

Chapter 2. Integrating land use planning into planning systems

Concepts for more integrated, interactive approaches to land use planning that involves all stakeholders (not just planners in a top-down process) and that would produce viable land-use options and alleviating land degradation.

2.1. Planning Systems, Land Use Planning and Individual Objectives

Plans for using land resources are made everywhere. Farmers and livestock owners decide which products they want to have in what areas whether to increase or reduce the size of their herds and whether to fence off pastureland or to keep meadows for growing fodder only. Large companies dealing with wood and energy as well as authorities concerned with road building or conservation of the nature also decide which areas they wish to use for their purpose. In addition, there are countless other individual plans by various people, groups and organizations at different levels regarding land use in rural areas. Competing interests in the use of land resources lead to social conflicts. Often, the interests of farmers and tenants are at a disadvantage in comparison to the interests of large companies or authorities. In addition, public interests such as the protection of land resources are given too little attention in favor of the short-term interests of individuals in making profit. State authorities, and in many cases, projects of the development co-operation intervene with the aim of overcoming these problems.

Such instances of intervention occur according to the instructions from the authority, mostly within a clearly defined framework and restricted to a specific planning level and plan content. As a result, only partial solutions are achieved. However, if different planning tasks (land use planning, traffic planning, regional planning) and planning levels (village, district, regional, national) are integrated into an overall planning system, it is more likely that the sustainability of agreements reached within a restricted framework (e.g. in village land use planning) can be guaranteed. The following are **elements** of a planning system:

1. Different types of planning:

In principle, a differentiation is made between sectoral and technical planning (e.g. transportation planning or the planning of water resources) and planning which overlaps sectors or is partially integrative. The nature of the planning process differs depending on its specific task.

2. Overall Goals of Planning:

These cover the central idea of planning, such as participation, conservation of land resources or balancing of regional disparities. In a democratic system, the overall goals of planning correspond to the fundamental principles and values in a society.

3. Definition of responsibilities:

Planning assignments are mandated to certain administrative levels (national, regional, district, community) and authorities (sectoral and territorial, Department of Agriculture and community).

4. Regulating the relationship between the various types of Planning:

The nature of relationships between the various types of planning is stipulated. This results in a vertical linkages being made between the planning levels and a horizontal linkages between the various technical and partially integrative processes.

5. Rules:

The set of rules for the participation of those people affected by planning and their representation at higher levels of planning are manifested. Mechanisms for settling conflicts of interests are agreed on.

Nowadays there are planning system approaches in most countries of the world. In an ideal situation, all planning processes in a region or country are harmonized with each other and complement each other mutually. Competencies and responsibilities are clearly defined and the interests of all groups of the population are taken into consideration equally when negotiation takes place on the plans. Due to their activities in the field of planning, projects intervene to a certain extent in existing planning systems. Friction and conflicts can therefore not be avoided in most instances.

Developing an enhanced planning system should be a gradual transition process. Thus planning practices which are based on co-operation and participation should be carefully introduced and integrated as well be linked to the existing planning systems.

2.2. Planning Systems in the Social and Political Context

Planning systems are an expression of social and political conditions in respect of space and time. They are expressed by means of legal regulations (planning laws), social conventions and

rules. In addition to codified agreements (laws, administrative regulations), there are others which have been agreed verbally in form of traditional rules of conduct. Those are significant at local level.

In relation with the legal norms of a planning system, a special terminology is used which may have different meanings. This also applies to the term "land use planning", which is used in some countries to cover planning for urban regions too. This is in contrast to the concept presented here. Planning systems differ from country to country. A rough differentiation is made between three types: central, decentralized and heterogeneous planning systems.

1) Centralized planning systems

Centralized planning systems are characterized by clear and top-down oriented directive structures. In this process, the task of the lower administrative levels is to implement the directives of the central authorities. All decisions are made at the highest level, which at the same time also approves the decisions at all levels. Problems arise as a result of a lack of flexibility in adapting to the local peculiarities.

2) Decentralized planning Systems

In decentralized systems certain powers and at least partial budget autonomy are transferred to lower administrative levels, with the aim of creating participatory decision-making structures. In this process, attempts are often made to take regional and local peculiarities into account using appropriate special regulations, and then integrate them into the overall planning system.

3) Heterogeneous planning Systems

At higher administrative levels (national and regional) heterogeneous systems are characterized by modern planning mechanisms, following the example of former colonial powers and other industrialized nations. Different regulating mechanisms may work at the lower level. Important city regions are often the exception. Deficits arise in the exchange between the planning levels since central planning concepts are too inflexible for local structures. Local regulating mechanisms do not usually include the provision for processes for which there are no models in the traditional society. Examples can be found in the implementation of large-scale projects in

road-building and large-scale migration movements. Systems like this are typical of many African nations.

