:

- Establishing the priorities for action on spatial development for the local area in partnership with local stakeholders and regional bodies;
- Preparing a simple planning framework that identifies the main geographical areas of change, the priority desired outcomes and planning policies, and also explaining the contribution that will be made by different departments and sectors to realizing the desired outcomes;
- Preparing regulatory planning instruments setting out decision rules for the locality (these tasks will often be done in collaboration with other authorities across larger territories);
- Engaging with the community on the preparation of planning policies and proposals and ensuring that local concerns are voiced in regional arenas;
- Taking proactive measures to encourage development that is in accordance with the agreed planning framework, for example in making effective use of land in public ownership;
- Creating project partnerships across the public, private and community sectors to deliver specific proposals;
- Rigorously enforcing strict adherence to planning procedures and dealing promptly with unauthorized developments;
- Monitoring the implementation of policies and proposals, decision-making and spatial development trends affecting the locality.

4.5   Special agencies

In most countries, central or regional governments have created special agencies and given them specific roles to address particular planning issues needing urgent and concentrated attention, such as the development of new settlements or regeneration of old industrial zones. These organizations have proved to be powerful agents of change. They are often given special powers of land acquisition, development regulation and investment funding. This approach has not always been as effective as it might because of the failure to engage local authorities and other stakeholders. The transfer of competences may result in the loss of local political accountability and, therefore, long-term problems regarding implementation in the communities areas where these authorities and stakeholders operate.

Consideration should be given to the value of creating special agencies where local authorities lack the capacity to address significant spatial development problems or opportunities. Such agencies need to be bound by the same national and regional planning policies as other authorities. They should work in partnership with regional and local stakeholders who should be represented on their managing board.

4.6   Summary

Governments should apply the principle of subsidiarity in the allocation of competences and make efforts to build the capacity of lower levels to take on spatial planning tasks. National governments (including states in federal systems) must create the conditions for effective spatial planning at the regional and local levels, including enacting framework legislation that provides an outline of planning tools and procedures. The regional level will take the lead in the preparation of spatial strategies in order to coordinate the impacts of sectoral policies. Local governments should have primary responsibility for managing and regulating development within the policy framework, though this may require that groups of authorities work collaboratively to cover functional areas and build capacity.

5. THE SYSTEM OF SPATIAL PLANNING

This chapter outlines the main instruments and tools at the disposal of spatial planning, including laws, policies, guidance, procedures, incentives and sanctions. The chapter also considers a number of supporting instruments and tools such as economic instruments, evidence and information, and charging systems.

5.1 Planning tools

All countries need a minimum set of planning tools that enable effective and fair management of spatial development on the basis of agreed criteria. In many countries previous approaches to planning are now thought to be excessively detailed and prescriptive, choosing to use a top-down, comprehensive approach that assumes an unrealistic degree of public control over private action. These rigid plans are difficult to prepare and keep up to date. They need intensive inputs and inhibit planning authorities responding appropriately to opportunities as they arise. Planning tools should fit the purpose. The key is to achieve an appropriate balance between commitment and flexibility – knowing which needs must be addressed immediately and which needs could be met over a longer timeline.

The tools must work in a complementary and consistent way to ensure both a proactive and coordinated approach to managing development and fairness, accountability and transparency in the decision-making process. It is particularly important that planning tools (plans) are considered corporate documents owned by all sectors of government and rather than as an external imposition. This means that they need to be prepared in an open and collaborative way.

5.2 The legal framework

Many countries have made fundamental reforms to the body of planning law over the last decade to enable significant changes to the form and operation of their planning systems. For example, Ireland, the Netherlands, Slovenia and the United Kingdom have all recently enacted significant changes to planning law. However, in some countries planning statutes have not kept pace with the reality of spatial development and the pressures on the system. The problem is not usually a lack of legislation but rather that it is no longer relevant. The legal requirements for certain plans and procedures (which are often ambitious) may be out of step with what is actually required, thereby resulting in a loss of credibility for the spatial planning system and the subsequent diminishment of the value of planning activities.

In some cases, reform of planning law has not been a high a priority. For example, where legislation has concentrated on economic transformation or matters relating to EU accession, effective action on spatial development at all levels has been severely hindered because the basic legal building blocks to facilitate effective spatial planning are not in place. These would include provisions to require cooperation among planning authorities and sectoral interests to ensure consistency in decision making; conformity with national and regional plans; formal consultation with communities and stakeholders in planning and decision-making; and environmental appraisal of plans and projects.

Where reform of planning law has taken place it has generally been targeted at shifting the focus of planning from physical land use regulation to the "integrative spatial planning approach". This shift results in:

- More effective coordination of sectoral actions that have a cross-sectoral spatial dimension (e.g. economic development, environment, agriculture, health);
- More flexibility in the planning process, achieved by simplifying plans so that they give firm guidance for decision makers while allowing for inevitable uncertainties;
- Greater responsibility for operating the system for authorities at the regional and local levels, while ensuring conformity and adequate supervision;
- More effective participation by local communities and other stakeholders;
- The ability of planning authorities to recoup a proportion of the financial gain from the allocation of development rights to private developers to pay for externality effects and provide local community benefits;
- The responsible consideration of environmental impacts of development, so that any adverse impacts are mitigated and/or compensated for.

5.3   Decision-making process

The emphasis of this paper is that in an open, democratic and mixed market society, national and regional governments are not in a position of absolute authority. Policies and decisions should devolve wherever possible and be made in a collaborative way with local stakeholders and investors. Nonetheless, there are critical issues that need to be decided in a top-down manner, thus ensuring decisive and unambiguous outcomes. This may be required to address an urgent issue, an issue of international significance or unwanted speculative activity, or to bring an end to local controversy and conflict. Examples might include the need to: protect an area of critical natural capital, take up a major inward investment opportunity, protect heritage assets from speculative activities, or facilitate a decision on a major energy infrastructure development. There will also be occasions when central, top-down decisions are needed in the interests of fairness to all, such as in the case of imposing common development land taxes across an entire country.

National and regional decisions of this kind need to be binding on all levels and with all actors, and to follow a process that ensures accountability. These decisions should respect agreed policy statements wherever possible and be accompanied by clear explanations when they do not. All levels of government should be offered an opportunity to play a part in the decision-making process, e.g. through consultation on major infrastructure projects, or through the opportunity to provide evidence where appeals are being considered. Law and policy need to explain the criteria by which authorities at the national level may intervene in regional and local decisions. Generally, central intervention in decisions normally made at lower levels will be limited to matters of national and international significance or issues of potential national controversy.

5.4   Policy statements

Unambiguous statements of national and regional policy play a critical role in effective integration of actions among levels of government and between sectors. Policy statements should include a clear set of general goals and principles for spatial planning. Most countries now make very firm statements at the national level about overall goals for spatial development as well as the need to achieve a greater degree of sustainable development. Such statements are linked to collectively agreed targets and indicators (as discussed below).

Countries should produce national spatial development plans or perspectives that communicate and elaborate upon national planning policies. The first step to preparing such a framework will be a "national spatial development report" that summarizes findings from monitoring and objective research (see below). However, national policy frameworks require a high degree of capacity in

government, an in-depth understanding of spatial development trends and their implications, and a high degree of political consensus. Such frameworks should not take priority over the development of regional strategies. A national perspective may then be built from the regional level upwards. All countries should also have a national sustainable development framework; most countries have one in place.

