

COST G9 MEETING AND WORKSHOP

Aristotle University of Thessaloniki

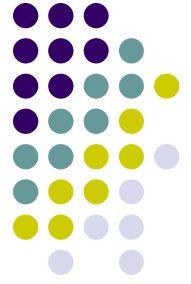
Department of Rural & Surveying Engineers

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‘Land Readjustment and Urban Development: The Greek experience’

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1. Urban development and spatial planning system in Greece
2. The process of LR in the Greek legal framework
3. Land Readjustment implementation in Greece
 - ✓ *Glyfada -Athens*
 - ✓ *Pikermi -Athens*
 - ✓ *Eykarpia- Thessaloniki*
4. Conclusions

Urban Development and Spatial Planning System in Greece



Land & Housing market in Greece-main characteristics after 2nd WW till '80's

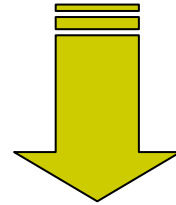
- deficient public policies on housing and land uses
- a significant illegal building production
- a large number of small medium construction enterprises and a low capital accumulation in building industry
- The fragmentation of landownership, and consequently the creation and existence of a broad group of small parcel size landowners

Urban Development and Spatial Planning System in Greece

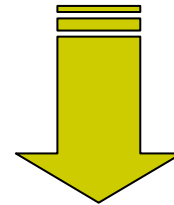


- In the same period, the main legislative framework for the urban development of towns and cities was the 1923 City Planning Act

1923 City Planning Act



'within the **plan**'
(entos sxediou)



'out of the **plan**'
(ektos sxediou)

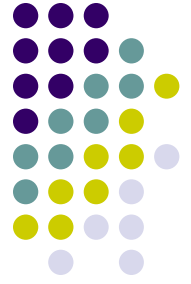
Plan in this context: TOWN PLAN or DETAILED LOCAL PLAN (SXEDIO POLEOS)

Urban Development and Spatial Planning System in Greece



- ❑ The **Town Plan** determines:
 - the street alignments (rymotomikes grammes),
 - building lines (oikodomikes grammes),
 - land use designations
- ❑ The Town Plan is accompanied by a statement of building conditions (oroi domisis). These conditions include:
 - minimum plot size and plot dimensions,
 - maximum plot ratios,
 - and the crucial floor-area ratio (syntelestis domisis)

Urban Development and Spatial Planning System in Greece



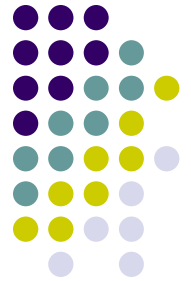
- The implementation of the Town Plans, according to the 1923 Decree, has been based in the boundaries adjustment of adjacent plots through specific Administrative Acts (*Praxeis Analogismou-Apozimiosis*) which were drawn up for one or more building blocks, but not for the whole, of the approved Town Plan, area.
- Further, the necessary land for the creation of public spaces and facilities (roads, schools, green spaces) was acquired mainly through **expropriations**.
- The system of gradual adjustment of the plan ➡ insufficient & problematic
- As of 1980, very few Town Plans have been implemented



The implementation of Town Plans in Greece (as of 1983)

GREEK CITIES	TOWN PLAN AREA APPROVED (in ha)	AREA OF THE TOWN PLAN WHICH HAD NOT BEEN IMPLEMENTED (in ha)	PERCENTAGE (%) AS OF THE APPROVED TOWN PLAN
ARGOS	130	40	30%
ARTA	260	90	35%
GIANNITSA	235	235	100%
IOANNINA	380	80	21%
KAVALA	420	200	47%
KATERINI	285	285	100%
KOMOTINI	330	120	36%
LARISA	1100	700	64%
MYTILINI	180	100	55%
PREVEZA	110	110	100%

Urban Development and Spatial Planning System in Greece



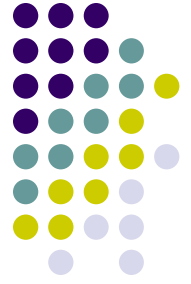
- In the period 1923 -1983
- the only legislated level for space regulation and development control in Greece> Town Plan (based on the 1923 City Planning Act)
- No other planning instrument for the development control and determination of land uses in the ‘out of plans’ areas

Urban Development and Spatial Planning System in Greece



- **1975 Greek Constitution (art.24):**
- The landowners of an area-which has been declared as ‘residential’- are obliged to participate-without compensation- in the urban development process of the area, contributing in ‘*land*’ for the creation of public/green spaces, and ‘*in money*’ for the financing of the infrastructure needed.

