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**Good Land Management Policy
Facilitating the Balanced Rural and Urban Development**

Keynote

on the occasion of the

Annual Conference of China Land Science Society

**“Integrated Rural and Urban Development.
Deepening Land Policy Reform”**

19 November 2011 in Foshan ,PR of China

What is it about? What went wrong?

Ladies and Gentlemen,

Today I am very pleased that I can talk to you about an important global issue: Sustainable development of urban **and** rural areas. In fact, this issue is described differently in the respective countries. In China it is described in a balanced and harmonious way or, for instance, in Germany in an indirect way, where it is about establishing equal living conditions in all regions of the country. This is a really hot topic: in China, in nearly all developing countries, but also in the developed Europe

(slide 2) even in “rich” Switzerland and in Germany – in Germany especially in post-communist East Germany and other border regions. Everywhere it is the same: rural ,especially remote rural areas are losing jobs and people, the cities vice versa are gaining jobs and people. The consequence is: Cities are booming, whereas the rural area is the loser. With the result that the balance between the cities and the rural areas is increasingly going to pieces. Politics and people are more and more alarmed by this.

State and local politicians, business leaders, scientists argue about the proper counter measure. Referring to the worldwide ongoing urbanisation trend (**slide 3**), some say that it is right, when people migrate to the cities and that the state should focus on strengthening the strong and keeping the rural areas on a more or less “minimum” infrastructure level only. Above all, the rural areas should be connected with good roads to the major urban power and service centres and their modern workplaces. Everything else like promoting and financially supporting the rural areas would be a waste of money. Others counter – still with broad support from politicians – and refer to the constitutional principle of balanced development of a country with the right of people to receive quality of life and equal opportunities everywhere, so even in remote rural areas. As generally known, rural areas have important and essential features and advantages for a modern and mobile society – even increasingly in the context of climate change, new energy demands, increase of environmental and disaster risks and conflicting requirements related to resources, etc.

In Bavaria and France, moreover, very strong cultural and emotional reasons play a role in order to position the rural areas as an important emotional or psychological

counterweight to urban life with its high speed and increasing distance to nature. “The rural area is the face of Bavaria.” resp. „The soul of France is located in the rural areas.” These are very expressive metaphors for a deep and traditional relationship – also making clear that issues like agriculture, rural areas, country and village culture and rural traditions are of such high priority in Bavaria and France. In no case rural is inferior to urban! For decades in France the ministers of the central government additionally carried out mayors’ functions in the rural areas! Against this background the famous citation by Edgar Faure, former Prime Minister of France, becomes comprehensible: “If the rural area is no longer breathing, the cities will suffocate.” (**slide 4**)

It is therefore simply logical that France and also Germany, especially Bavaria, have a massive stake in European subsidies policy for the rural areas. Taking some Southeast Asian, African or South American countries into consideration, one gets the impression that Faure’s anticipations and warnings of suffocating cities have long since met.

In Iran with the aid of a planned rural development initiative, it is attempted to bring people, who migrated to the cities, back to their rural homeland. The government of Iran knows very well that, if at all, this will only succeed if in rural areas attractive and non- agrarian jobs will be created. For this, technology parks have been established in order to advance foundation of enterprises and education. If this succeeds it will only be a matter of time that also in Iran the rural area will gain a positive image such as it is the case in rural South and East Bavaria.

European Union has taken action early enough

The European Union (EU) did not want to risk such dramatic situation as it is now happening in Iran and many other developing countries. In their three central documents “European Spatial Development Perspective” (ESDP) (**slide 5**) from 1999, „Territorial Agenda 2007“ and now the „Territorial Agenda EU 2020“ updated in May 2011, the European ministers for spatial development have clearly admitted to this, as the ESDP subtitle has said it already : „**On the way to a spatially balanced and sustainable development** of and within the EU ..“, which means, that this should also apply to the respective member countries,. Also for Germany, which has much earlier oriented on such guidelines ,as they are now laid down in these european documents. In the first time in 1965 and again and again adopted German Spatial Planning Act it is clearly stated: It is about sustainable spatial development leading to an enduring, large-scale balanced structure with **equivalent living conditions in all regions of the country** (§ 1 Abs. 2 ROG) , which led to a four pillar spatial policy (§ 1 Abs. 2 ROG) (**slide 6**).

ESDP, as well as the following territorial agendas, has basically taken over this german position: It demonstrates the non-official German constitution or rather the conscience of European spatial development. This might be of special interest for China, since even the European countries are not equally strong. So what applies to all EU countries? 1999 the three concepts for spatial and urban framework were written, which still applies today with minor changes (with special emphasis on the **integrated territorial approach!**):

1. Development of a balanced and polycentric urban system and a new relationship between urban and rural area,

2. securing an equivalent access to infrastructure (including broadband) and knowledge (including knowledge-based jobs and not only agriculture) as well as
3. sustainable development and protection of natural and cultural heritage.