Detailed policies on spatial development matters can be helpful for creating a positive climate for investment. These may cover varied subjects such as habitat protection, accessibility criteria for types of development and design standards. Policy statements assist investors by establishing common criteria for plan- and decision-making, thereby encouraging more consistent action. The private sector welcomes clear, unambiguous criteria that can apply in all places to all interests and that indicate that steps have been taken to ensure a "level playing field" for investors. Policy statements are especially potent when produced through a process of consultation and dialogue, because this has a better chance of garnering their widespread support and acceptance. Though consensus may be very difficult to achieve, there is great benefit in employing a "bottom-up" as well as "top-down" approach to policy development. Policy statements should be generally binding on all levels, but allow for some discretion where there is good reason. When decisions contradictory to agreed policy statements are made, these should be accompanied by rational explanations.

The form of expressing national goals and policies for spatial development requires careful consideration. In some cases, policy statements are made through enacting laws. While in theory, this approach has considerable force, in practice it may prove unwieldy and difficult to adapt or update. Law-based statements of policy may be difficult to apply in spatial development contexts where there is uncertainty. It is ideal to promote positive change, investment and sustainable development through a flexible and transparent approach.

There will be a need for a variety of forms of policy statements at national, regional and local levels. While some will have little flexibility, e.g. when related to the protection of critical natural resources, high-quality agricultural land or cultural heritage, others may offer more discretion to decision makers. Where local governments and planning systems are not well established, it is better to have clear and unambiguous statements that allow for less discretion. With the stabilization of local government, it will become possible to take a more interactive approach to spatial planning policy development.

It is important that national spatial development policy statements are seen to apply to all parts of government and all those with a specific role in managing spatial development. Policy statements are not just directives for the spatial planning system. They are an important mechanism for integrating the disparate actions of government departments, the private sector and communities. They should be used as a basis for formulating proposals as well as for deciding on them.

5.5 Spatial Strategies

The purpose of a spatial strategy is to provide an overview of the proposed pattern of spatial development of the territory and to add value by coordinating the territorial impacts of sectoral policies. The critical issue for spatial strategies is how to maximize sustainable development through encouraging and guiding the spatial distribution of development, redevelopment and investment; the coordination of infrastructure, e.g. the transport, water, housing, health and social services that support such development; and also the maintenance of environmental assets. The process of formulating a strategy should take into account the alternative spatial development options which are open to consultation and subject to strategic environmental assessment (see below).

Spatial strategies facilitate vertical policy integration by interpreting national spatial priorities for a given territory while enabling lower-level administrations to cooperate on policy formulation. Spatial strategies provide guidance for the preparation of local policy frameworks and for public and private investment, government bodies, NGOs and the public. They will give a sense of direction and priorities but will leave discretion for decisions to be made at the local level when appropriate.

Spatial strategies are prepared for regions which can be administrative, such as for a regional government, or functional, such as for a travel-to-work metropolitan area. They are often "nested" with subregional strategies fitting within a wider regional strategy. It is inevitable that functional relationships (e.g. home, work, shop, leisure) will cross administrative boundaries both within the region and beyond it. The strategy should not be constrained by historical administrative boundaries that do not relate to the contemporary reality of spatial development requirements for a given region.

The formulation of spatial strategies is usually within the competence of regional government, though there are examples where local governments voluntarily cooperate on the creation of a spatial strategy, such as when developing a spatial strategy for a metropolitan area. The collective participation of stakeholders in government, civic society and business is crucially important. The spatial strategy can be used to encourage other sectors to address the spatial dimension of their activities and understand how their activities relate to decisions in other sectors. Greater weight can be given to spatial strategies and greater influence over sectoral policy, when the strategies are endorsed or approved by national and/or regional government.

Engaging sectoral interests in the strategic plan making process will be a considerable challenge. It may take a number of iterations of a strategy before it can address all relevant sectoral interests. In the short term, it is important to identify and address priorities. National and regional governments will need to support the spatial plan-making process and link elements of sectoral funding to the spatial strategy. Some incentive will come from the binding nature of the strategy on local-level policy frameworks, proposals and regulation (e.g. major growth locations or heritage areas of special protection), but the level of prescription should be proportionate to the task that needs to be achieved.

The spatial strategy should be comprehensive in its ability to consider all important aspects of development: it should be "spatial" in the sense that its primary role and value is in coordinating the territorial impacts of spatial development, and strategic in the sense that it identifies the general location of development at the level of the settlement or subregion, but does not designate detailed boundaries. Thus, the visualization of policies and proposals that are so important when communicating and promoting a strategy will be communicated in diagrammatic form rather than in an overly proscriptive form such as on a map.

5.6   Spatial framework plans

General guidance on planning proposals and the policy criteria upon which regulation decisions will be made should be set out in a spatial framework plan. Such plans are made for the area of local authorities or clusters of authorities, and should address the functional areas of cities, towns or rural areas. For example, they should ensure that a town is considered with its neighbouring rural area in the same plan, or that entire geographic area of a national park is considered in one plan. Such "framework plans" go by different names such as city plans, metropolitan plans, area plans, or river and transport corridor plans.

The purposes of spatial framework plans are to guide and coordinate proposals for development and to provide a general reference for land-use regulation. The framework plan will not automatically convey

rights to develop, but should assist a prospective developer assessing the likelihood of gaining rights to develop land and the constraints and conditions imposed on such development, especially with relation to infrastructure. The framework plan should show stakeholders how their interest will be affected by proposals by locating the projects on a map of the territory and indicating the precise boundaries of areas proposed for development, renewal or protection, where these are known.

The framework plan should be a corporate statement of policy from the planning authorities involved, in partnership with other key delivery agencies. It should coordinate the spatial aspects of their sectoral policies in the areas of economic development, transport, environmental protection, health, education or agriculture. The framework plan should be closely interrelated with public investment programmes, should highlight the spatial dimension of sectoral policy, and should show where policy fits together and where it does not.

This is an ambitious task. While it may be difficult to ensure the collaborative participation of neighbouring local authorities and other agencies in the development of a spatial framework plan, the plan's impact must not be underestimated. This is a critical requirement if effective planning is to be achieved and the costs of non-coordination and fragmented development which arises from competition between local authorities and agencies is to be either minimized or avoided. National governments should play a key role in encouraging sectoral interests and administration to cooperate, so that the plan has a high-priority status for government. The principle is not to impose a particular pattern on other interests, but rather to facilitate their collaboration so that following the plan is mutually beneficial.

Where local government units are small, national or regional governments may have to prescribe the areas for which framework plans are to be prepared – this is especially important for ensuring coordinated development of urban areas that are contiguous with surrounding rural areas. Governments may also need to offer incentives or apply sanctions in order to encourage effective cooperation on planning. Government funding, grants and support for infrastructure should be tied to the creation of joint inter-authority planning frameworks.