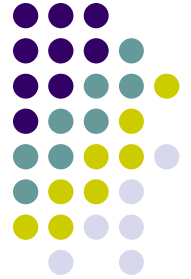
Urban Development and Spatial Planning System in Greece



947/1979 Law for '*Residential Areas*'- Introduced 3 processes for Urban Development/Redevelopment of an area

1. *Operational Planning Zones (OPZ)* ➔ total renewal and redevelopment which is undertaken by a special operational planning company
 2. *Land Readjustment Zones (LRZ)* ➔ urban development through the unification of all land properties and subsequent redistribution of the new plots of the same value, after public spaces and amenities have been secured
 3. *Regulatory Building Conditions Zones (RBCZ)* ➔ the existing system of planning defined by the 1923 City Planning Act
- The landowners in these Zones had the obligation to **contribute 'in land'** (30% in OPZ and LRZ and 40% in RBCZ, of the initial plot size) and **'in money'** (10% in OPZ & LRZ and 15% of the plots value in RBCZ) for the creation of public spaces and the finance of the infrastructure works

Urban Development and Spatial Planning System in Greece



- **Law 949/1979** was actually never implemented
 - ⇒ Strong reaction from the landowners, and the opposite political parties to the 'high' as perceived land and money contributions
 - ⇒ **1981**: the first socialist government came into power, bringing various reforms in every field of state action.
- **Law 1337/83** for the '*extension of existing Town Plans and urban development*'
- Emphasis to *Regulatory Building Conditions Zones* aiming to control the unauthorized urban sprawl
- *RBCZ* > areas with unauthorized (illegal) buildings at the outskirts of existing towns/cities.
- Priority given:
 - ⇒ to provide these areas with the essential Town Plan (extending the existing Town Plan)
 - ⇒ To provide them with the basic infrastructure
- Basic innovation of this Law: 'land and money' contributions relevant – and proportional- to the original size (in sq.m) of each plot

Urban Development and Spatial Planning System in Greece



- 1337/83 Law introduced 3 levels of plans for the urban areas:

General Urban Plan (*Geniko Poleodomiko Sxedio*)



Town Planning Study (*Poleodomiki Meleti*)



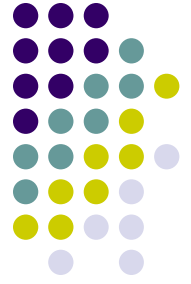
Implementation Plan (*Praxi Efarmogis*)

Urban Development and Spatial Planning System in Greece



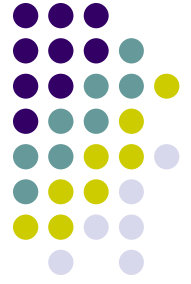
- **General Urban Plan** (GUP) (1:5000): provides the general guidelines of an area's future development, including the proposed land uses, the general standards for the public/green spaces and the basic infrastructure needed. Covers the whole space within the administrative borders of a municipality or a commune
- The GUPs have been legislated only in 1983 and started to be produced and approved in the middle of '80's.

Urban Development and Spatial Planning System in Greece



- **Town Planning Study** (Poleodomiki Meleti) (1:500 or 1:1000)
 - Defines land uses, in accordance with standard land-use categories, private development land and land for community use
 - Fixes the boundaries of planning units for the purpose of calculating the necessary social and community facilities, on the basis of given planning standards
 - Secures, by means of the mechanism of land and financial contribution, in the form of a betterment levy, the necessary land and financial resources for the provision of social facilities and amenities
 - Imposes conditions and quantitative restrictions of development, such as plot or floor area ratios, etc.