Explicitly, in this mix of development, compensation and conservation objectives, also the strengthening of (structural weaker) rural areas plus their integration and networking with stronger centres and areas is everywhere considered see Bavarian example **slide 7**). Europe has definitely taken its position. It is not only about strengthening the strong ones.

In comparison with this, what is the guiding principle for China's spatial development? In China, is there an enhanced requirement for a decentralised structure of urban development with a gradual ranking of so-called central cities and places, spread all over the whole territory existing in a symbiosis to be revitalised with the surrounding rural area?

Why „revitalised“? In this regard, apparently there is an immediate demand existing. Over the last few months, I repeatedly had to give lectures concerning the necessity of urban-rural partnerships whether in Switzerland, in the Caucasus, Morocco ,which ha started this discussion at the first time under my FIG Presidency (**slide 8**), in Cambodia ,Namibia ,Philippines and Germany. In Europe, the issue urban-rural partnership is being promoted with strong support of the European Union especially in terms of so-called metropolitan regions (of which there are nine in Germany). These metropolitan regions include large cities such as Munich which is associated in partnership with its up to 100 to 120 km (**slide 9**) distant rural surroundings. The main focus is on mutual stabilisation und sharing of labour, not only on strengthening the urban centre. On both sides benefit and win-win situations are expected.

Basically, this is the contemporary interpretation of the well-tried and also to China familiar central-places principle of Walter Christaller : depending on size and location every place has its function for the site and the surrounding areas and exchanges with the environs in order to obtain a spatially balanced housing and workplace structure, instead of one-way convergence.

Rural areas which are not part of such metropolitan regions (in Bavaria approx. 40 %) have to create their own strategies. These are: inter-municipal cooperation within various rural communities, i.e. sharing of functions, residential and industrial areas and installation and provision of infrastructure. The reason why? Due to financial shortage, no longer each and every rural community or even village can be provided with all local amenities and social infrastructure. Another reason is, that in many of these places the population is overaged and they have lost young people – they have to change radically. The European Union is supporting these new partnerships as a part of its rural development programme ; since 2005 in Germany it is called Integrated Rural Development (**slides 10 and 11**). Even other ministries such as the ministry of construction or the ministry of economy have jumped on this inter-municipal train, as there is no other choice than to regionally cooperate. In other words: What counts is territorial thinking and territorial strategies and therewith combined territorial or regional governance, i.e. all development ideas and measures will only be jointly discussed, supported and implemented by the state, local authorities, economy and civil society. In Germany the term “**Shared Responsibility Community**” has emerged from this new mutuality. Even the European metropolitan region Nuremberg (**slide 12**) identifies the cooperation of the city of Nuremberg with 20 surrounding counties as “regional shared responsibility community”. Instead of classic top-down decisions and processes ,about we just have heard a lot from Chinese speakers, we now meet both: Top-down (as the state remains significantly

obliged with all its so-called normative core activities) **and** Bottom-up on the part of rural, municipal and regional stakeholders' and citizens level. Previous examples of the integrated rural development or the so called regional management under responsibility of the ministry of economy have at least demonstrated an atmosphere of change. However, it is still too early for economic statements.

So, it should be noted: **The ambition of a well-balanced development of urban and rural areas is one of the fundamental components of European, German and Bavarian policy.** In many member states this is no permanent controversial issue – probably from weakness or lack of interest in society. In contrast, in Bavaria - more than 80 % of the country's territory is rural area and still approx. 50 % of the whole population is living there)- the issue “Equal treatment of urban and rural areas” is of high political interest and even extremely explosive – even election campaigns are contested by this. Highly renowned experts from consultancy and business sector and from sciences have been criticised, because in their expertise for the future of Bavaria on behalf of the Bavarian Government their recommendation was to focus only on the six major cities (**slide 13**). In all media representatives of the rural areas attacked the expertise so that the government got pressure and declared the expertise irrelevant..

Can land management be of help?

There must be a reason why e.g. Swiss and German Landexperts are more and more concerned with land management in connection with spatial development issues, above all with the issue of new balanced urban-rural partnerships and not only either with pure urban development or with rural development. To answer this

question we need to focus on the definition land management. Land management is frequently used at the United Nations, Worldbank, FIG, in other circles and publications – unfortunately, for the most part not scientific enough or even contradictory. For this reason, we in Munich – as you know we offer our international postgraduate master programme „Land Management and Land Tenure in Urban and Rural Areas“ with respectable participation of Chinese young professionals and with strong support by Hanns-Seidel-Stiftung. – have developed our own philosophy and concise perception which correspond to our notion of a collective responsibility of land experts – maybe even to the Chinese Land Science Society’s notion. These are, on one hand the **Triade** land management – institutional framework – good land governance (**slide 14**) and on the other hand the **Pentaphonie** of land management (**slide 15**), based on the studies of other scientists such as Prof. Larsson from Stockholm or Prof. Stig Enemark from Denmark, former FIG President, or also referring to the legendary Expert Group Meeting at the University of Melbourne (Prof. Williamson) in November 2005.