The plan must be binding for regulation and development management, but the degree of prescription will be dependent upon local circumstances. If the local government is not well established or lacks capacity, then the framework document may play a primary role in regulating development until such time that more detailed regulation plans are created. In either case, the framework plan must adopt a minimalist approach concentrating on priorities, key challenges and places where change is anticipated. There will be little value in seeking to achieve full integration of public sector policy that is clearly unachievable. Rather, the objective should be to achieve consensus on priority actions. When this is not achievable, it is critical that to ensure all actors are aware of the anticipated consequences of such inaction. The framework plan will be a snapshot of how public policies and private investment fit together at a particular point, but should reflect the dynamics of spatial development, highlighting trends and uncertainties.

In some countries, framework plans are detailed with specific allocations for each parcel of land. This type of approach has been shown generally to be inflexible and difficult to keep up to date. It tends not to reflect the realities of great uncertainty in spatial development and public investment, although detailed and binding specification will be needed where there is some certainty of delivery. Elsewhere, criteria-based policies that set out objectives for particular types or general locations of development have been shown to be a very effective way to manage change at this level. So the framework plan will be a mix of detailed and binding proposals with general policies and proposals. It should also be closely interrelated with other methods of shaping spatial development such as incentives or subsidies.

The framework plan should be formulated through a participatory process which allows stakeholders to express their views on draft proposals, to recommend alternatives and, where necessary, to make formal objections to the preferred option of the planning authority. There should be a system of independent, third-party examination of the framework plan which considers these objections. The plan should demonstrate conformity with national and regional policies, although in most cases, it will be necessary for the framework plan to be approved by a higher authority.

5.7 Land-use regulation or development management

Most decisions on development should be made at the local level based on criteria (decision rules) set out in policy documents (including the framework plan) adopted by the local authority after consultation with higher levels of government. There should be a procedure that requires all those (including all public bodies) intending to undertake development (above certain parameters) to obtain authorization from the local authority. There should also be a requirement for each of those sectoral interests to be consulted about particular decisions. However, the system overall should emphasize that local decisions should be strongly directed by agreements reached among sectoral interests at regional and framework levels. Inevitably, there will be proposals that are not identified in strategies and plans, so the general framework provisions and criteria will apply in this case.

All development management decisions should be accountable to an elected body, at the appropriate level. The decision-making process should strongly exhibit transparency, impartiality and fairness. For example, the planning authority should make documentation widely available and make its meetings open to the public so that decisions made by political representatives on the basis of recommendations made by civil servants or local government professional officers are viewed as transparent. As noted above, where the local political system is not firmly established, it may be appropriate to designate a separate committee for decision-making made up of representatives from the civic, community and business sectors. For reasons of efficiency, many routine decisions are often delegated to officers, but where there is representation by third parties, the decision should be finalized by the main decision-making body.

Planning law will need to identify which types of development will be referred to national and regional government for decision, with reference to subsidiarity. This means that most decisions should be left to the local level. The national government should be able to safeguard its interests and priorities through policy statements and regional and framework plans. Where there is a need for intervention from higher levels, the procedures should allow for consultation with local authorities and other local stakeholders on the decisions made.

Detailed regulations have typically been administered through zoning by-laws (binding regulation plans) throughout most of Europe. Zoning plans effectively allocate development rights at the time they are adopted by the authority. Development proposals under consideration are checked against the zoning plan before permits are issued. This approach requires great capacity in the planning system to produce the zoning plans. They are difficult to keep up to date, especially where the zoning by-law becomes part of the law. They are rigid and inflexible, but there are situations where this is valuable (e.g. to protect environmental assets). Their inflexibility has meant that in many countries these plans fall out of date and are bypassed by informal agreement or unauthorized development outside of the system.

This approach works better when the public sector is the main developer, so the patterns of development can be predicted with some certainty. However, widespread experience indicates that such approaches do not relate well to contemporary spatial development processes. In market-led

situations where development proposals come from a variety of sources and the government is seeking to promote development while ensuring a measure of coordination, zoning plans cannot anticipate all forms of variation. In situations where there is great uncertainty, the zoning method of development management is difficult to operate effectively. New procedures are being implemented in numerous countries that offer some flexibility in interpreting zoning plans and methods of evaluating proposals. This does not necessarily reduce the effectiveness of zoning plans, but changes their nature. Instead of seeking to predict the form of spatial development in advance and incorporate this in plans, decision rules and other criteria (e.g. the effects on accessibility, density and contributions to economic targets), authors of zoning plans have the ability to interpret and sometimes adapt strategies to suit unexpected yet positive propositions for development that will still meet the government's overall objectives.

Other tools that make regulation more simple and effective are widely used, particularly the adoption of national codes covering issues such as energy efficiency requirements and key design criteria for new buildings. These will be needed in most countries but are particularly important where local government lacks capacity to deal with these issues. Codes should be legally binding and can provide an effective mechanism for improving the quality of developments across large territories. Codes are also welcomed by the private sector, which values working towards common standards in different locations. Less prescriptive guidance on development is also widely employed to ensure good coordination between transport and land use through control of accessibility and density requirements as well as for the location of health and education provision.

Investors typically have to negotiate with the numerous regulatory bodies which typically issue land-use, occupation and building permits as well as environmental regulation, fire code standards as well. Investors may also be negotiating financial and other incentives from government. Some countries have combined regulatory bodies that have the advantage of being integrated, but then results in a complicated approval mechanism which is likely to require legislative and other structural changes at the national level. Some sectoral regulators may resist this and see it as a dilution of their powers, so coordination through a "one-stop shop"-type approach is more important than integrating regulatory bodies.

A minimum requirement is that the various regulators work in a complementary and consistent way. Development interests will need a clear, critical path showing what permits and authorizations are required at what stages. There should be coordination among the sectoral regulators so that they are all working towards common objectives. The coordination of regulatory bodies can be facilitated by their involvement in the preparation of the strategic and framework plans as well as by ensuring that incentives such as regional and urban policy funding are closely linked to the provisions of the framework plan.

5.8   Enforcement

The system of development management will only be as effective as its ability to enforce the agreed upon rules. This is a principal sanction of spatial planning. Great strides have been taken in bringing much unauthorised activity under the control of democratic government in the interests of more sustainable development and a better quality of life, since unauthorised development is still widespread in much of Europe. Needless to say, the objective of integrated spatial development will be difficult to achieve with any significant measure of unauthorised development.

Developers may be prepared to "undermine the system", but the medium-term consequences will undermine investment activity because of the additional risk and uncertainty created. Major private

investors will support effective enforcement activity if the rules are consistently applied on the basis of transparent policies and procedures.

The first task in relation to enforcement is to ensure that strategies, plans and regulations are not too proscriptive, that they are "joined-up" across sectors, and that they are communicated in a clear, concise manner to citizens and investors. Second, firm action must be taken on unauthorized development. For example, this may require the demolition of buildings erected without appropriate approval. This type of action will likely involve national and regional governments and must include effective safeguarding measures to ensure that any action taken is both legitimate and proportionate. Third, government must ensure that large unauthorized developments are evaluated thoroughly by the constraints of the spatial planning system. In some countries this is called "re-urbanization". It is a task of retrospectively reviewing development in an effort to integrate sectoral interests in a coordinated process of upgrading and service provision, so that these areas meet a higher standard of sustainable development. It must be made clear that although this process is a valuable tool, it does not necessarily ensure that such developments will meet such standards.