Urban Development and Spatial Planning System in Greece



- **Implementation Plan** (Praxi Efarmogis) > Act or Deed of implementation of Town Planning Study
 - Drawn on a land registration map, which includes property adjustments, to take account of land contributions
 - It is accompanied by tables of land and money contributions charged to each property

Urban Development and Spatial Planning System in Greece



Type of Plan	1944-1984	1985-1996
<i>Town Plans</i> (for 1 st and 2 nd home settlements)	25.000ha	33.044ha
<i>Implementation plans</i>	No data given	13.031ha

Urban Development and Spatial Planning System in Greece



Macroscale –Regional Planning
National Territorial Plan (NTP)



Special Territorial Plans (STPs)



Regional Territorial Plans (RTPs)

Land Readjustment in Greece

Legal Framework



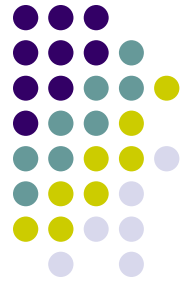
- Law 947/1979 *'for Residential Areas'* (articles 35-50)
 - Law 1337/83 *'for the extension of Town Plans and urban development'* (article 10)
 - Presidential Decree 422/1994 *(Appraisal of plots value before and after LR process)*
 - Presidential Decree 66/1995 *(Acts of Transfer of plots in a LRZ)*
 - Law 2508/ 1997 *'for Sustainable Development'* (article 25)
 - Presidential Decree 93/1987 *'Building Associations'* (article 20)

Land Readjustment in Greece



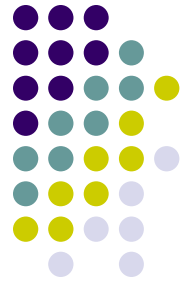
- **Implementation bodies** for a LR project in Greece can be:
 - ✓ public authorities
 - ✓ A public organization or the Public Housing Corporation (DEPOS)
 - ✓ A compulsory landowners association
 - ✓ A cooperation between a public organisation, or the Public Housing Corporation and a landowners association
- *If the implementing body is the public government or a public corporation, a landowners association can be formulated in order to support the whole project.* 20

Land Readjustment in Greece



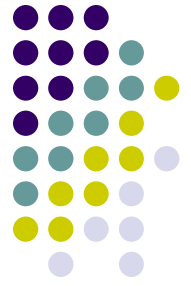
- The process of designating an area as LRZ can start after a proposal from:
 - the Minister of the Environment, Public Works
 - the local authorities
 - the Public Housing Organization
 - a legal (private or public) entity with a declaration of the majority of the land proprietors of the area who owns at least $\frac{3}{4}$ of the total acreage of the area, that they agree for the designation of their area as a LRZ.

Land Readjustment in Greece

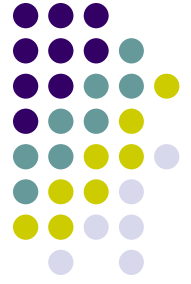


- The designation of an area as a LRZ can start:
 - *Parallel to the process of the elaboration of a General Urban Plan.* In this case the boundaries of the LRZ are depicted in the GUP, or
 - *After the approval of the GUP.* In this case, a Presidential Decree is needed to be issued. The PD which is published in the Government Gazette designates the boundaries of the LRZ and the implementing body of the process.
 - After the public notice of the PD and if designates a compulsory association as the implementing body of the LR project, all the landowners of the area constitute by right, this association.

The Process of LR according to the Greek Law



1. Formation of a compulsory landowners association
 2. Registration of the Land Readjustment Zone
 3. Composition and Approval of the Detailed Local Plan (Town Plan)
 4. Appraisal of the Values of the contributed plots
 5. Implementation of the Detailed Local Plan and allotment of the redistributed land plots
 6. Dissolution of the landowners association.
- ❖ *If the implementation body of a LR project is the public authority/Publ.Hous.Corpor. the process is limited in stages 2-5*



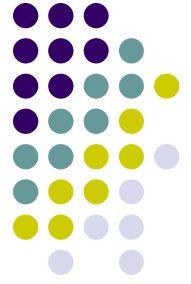
Land Contributions in LRZ

- For the creation of the public spaces in a LRZ each landowner has to contribute a part of its property.
- Land contribution rates are proportional to the acreage of each plot