Difference between centralization and decentralization

The main points of **difference between centralization and decentralization** are given below:

- ❖ Centralization, within an organization refers to the concentration of authority of decision-making in the hands of apex management only whereas in a decentralized system the power of decision-making is delegated to middle and/or lower tier management as well.
- ❖ The burden of responsibility and accountability in a centralized system lies mostly upon the upper-level management but in a decentralized system all the middle and/or lower level management is held accountable according to their respective authority to make and implement decisions. In this way, the accountability is shared at every level in a decentralized organization.
- ❖ Employees may become demotivated in a centralized system because they exert less power and only follow the orders of upper-level management. This can also affect their performance as they have to implement the plans and budgets which they have not formulated. However, in a decentralized system the decision-making powers are dispersed to lower-level management, divisions and departments, where those managers can set their own goals based on their individual practical situation and perform accordingly.
- ❖ The procedures and working patterns in a centralized system are mostly standard and follow strict red tape because the whole organization is controlled from a single center of power. While in a decentralized system managers are required to perform tasks based on their individual conviction which makes them less standard and decrease comparability.
- ❖ The method of communication adopted in a centralized system is mostly formal. This communication is mostly vertical and top-to-bottom. Whereas the communication in a decentralized system extends in almost all directions. This type of communication is top-to-bottom, bottom-to-top and/or horizontal including grapevine communication structures.
- ❖ The time taken for decision-making in a centralized system is relatively more as compared to decentralized system. This is because the lower or middle level management cannot prepare

any plan unless approved by the strategic level management. This delayed chain of command can sometimes lead to loss of opportunities.

- ❖ The centralized system of decision-making is best suited for small to medium level organizations because the facets of hierarchy are less in these organizations. In larger companies, decentralization is necessary, as strategic management cannot make well-informed decision about every aspect of business especially in terms of implementation of plans at operational level.

2.3. Land Use Planning at Different Planning Levels and the Vertical and Horizontal Linkages

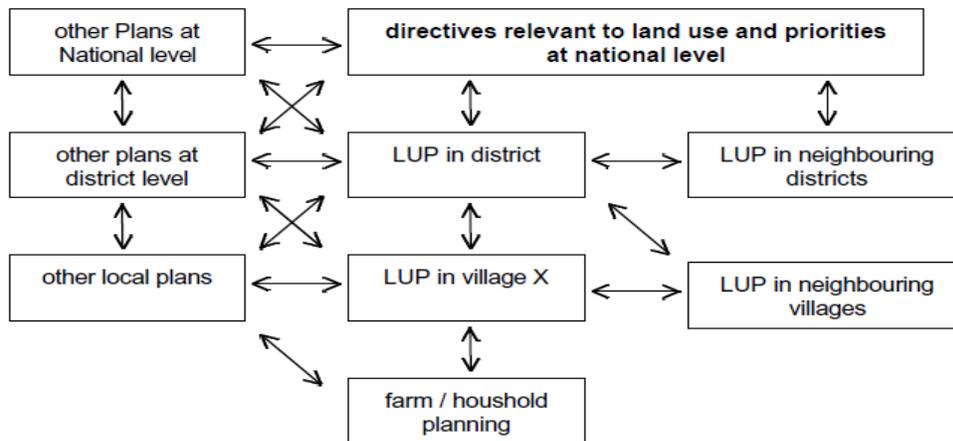
Land use planning is a partially integrating and sector overlapping process. The planning objects are the land resources. Therefore, LUP is not suitable for solving all local problems, nor can it replace the overall planning for an area. The basic technical strategy in LUP is to plan land use according to the suitability and the various needs in the area to be considered.

Table 1: What distinguishes LUP from other sector-overlapping planning processes?

Planning process	Key question	Objective
Land Use Planning	What is a certain area of land suitable for and what demands to use it exist?	Optimisation of land use in an area in terms of <ul style="list-style-type: none"> • sustainability which is adapted to the area, • meeting needs for long term conservation of land resources and • the settlement of conflicts between interest groups
Regional Planning	Which functions are required in a specific region and how can they be distributed best in the area?	Best possible supply to a specific(administrative) unit with productive, social and infrastructural facilities and their most efficient possible use of available means
Regionally Orientated Programme Planning (ROPP)	What activities must be carried out in order to achieve a certain development or project objective?	Identification of core problems and appropriate packages of responsive measures

Links between land use plans in different areas as well as between land use plans and other area-related plans are necessary both horizontally (from village to village, district to district, etc.) and vertically (between village and district, region and nation) (Figure 1).

Figure 1: Vertical and Horizontal Links in Land Use Planning (idealized figure)



Vertical and horizontal links between plans are more effective if various contact points between the different planning agencies (authorities, population, etc.) exist. The flow of information should run in two directions. This is especially necessary as far as exchange between the planning levels is concerned. Thinking in hierarchical structures frequently hampers the free exchange of information.

The central questions related to the **vertical** link are:

- In what way can strategic directives from superior planning at a decentralized level be adapted to local conditions and peculiarities?
- To what extent do decisions made at a lower level require the approval by the next higher instance?
- How can decisions made at village level be protected against third party interests?

Important criteria of **horizontal** planning are:

- Mechanisms for settling conflicts between sectoral agencies, of which one is often more influential than the other.
- Binding nature of already existing planning frameworks (e.g. overall planning) to other