5.9   Environmental assessment

Environmental assessment is a systematic approach to measuring the environmental impacts of development projects. Strategic Environmental Assessment, the environmental appraisal of development plans and programmes measures the sustainability of development projects. In some countries, environmental assessments link economic and social implications of projects or plans with the physical effects that the development project is likely to have on the environment.

In any of these forms, environmental assessment is an important tool for policy integration. It can help verify if plans and programmes are in conformity with each other, and particularly with national sustainable development objectives. Environmental assessment and strategic environmental assessment are now common practice for development projects, plans and programmes in several UNECE countries. Much guidance has been published on how to conduct these processes in ways that ensure that they are an integral part of the decision-making process and not an afterthought to meet requirements. Some countries have adopted environmental compensation techniques that encourage development to proceed in a more sustainable way. It ensures that all significant development meets the environmental costs it imposes, by requiring compensating environmental investment so that the net overall effect is neutral, if not positive.

The environmental assessment process for projects requires significant expertise, resources and data. However, the general principle of evaluating environmental impacts could be adopted in simpler forms using professional judgement. Where there is uncertainty about impacts or where there are questions that require more detailed assessment, the precautionary approach should be adopted. That is, development with potentially significant adverse environmental consequences that cannot be compensated should be avoided or diverted. Some countries have successfully taken up the general appraisal approach and apply it to smaller more routine developments through simple checklists. Developers can contribute significantly to the environmental assessment process by providing expertise, information or resources for the evaluation.

5.10   Economic instruments

The purpose of spatial planning is to contribute to the delivery of the outcomes required by society – more robust local economies, more sustainable development and a better quality of life. Planning can help accomplish these goals by creating and focusing investment interest, improving and safeguarding

land and property values, reducing risks for investment by providing certainty, by addressing the externality effects of existing and new development. A primary method of implementation is the regulation function – where it contributes to the delivery of strategies and planning frameworks. To maximize the effect of implementation tasks, spatial planning systems must also embrace proactive mechanisms that help ensure patterns of development contributing to these goals. The planning tools should complement other economic tools that help to deliver development.

Coordination among sectors is particularly important. Economic development and environmental agencies in particular will need to work collaboratively on spatial planning strategies. Experience suggests that there may be little awareness of spatial planning in the economic development sector, which is primarily interested in sectoral issues such as the creation of numbers and types of jobs or training places as well as maximizing efficiency of delivery of goods and services. However, an effective spatial planning approach can add value to their investments by focusing and combining activities and coordinating the territorial dimension of development, including the effective use of public land assets. The spatial planning system should be directed to identify and address implementation barriers, especially where this is related to coordinating the activities of different sectoral stakeholders in providing infrastructure. Powers of compulsory acquisition of land and property should be closely linked to adopted spatial strategies and plans.

Spatial planning can also affect monetary values in land and property by encouraging investment, thus increasing the certainty investors seek. New development can be used to provide wider community and business benefits by recouping and combing a proportion of development value from different schemes. This can also help to ensure that new development mitigates or compensates for its indirect effects on other businesses and the local economy, by administering impact and development compensation fees.

5.11 Evidence and monitoring

The provision of information is a critical tool for managing spatial development, but there is a danger in delaying important policymaking and concentrating resources on collection of data (the survey before plan approach). An iterative process is required, which may entail using interim plans and policies while the evidence base is being developed.

Where possible, data should be held in a common database underpinning a simple geographical information system. The database should facilitate the recording and mapping of changes in land and property use, demographic change, social and economic activities, environmental quality and built fabric as well as environmental risk. It is of critical importance to understand how places are changing and what the causes (or drivers) of these changes are. The approach should first be problem-oriented, so that significant issues and processes are identified as points for intervention and levers for change.

The spatial planning process should be able to integrate and make use of data created by other organizations, both public and private. One approach to this has been the creation of regional spatial data observatories working on behalf of a number of sectoral stakeholders that link and aggregate data at all scales in order to provide regional and local level analysis. A major part of this work is developing an understanding the spatial organization and operation of markets, especially the housing and employment markets as well as transport and accessibility trends.

Targets and indicators are essential components in the planning process and are now widely used to assist in policy formulation, appraisal, and review. As noted above, in relation to national level monitoring, indicators can cover the outcomes of planning (where they are often surrogate measures),

the context of spatial development (such as travel behaviour), or the procedures of managing development (ensuring that decisions are made efficiently and fairly). These indicators will assist in benchmarking, a process that involves learning from others by sharing information and adopting best practices to monitoring and improving the performance of the organization. Benchmarking has been adopted widely by many countries and involves the selection and definition of benchmarks and making comparisons of performance both across time and between organizations.

The national government's role in monitoring of spatial development and planning consists of three main activities:

- The examination of the outcomes from the system against targets and indicators based on national priorities;
- The monitoring of national and international conditions that set the conditions for spatial development;
- The monitoring of procedures to ensure efficient and fair decision-making.

It may be the case that all monitoring can be reported in one "national spatial development report". The monitoring of spatial development outcomes and conditions is likely to be concentrated at the local level. National government has a role in setting national targets and indicators (which can be supplemented with regional and local level indicators), and in collecting together information in order to provide a national evidence base and regional comparisons. Examples of the use of monitoring studies are for the assessment of the conversion of greenfield land to urban uses or for the relative accessibility of urban services. This information should be an important input to national sectoral planning processes.

5.12 Paying for spatial planning

When well established in government, spatial planning is an activity that can effectively pay for itself. The value of responsible investment in infrastructure and development far outweighs the costs of the planning system. Effective spatial planning integrates the decisions and activities of many actors that are anticipated to add value to the development process. It will help to create value in land and property and further protect that value and help to ensure good returns for investors. Coordination of investment through a territory-based strategy can direct public investment so as to avoid wasteful expenditure. Spatial planning should help to reduce environmental costs and other externalities such as traffic congestion. In some countries, spatial planning is seen as an important contributor to the health and well-being of citizens, thus reducing costs in other sectors. Above all, in the long term, effective spatial planning will reduce the costs of uncoordinated, environmentally damaging and fragmented development patterns, by adding value through the synergy of investment.

An effective spatial planning system can help provide necessary infrastructure through impact fees and agreements made with developers. It may also help to provide additional community facilities and other services through recouping part of the development value of land and property. More directly, the costs of the administration of spatial planning can be offset by charging fees to those who seek approval for development. Many countries already have such fee systems in place.

The information collected in the spatial planning process will be of value to the development industry. Some information will be made freely available through plan-making and regulation process, but it is commonplace for planning authorities to charge for the provision of special information. For example, this might include more detailed assessments of the economic performance of land and property. In some cases, planning authorities charge for the provision of their planning documents, though this is

usually only to cover administrative costs. Relevant summary information should always be readily available to the community.

5.13 Supervision and probity

Although most spatial planning should take place at the regional and local levels, the national (and in some places, regional) government will supervise its operation. This will include the approval of spatial strategies and other instruments at the regional level to ensure that they are in conformity with national priorities and that the correct consultation procedures have been followed for their preparation. It should not be the task of central government to write policies for the regions. This should be done either by regional government or by consortia of local authorities. The regional government (where it exists) should take primary responsibility for the approval of local authority planning instruments. In both cases, most countries make widespread use of formal hearings where the various stakeholders are able to come together for a critical public examination of the content of the strategy.