First of all, land management is a commitment to an equal treatment of all urban and rural areas. It is about the goal of sustainable development of all regions in the country, it is about explicit recognition of the three fairnesses in development regarding (**slide 16**):

- a) equal opportunities for all people in urban and rural areas,
- b) equity in access to infrastructure and basic life care,
- c) equity in the relationship between state authorities on the one hand and municipalities and citizens on the other.

In the actual implementation land management is about the **value added chain**:

1. active consulting , stewarding and motivation,
2. planning, networking, coordination,
3. construction and financing,
4. land readjustment and conflict resolution, very often and precise by means of land consolidation, map scale 1:1 on the single parcel (**slide 17**).

Here, the range of land management is very clear: from space to place, from the area to the individual plot!

Each land consolidation engineer, but also each urban development expert will recognise central elements of his work from the above pentaphonie – maybe asking himself: **What is that new on this?**

The answer is clear: It has to do with **coordinated and simultaneous action** in the cities **and** the rural areas, it is about regional and inter-municipal alliances, where urban centres or central rural places with the environs and villages find together! Such as the model of regional development Nan Zhang Lou, Province Shandong with 20 to 30 planned villages which started in May 2010 (**slide 18, 19**). See also Zitong - Bake model, which was guided by Bavarian experts Spindler and Schmucker. On behalf of HSS and which needs also coordination and cooperation with neighbouring cities (**slide 20**).

This is the new challenge to land managers, because now it is about the sovereign and often simultaneous application of various urban and rural instruments, as listed up by the scientific “Section Land and Real Estate Management” of the German Geodetic Commission at the Bavarian Academy of Sciences (**slide 21**). It is about

rural development including land consolidation and rural infrastructure, about village renewal, urban and regional development including brownfield conversion, inner development or/and urban land readjustment. It is about real estate management and valuation as well as about generation and use of geospatial data, which is known more and more as spatial data infrastructure (GDI) and management, and also taught so in Germany. Of course, this is indispensably also the central multi-purpose cadastre, digitalised and geo-referenced in order to be connected with all databases of the country to one integrated geo-database.

In land management everything comes together: on land and property, in the parcel, developed in agriculture, forestry, ecology, commerce and industry or as a house. "It's all about Land": Here, particularly the land experts are in charge. With the development of the country they have to pursue the objectives of justice, sustainability and policy (for example: Millennium Development Goals, here especially Goal 1 "Poverty Reduction and Food Security" or with reference to China: reduction of the number of migrant workers **slides 22, 23**);

But they also have to proceed in a participative way towards Governance, which should be the main principle in Chinese land sector supervision. Many years ago, China's Prime Minister Wen Jiabao claimed: „Listen to rural voices!“ – very memorable for me. This, of course, also means: Listen also to urban voices. Listen especially to the voices of these new citizens in the rural "urban" centres, presently being raised all over China in rural areas in the context of strategies of urbanisation or, better, concentration of housing (**slides 24, 25**). From European perspective that all happens with the sad and even alarming result that entire village landscapes are eliminated. Although, I know about the reasons (preservation of the national minimum acreage) for this, but first the dimensions of land consumption in urban development should be discussed more critically. From my point of view, too much

space is still taken up here. And the decision makers for removing the villages should follow at least the directive of Viceminister Wang who fortunately addressed to this conference: Protect the traditional villages!

We need well grounded specialised generalists

Against the background of the challenges mentioned before, whether in Europe, North Africa, Eurasia, in the Caucasus, Pacific or South East Asia, education and training of land experts have to be significantly extended and even improved. We need much more chairs and institutes for land management with high scientific profile at universities. The ambition of future Chinese as well as German or African and Asian land managers has to be: Education and training must lead to well grounded specialised generalists **(slide 26)**. In other words: The graduate has to become competent in the field of comprehensive Land Management like spatial and land use planning, geodesy and cadastre, rural and urban development, real estate management, valuation, agricultural, forestal and water management, landscape planning and ecology etc. Additionally, the graduates must “comprehend the world”, i.e. understand superior interdependencies, and they should understand the need of urban –rural partnership as it is described in the White Paper “New Progress in Development-oriented Poverty Reduction Program for Rural China” **(slides 27, 28)**.

Against the background of this shared academic challenge, in my opinion it makes much sense to continue and intensify the scientific exchange and discussion between China and Germany. The Technische Universität München and my institute are willing to do so!

As a start I have brought with me 15 reflections and proposals for Chinese Land Management Policy from my point of view and experiences **(slides 29- 34)**.