Experience across Europe suggests that extensive procedures for the approval of strategies and plans can cause delay in investment and clog up the system. Political differences are the norm rather than the exception and efficient procedures are needed to ensure that these differences can be addressed in a transparent and fair way. Unnecessary delays can be avoided if the various levels of government and stakeholders are fully involved in the formulation of draft documents from the outset, with clear direction from higher level authorities early in the process when problems might be more frequent.

The adoption of local authority planning instruments should not require higher-level instruments to be in place. The system needs to be organized but not hierarchical, since effective spatial planning is both a top-down and bottom-up process (see the subsidiarity principle discussed in section 3.2). It is especially important that plans be put in place quickly for areas experiencing rapid change, for example on the urban fringe. This is a good reason to take the "minimalist approach" so that strategies dealing only with the most important and urgent issues are implemented, to facilitate the creation of more detailed plans as they are needed.

Spatial planning has fundamental implications for the values of land and property and thus the interests that control it, whether in the public or private sector. In concert with market forces, spatial planning can concentrate monetary values in very dramatic ways. It is not surprising that planning decisions are subject to corrupt practices even in the most mature of systems. There is a need for careful surveillance of decision-making procedures to ensure probity. This can be coupled with checks on the efficiency of decision-making. Procedures should ensure that those with an interest in the outcomes of the process (whether officers or politicians) do not take part in the decision-making. National governments can encourage probity by ensuring that codes of good practice are in place (though these may be created by the planning authorities themselves) by thoroughly investigating any alleged breaches of good practice and by taking strong action where corruption is found. By involving the formalized legal system, the vast majority of violations can be avoided.

Finally, independent review of the operation of the spatial planning system is encouraged. While governments should play a major role in supervision, there is value in creating an independent body that includes representatives from all quarters – public, private and voluntary – as well as international observers to review the operation of the system and make recommendations for reform and priority actions.

5.14 Summary

The tools of law, policy and procedure that make up the spatial planning system have been reviewed in numerous countries in recent years. The resulting effects have mostly been to increase the importance of strategy, to ensure more effective collaboration among sectoral interests and to allow for more flexibility in development regulation. Enacting law that establishes a simple set of priority spatial planning instruments and transparent procedures for their creation should be a priority. Spatial strategies are needed to coordinate the activities of sectors and administrations over relatively large but coherent territories. They may be supplemented with directives dealing with the most urgent matters. Policy statements are valuable at all levels to ensure consistent and efficient decision-making and to provide a rich source of information and reassurance on procedure for investors. These will include framework plans that set out a minimum of policy statements and specific designations to guide development, redevelopment and the coordination of infrastructure. These mechanisms should be backed up with a system for the environmental appraisal of plans and projects as well as for the firm and consistent enforcement of decisions.

6. ENGAGING STAKEHOLDERS AND PROTECTING RIGHTS

This chapter considers various processes for engaging stakeholders in the spatial planning process. It also briefly outlines how spatial planning can protect and strengthen the public's rights.

6.1 Engaging stakeholders

Successful delivery of development and regeneration strategies depends on building support and ownership for spatial strategies and plans among all stakeholders. Engaging stakeholders provides an exchange of knowledge and information that improves the process of spatial planning and makes it more responsive. It can also help foster understanding between stakeholders and increase support for policies. All mature spatial planning systems incorporate procedures to ensure that stakeholders can be involved throughout the process and that there is consistency in the general approach by allowing opportunities for:

- Participation – where the decision-making authority is open about the way forward and may wish to collect views on options;
- Consultation – where the decision-making body has a preferred option or even draft proposals which it can present to others for review and refinement;
- Representation – where those affected by proposals are permitted to make a formal objection to the authority;
- Appeal – where those in opposition to the decision have the ability to appeal to a higher administrative authority and/or the courts on specific grounds.

There are many techniques are available to involve and engage stakeholders (see, for example, UK Office of the Deputy Prime Minister, 2003). Most techniques are open to adaptation and variation. All techniques have their own strengths and weaknesses, so their success depends on the way in which they are used. The choice of technique should be determined by clarifying what the main reason or anticipated goal of the meeting as well as the number of stakeholders involved. Regardless of which technique is used, it is likely to place new demands on the education, training and support of spatial planners.

Identifying and engaging the whole range of stakeholders is crucial. Stakeholders can include those directly involved in the decision making process, such as local authorities (politicians and civil servants) and other tiers of government, the development industry and investors, as well as others who can productively contribute to the decision-making process such as community representatives and NGOs. Further stakeholders may be more difficult to identify, but the effort to do so and invite them to participate, as a means of being socially inclusive, is often a necessary measure to redress the balance of public involvement and to hear the views of people and groups that have been traditionally underrepresented.

Participation

In the early stages of preparing and reviewing spatial strategies and plans before the planning authority is committed to a particular solution, it may be advantageous to engage a wide range of stakeholders in discussing the issues and formulating proposals. As part of the survey or information gathering process, the distribution of "issues" papers or monitoring reports on previous plans is a valuable tool for stimulating interest. Early participation will help to generate more creative solutions

that are likely to meet a wider range of objectives. This may include proactive research in order to measure public opinion on issues and priorities. This has the dual benefit of being able to specifically include those groups who are not normally represented.

Participatory exercises work best at the local community level where stakeholders are clear about the constraints and areas open for making decisions that are left open – perhaps the location of new housing areas. It can also be useful at the more strategic levels, though this will involve including representative organizations. Participation early in the planning process can be much enhanced where there are existing partnership arrangements bringing together different stakeholders in forums, whether at the strategic or local levels. Such forums can act as a "project facilitator" to generate policies, proposals and projects or to coordinate roundtable discussions.

There are a wide variety of techniques available to stimulate community participation. Their success is dependent on a number of different factors (Box 3). All techniques are open to adaptation and variation, but successful implementation depends on the way in which they are used. For example, in design workshops, invited professionals consult with local residents, elected members, planners and other groups usually at a district or local level. The events attempt to analyse problems and opportunities, identify ways forward, design solutions, and develop implementation strategies.

Box 3: Ten Factors for Successful Participation

1. Good timing and clear need
2. Strong stakeholder groups
3. Broad-based involvement
4. Credibility and transparency of process
5. Commitment and/or involvement of high level, visible leaders
6. Support or acquiescence of "established" authorities or powers
7. Overcoming mistrust and scepticism
8. Strong leadership of the process
9. Interim success
10. A shift to a broader concern

Source: UN-HABITAT, 2005.

"Planning for real" takes the form of a public meeting in which a three-dimensional model is used to trigger discussion amongst the participants about local planning matters, using professionals to assist in the development of possible planning policies and practice. Role-playing techniques are used as a way of facilitating participants' ability to express the views and aspirations of the different groups involved in the development process with the view to improving awareness of issues, encouraging an appreciation of different perspectives, and developing communication skills.

Small group workshops on specific topics may also be relevant for strategic planning. Workshops can employ a wide range of techniques for enabling representatives or citizens to discuss, evaluate, learn and plan how to influence the development process and projects. Focus groups are a specific version of small group workshops, bringing together a selected group of people on a regular basis to discuss a planned or programmed set of topics.

Consultation

Consultation is a valuable tool once the public visioning process has been completed. Consultation is used to develop a preferred option for bringing a greater level of detail and for obtaining more focused reviews of the option. The planning authority will have a view about the way forward, but should be open to making revisions in the light of the conclusions by the consultative group.

Consultation should take place once a draft strategy or plan that lays out the policies, proposals and the reasoning that underpins them is in place. The draft should also be accompanied by a report of an environmental appraisal of the preferred option or options that are presented. The document should be unambiguous about the scope for further revision so that the identification of constraints such as binding decisions made by authorities or other jurisdictions is properly considered. The draft and a summary will be made widely available to other relevant planning authorities, NGOs, development and business representatives, and citizens, who will be given a prescribed time to make comments.

Upon delivery of a draft strategic plan, participants can examine the interrelationships between sectoral strategies and plans. It is usual for the law to identify those stakeholders that the planning authority is required to consult, such as economic development and environmental agencies as well as other government departments. Other tiers of government can also examine the conformity of options at this stage. The inputs by these consultants will assist the planning authority in refining the plan, and the authority will do this by looking for mutually beneficial solutions wherever possible. Attention to resolving issues at this stage should pay dividends later on as well as ensure that more of the strategy or plan has the support of all sectoral interests, since they share ownership in the plan and responsibility for its realization.

Fair opposition and testing of the plan

When the planning authority has decided on its preferred plan, usually through resolution by a council of elected representatives, there should then be an opportunity for stakeholders to make formal objections either against or in support of the proposals. The strategy or plan should be widely publicized and there should be a prescribed time for responses. The authority should register formal representations and report back to those voicing their objections.

If an integrated approach has been taken, there should be few objections from other government departments, though there will inevitably be differences of opinion. One common problem is the difficulty of gaining commitment early in the process from major stakeholders and the private sector. Special efforts are required at all levels to ensure that there are proper incentives to ensure effective consultation with these bodies. All government ministries need to be fully engaged in this process.

Where citizens or agencies have made formal objections to plans, many spatial planning systems allow for their examination by an independent authority. The planning authority can facilitate this process, although it should not be directly involved in the selection of the independent authority. Many systems also incorporate a formal hearing at which some of the objections will be heard, although this can require considerable resources and may not be appropriate in many circumstances. Whatever the method, those responsible for examining the objections should prepare a report explaining the examination process and the final recommendations. Citizens have a right to know how their objections have been dealt with.

Given the contentious nature of spatial planning strategies, there is a danger that significant opposition will be voiced, thereby delaying the adoption of the plan. A number of countries have had to make reforms of these safeguards to ensure that the process of resolution is not derailed by objectors who may intentionally cause long delays that result in added costs and missed opportunities. A balance must be struck between safeguarding the rights of citizens on the one hand and efficient and effective operation of the system on the other. Making the results of the examination process binding can help to minimize these potential pitfalls.

The nature of the plan will influence the participants' reactions. If the plans are overly detailed and prescriptive, then there will likely be significant opposition. The strategy or plan must deal with the issues that will secure the coordination of public and private action to achieve outcomes. Further appeals should be limited to procedural matters where the planning authority has not followed the procedures properly.

Appeals against development proposals and third party rights

If decisions are made in accordance with an agreed set of plans and policies on which there has been wide consultation, it can be argued that there is no need for further consultation once development comes forward. On occasion, local development can be decided by administrators who will need only to notify those directly affected about the proposals and to seek their comments, though transparency at all times is essential.

However, many development proposals are not covered by provisions mentioned in plans; more detailed scrutiny of such proposals by professional officers and elected representatives is needed. These developments may constitute departures from or amendments to the plans. This is becoming increasingly the case as spatial plans become less proscriptive and the public sector has a smaller role in delivering development proposals. In such cases, there will be a need for effective consultation with those affected, and opportunities for formal opposition to be made. The decision making body will then consider these formal oppositions alongside the proposals.

Once a decision to grant rights to develop has been made, most countries do not recognize rights to appeal for those affected by the development. A few countries, for example Ireland, have allowed for such appeals to take place in certain circumstances. Public support for this right to be available to those affected by development has been increasing. In contrast, where the rights to develop are not granted, those who submitted the proposal have the right to make a formal objection to receive clarification on(and potentially appeal) the decision.. Such appeals are normally heard by a higher tier of government, which allows all parties to present their perspectives before a binding decision is made. The authority that hears the appeal should be bound by national, regional and local policy in the same way as the original decision-making body.

6.2   Protecting rights

Law and contracts should ensure that the intellectual property rights of plans should rest with the authority that made them (in most places, this is the elected body of representatives). Authorities should be able to charge a modest fee for the sale and reproduction of these reference materials, and should be able to amend them in accordance with procedure.

Like most government documents, most strategies and plans usually carry a provision that they can be freely copied for personal use so long as the source is properly attributed. Special arrangements are often made in relation to mapping data, which may be the property of a national agency or other organization. In these cases, it is usual for rights to be granted for the use of the maps and their reproduction subject to proper attribution.

Intellectual property rights do not belong to the individuals who prepared the strategies and plans (unless otherwise noted in a contract), but to the organization with whom the project originated. If an individual produces information that is considered "scholarly work", however, the explanation of the preparation of the plan may be copyright protected**.**

6.3   Summary

Engaging stakeholders provides a way of exchanging knowledge and information to improve the spatial planning process. It can also help create consensus between stakeholders and increase the general support for policies. All mature spatial planning systems contain procedures to involve stakeholders throughout the process of policymaking. More specifically, these usually provide opportunities for participation, consultation, representation and appeal. There are a variety of techniques available to engage stakeholders, most of which are open to adaptation and variation. Their success very much depends on the way in which they are used. When introducing or changing a spatial planning system, the issue of intellectual property rights may need to be considered.

7. TOWARDS STONGER AND MORE EFFECTIVE SPATIAL PLANNING

This chapter identifies some of the priority areas in developing spatial planning systems. It provides some examples of how these issues are being tackled in certain UNECE countries and concludes by identifying the key issues for strengthening and promoting spatial planning.

7.1 Encouraging debate

A spatial planning system that manages development in an efficient, effective and fair way is a central component of good governance. Citizens' access to opportunities, health, well-being and life chances are fundamentally influenced by patterns of development. This is why development decisions can be so controversial. A number of countries have recently engaged in major public debates about the nature and role of spatial planning, involving all parts and levels of government, NGOs and the academic community (e.g. in Ireland, the Netherlands, Poland, Slovenia and the United Kingdom). Such debates can help to build consensus about the need for, and direction of, change. The

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Box 4: The "Netherlands 2030" exercise

The "Netherlands 2030" document explores the opportunities and threats for spatial development on the basis of six spatial challenges.

1. The demand for space
How does the Dutch government respond to the continuing urbanization? Accept or resist it? The Netherlands will contain in 2030 around 18.5 million inhabitants (there are now 15.6 million), who will demand more space per capita and a better quality of housing than they now have. The demand for rural housing and high quality housing locations in general will grow strongly.

2. Travel
How will the growth in the transport of people and goods be dealt with? Should new forms of public transport be encouraged? Traffic jams are a daily reality on many Dutch motorways, whereby cities become more and more inaccessible. Should there be more roads or can the existing ones better be used? What role can technological innovations or new forms of private and public transport play in all this?

3. Relationship between the environment and the economy
How can a sustainable balance be achieved between the economy and ecology? With the aid of technological innovations or through a new economic order? The service and information sectors will increase in importance, Rotterdam and Amsterdam Schiphol Airport will further expand their "main port" functions. Are both developments possible without damaging the quality of the environment and nature?

4. Life styles and housing needs
How can a division between the privileged and underprivileged be prevented? Should there be investments in human development or in the physical environment? The Netherlands is developing into a multicultural society, with a colourful palette of lifestyles and housing needs. Can all these needs be met?

5. Nature and landscape
Nature conservation and biodiversity are important to Dutch society. Nature conservation organizations have a large number of members. The urban population also seeks opportunities for recreation in the nature and rural areas. Can the objectives of preservation of the species and the recreational needs of the population be adequately met?

6. Relationship between government and the individual
How do the authorities and individuals relate to each other as far as spatial planning and land use are concerned? Should the emphasis be on centralization or decentralization?

Source: Netherlands Council of Housing, Spatial Planning and the Environment, 1998.

'Netherlands 2030' exercise in 1998 presented four scenarios and six challenges for spatial planning in the Netherlands up to 2030 as a way of providing a platform for a national debate on the future of spatial development (Box 4).

7.2   The legal framework

The spatial planning system needs to be built on a clear legal basis, one which provides a framework for solutions to be designed at the local level. The legal framework should clarify:

- The roles and responsibilities of government and other agencies, but allow for the sharing of competences among them in the making of strategies and decisions;
- The broad shape of the required planning instruments at each jurisdictional level;
- The minimum procedures for plan-making and regulating development that ensure consistent methods of accountability and the protection of human and property rights across the whole territory;
- The requirements for collaboration among local authorities and supervision by regional and national authorities on decisions that will have an impact beyond the local authority territory (see example in Box 5);
- The methods by which local authorities can provide incentives and sanctions to help in managing development.

Box 5: Spatial Strategies on the Island of Ireland

According to the 2006 report "Spatial Strategies on the Island of Ireland", greater cooperation between the two Governments of the Republic of Ireland and Northern Ireland is vital to maximize the estimated €100 billion which is to be spent across the island of Ireland on transport, information technology, power and communications over the next 10 years. The study uses several European case examples, illustrating a diverse range of cross-border initiatives, to show that collaboration on spatial development and infrastructure can increase the competitiveness of individual countries while maintaining the integrity of individual jurisdictions. It recognizes that much practical day-to-day cooperation is occurring in areas such as investment in energy and transportation networks and tackling historical infrastructure deficits. However, the study states that more needs to be done urgently to take forward innovative aspects of both spatial strategies within a framework for collaboration. Examples include accelerating the development of key corridors between core cities, towns and intervening rural areas.

Source: Adair et al, 2006.

7.3   Administrative and informal actions

In some countries, plans must become part of the national or regional body of law before they can be enforced. There may also be extensive requirements for approval by higher levels. Careful consideration needs to be given to extending the powers of local authorities to adopt their own plans and regulate development only when in conformity with a strategic framework on the development issues that cross local authority boundaries. This should be within a framework of principles and regulations set at a higher level and under the general supervision of regional or national government. Partnership arrangements will also need to be considered (see example in Box 6).

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Box 6: Regional partnership arrangements in Scotland

Statutory partnerships. Statutory partnerships have been established for some issues at a regional level to comply with legislative requirements for authorities and their partners to come together to plan for the provision of services or facilities across geographical boundaries. Joint boards for police and fire authorities, joint-structure plans and the Strathclyde Passenger Transport Authority are examples of where this happens at a functional level. The legislative backing for statutory partnerships generally ensures that partners are committed to implementing and resourcing the plans and proposals that are produced. However, such partnerships often face considerable difficulties balancing the different needs, hopes and ambitions of their constituent authorities/areas.

Non-statutory or Voluntary partnerships. In other instances, local authorities and other agencies have come together voluntarily to form partnerships to plan and provide for services or infrastructure across their city-region. Executive agencies have also encouraged partnerships and Communities Scotland has a strong reputation for promoting and supporting partnerships at different geographic scales: within communities, at the city level and across housing market areas. Voluntary transport partnerships are one example where authorities voluntarily come together to plan strategically and to try to resolve discrepancies between their unitary plans and/or tackle areas of dispute. Informal partnerships can help to foster mutual understanding of the needs and ambitions of their constituent communities, and to promote cooperation on the development or financing of infrastructure and services.

"Informal" networking arrangements. Various partnerships exist that might best be described as informal networks, designed to encourage collaboration between the different authorities/agencies in the region on particular functions, and/or to facilitate the cross-fertilization of ideas about solutions to particular problems. Examples include the occasional informal conferences of local authority leaders in the city-regions and informal liaison between neighbouring community planning partnerships. Most act merely as a forum for information exchange and do not adopt a formal "planning" role. They help to foster understanding and encourage collaboration between partners but often lack the "legitimacy" or the formal delivery mechanisms to ensure the implementation of agreed strategies and plans.

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Source: Scottish Executive, 2002.

7.4   Political and professional development

Spatial planning requires effective working relationships between political and professional spheres. The politician's role is to drive the policy making process and the professional role to provide sound impartial advice on alternatives and the implications of policies. Training and education in spatial development and planning is critical in both spheres. In Slovakia, for example, the EU Phare programme has supported training in development partnerships. In the Balkan, Black Sea and Eastern Mediterranean countries, several spatial planning initiatives have been supported by the Greek government's bilateral programme of development assistance (Box 7).

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Box 7: Greek Bilateral Programme of Development Assistance and Cooperation

The Greek Ministry of the Environment, Physical Planning and Public Works has supported various projects related to integrated spatial planning policy and capacity building via the its Bilateral Programme of Development Assistance and Cooperation. The Bilateral Programme includes three thematic areas, one of which is spatial planning. Under the thematic area of spatial planning are three subsectors: (a) strategic spatial planning and priorities of spatial development; (b) institutions and administration – management of spatial planning development and organization; and (c) establishment of mechanisms and agencies collecting information and data. The Programme has funded projects in countries from SEE and EECCA.

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Source: Hellenic Ministry for the Environment, Physical Planning and Public Works, 2004.

7.5   Guidance and guidelines for spatial planning

Important resources for professional development include examples of good practice or demonstration projects. Regional and national governments and NGOs have an important role in giving support to, and disseminating the findings from, demonstration projects. National governments, the EU, the Council of Europe, UNECE and NGOs have all provided extensive resources on particular issues (for example, sustainable urban management and coastal zone management.)

There is also a need to develop and provide guidance that is tuned to national and regional circumstances. Country-specific national guidance on spatial planning has been prepared in countries such as Slovenia and Switzerland, for example. In Finland, national guidelines for land use identify the key role of spatial planning (Box 8).

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Box 8: National guidelines for land use in Finland

The Government of Finland adopted national guidelines for land use for the first time in 2000. The guidelines were prepared in an interactive process with the Parliament, several ministries, the regional councils and the regional environmental centres (regional units of the state environmental administration). The guidelines promote the implementation of international conventions and agreements on the protection of the cultural environment, biological diversity, climate change and regional development in a European perspective.

The prerequisites for achieving the guidelines are promoted through spatial planning and the initiatives adopted by state authorities, which are required to promote opportunities to achieve the guidelines as part of their activities. Planning by the regional and municipal councils converts the guidelines into specific activities by considering the distinctive characteristics of each individual district and ensuring that they are coordinated with the regional and local objectives. Regional planning includes a regional land-use plan and a regional development programme. The regional council is responsible for preparing both of these.

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Source: Danish Ministry of Environment and Energy, 2001.

7.6 Summary

Spatial planning can help to deliver economic, social and environmental benefits. Correctly administered, it is an important tool for promoting investment, development, environmental improvements and quality of life. The most important factors for bringing about a stronger and more effective system of spatial planning include:

- Involvement of stakeholders early in the process and continued communication and dialogue;
- Agreement on spatial development principles, objectives and strategies (which do not require detailed, inflexible zoning approaches);
- Development of a spatial planning evidence base to provide a solid foundation for policies and decisions;
- Fair and consistent procedures that ensure that those affected have access to the decision-making process;
- A simple framework plan that provides certainty and offers opportunities for flexibility in areas that are subject to major change;
- A flexible process to address unanticipated consequences and design more sustainable solutions, taking into account local conditions;
- Application of appraisal and feasibility techniques to assess the potential impacts of policy options;
- Integrated urban and rural strategies to ensure that sectoral interests work in concert;
- Leadership, strategy and the coordination of resources – the key foundations of implementation.

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ANNEX: KEY SPATIAL PLANNING TERMS[3]

Brownfield land or site	Previously developed land which is or was occupied by a permanent structure (excluding agricultural or forestry buildings) and associated fixed-surface infrastructure.
Catchment area/ River catchment	(1) An area from which surface runoff is carried away by a single drainage system. (2) The area of land bounded by watersheds draining into a river, basin or reservoir.
Development	Converting the form of land and property or its use. This is defined specifically for each system and may be further elaborated through planning instruments. It usually includes new buildings; alterations to existing buildings; engineering operations such as minerals excavation; demolition of buildings; and certain changes in the use of property.
Development plan	A document setting out the local planning authority's policies and proposals for the development and use of land and buildings in the authority's area.
Development rights	The legal right to change or undertake development. Some limited development rights are granted by constitutions.
Environmental assessment/ Environmental impact assessment	A technique used for identifying the environmental effects of development projects. As a result of Directive 85/337/EEC (as amended in 1997), this is now a legislative procedure that is applied to the assessment of the environmental effects of certain public and private projects which are likely to have significant effects on the environment. An environmental impact assessment requires a scoping study to be undertaken in order to focus the assessment. This can be carried out in the field or as a desk study depending on the nature/scale of the project.
Enforcement	The enforcement of planning control. Local planning authorities should ensure that the terms and conditions of planning decisions are carried out and that development carried out without planning permission is brought under control. However, there is no statutory duty on local planning authorities to enforce controls; the degree to which they do varies according to political commitment and the resources they devote to it.

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[3] This glossary has been mainly compiled from the following sources:
- European Commission (1997). *The EU compendium of spatial planning systems and policies.* Office for Official Publications of the European Communities, Luxembourg.
- European Environment Agency (online). *EEA multilingual environmental glossary.* EEA, Copenhagen (http://glossary.eea.europa.eu/EEAGlossary).
- UK Planning Portal (online). *Glossary of planning terms.* UK Planning Portal (managed by the Office of the Deputy Prime Minister), Bristol (http://www.planningportal.gov.uk).

Framework plan/ instrument	An instrument providing a general spatial framework for a town or city. It is implemented through more detailed regulatory instruments, and is sometimes described as a municipal masterplan.
Greenfield site	Land (or a defined site), usually farmland, that has not previously been developed.
Infrastructure	Basic services necessary for development to take place, for example, roads, electricity, sewerage, water, education and health facilities.
Land use	The way land is used or developed.
Land-use planning	The systematic assessment of land and water potential, alternative patterns of land use and other physical, social and economic conditions, for the purpose of selecting and adopting the land-use options which are most beneficial to land users without degrading the resources or the environment, together with the selection of measures most likely to encourage such land uses. Land-use planning may be at international, national, district (project, catchment) or local (village) levels. It includes participation by land users, planners and decision makers, and covers educational, legal, fiscal and financial measures.
Local authority/ Local government	The lowest tier of elected government. There may be more than one tier of local government.
Local plan	A plan that sets out detailed policies and specific proposals for the development and use of land in a district and guides most day-to-day planning decisions.
Natural capital	An extension of the economic notion of capital (manufactured means of production) to environmental "goods and services". It refers to a stock (e.g., a forest) which produces a flow of goods (e.g. new trees) and services (e.g. carbon sequestration, erosion control, habitat).
Planning instrument	The means by which planning policy is expressed and implemented, including local plans, briefs and other map-based documents; itmay also include fiscal or other measures.
Planning permits/ Planning permission	Formal approval sought from a council, often granted with conditions, allowing a proposed development to proceed.
Planning system	The combination of legal, institutional and other arrangements in place in a country or region for undertaking spatial planning. The elements of a system may not be interdependent, but will be interrelated in their impact on spatial development.
Previously developed land	See **Brownfield**.

Region	An area of territory which can be defined for spatial analysis and planning purposes as distinct and coherent, and/or the division of a country into administrative areas.
Regional planning	Planning for a region. This is usually undertaken by regional authorities, but may also be undertaken by national government or by local authorities working jointly. It will generally be strategic planning, but with different degrees of integration between land use and other sectoral planning.
Regional policy	Policy intended to bring forward measures to address social and economic disparities between regions. It will usually entail promoting the economy of relatively poor regions through financial aid, training and other action, and controlling the growth in relatively rich regions.
Spatial development	Changes in the distribution of activities in space and the linkages between them through the conversion of land and property.
Stakeholder	An institution, organization, or group that has some interest in a particular sector or system.
Strategic environmental assessment	A similar technique to environmental impact assessment, but typically applied to policies, plans, programmes and groups of projects. Strategic environmental assessment (SEA) provides the potential opportunity to avoid the preparation and implementation of inappropriate plants, programmes and projects and assists in the identification and evaluation of project alternatives and identification of cumulative effects. SEA comprises two main types: sectoral SEA (applied when many new projects fall within one sector) and regional SEA (applied when broad economic development is planned within one region).
Strategic planning	Preparation of a strategy or framework identifying the broad patterns of growth but not detailed land allocations or zoning. Strategic planning is generally long-term and comprehensive, bringing together social, economic and spatial considerations.
Sustainability appraisal	An appraisal of the social, economic and environmental effects of a plan or programme.
Unauthorized Development	Development that has or is taking place without the benefit of planning permission. It may risk being the subject of enforcement action.
Urban area	A geographic area with a high density of people over a limited area. Homes and other types of buildings tend to be close together.
Urban fringe	The transitional area between urban areas and the countryside. It can provide a valuable resource for the provision of sport and recreation, particularly in situations where there is an absence of land within urban areas to meet such provisions.

Urban regeneration	Making an urban area develop or grow strong again through means such as job creation and environmental renewal.
Zoning	The control of land use by only allowing land development in fixed areas or zones.