Land contribution in first time urbanized areas according to the Land Readjustment Law



PLOTS AREA SCALE (sq.m.)	Land contribution rates (%)	Land contribution area (sq.m.)	If E the area of a plot
0-250sq.m.	10%	25	$E*0.10$
250-500sq.m.	20%	50	$(E-250)*0.20+25$
500- 1.000	30%	150	$(E-500)*0.30+75$
1.000- 2.000	40%	400	$(E-1.000)*0.40+225$
2.000-10.000	50%	4.000	$(E-2.000)*0.50+625$
>10.000sq.m.	60%		$(E-10.000)*0.60+4625$



Land Contribution (Examples)

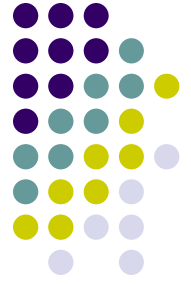
Plot's area before LR= 700sq.m.

Land contribution:

- 0-250 ⇒10%⇒25sq.m.
- 250-500⇒20%⇒50sq.m.
- 500-700⇒30%⇒60sq.m.
- Sum : ⇒135sq.m.

- Plot's area after LR= 565sq.m.

- Plot's area= 14.000sq.m.
- Land contribution:
 - 0-250 ⇒10%⇒25sq.m.
 - 250-500⇒20%⇒50sq.m.
 - 500-1.000⇒30%⇒150sq.m.
 - 1000-2000 ⇒ 40% ⇒ 400sq.m.
 - 2.000-10.000⇒ 50% ⇒ 4.000
 - 10.000-14.000 ⇒ 60% ⇒ 2.400
 - Sum: ⇒ 7.025sq.m.
- Plot's area after LR= 6975sq.m.



Money contributions in LRZ

- The infrastructure works in LR areas are financed from certain money payments to which every landowner is subject to.
- The money contribution rates are also proportional to the plots areas –after the reallocation procedure, and are calculated to the value of the new plot.

**Money contribution in first time urbanized areas according to the
Land Readjustment Law**



PLOTS AREA SCALE (sq.m.)	Money contribution rates (%)	Money contribution area (in sq.m.)
0-500sq.m.	10%	50
500-1.000sq.m.	15%	75
1.000- 10.000	20%	1800
>10.000sq.m.	60%	

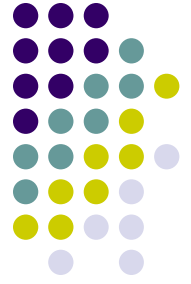


Money Contribution (Example)

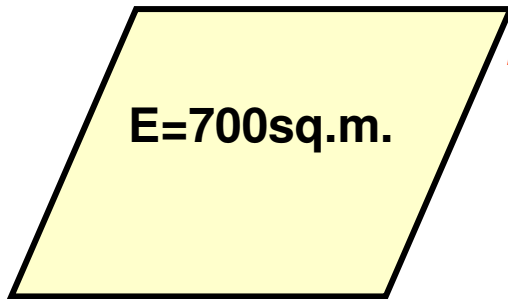
- Plot's area before LR = 700sq.m.
- Plot's area after LR = 565sq.m.

- Then the landowner of this plot has to contribute an amount of money equivalent to the value of 14,75sq.m. of the new plot.
- 0-500 ⇒ 10% ⇒ 50sq.m.
- 500-565 ⇒ 15% ⇒ 9,75sq.m.
- Sum : ⇒ 59,75sq.m.

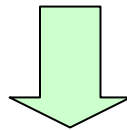
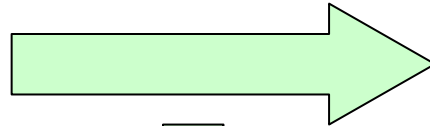
Land & Money Contribution (Example)



Before LR



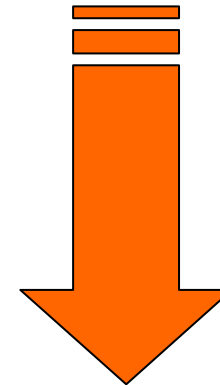
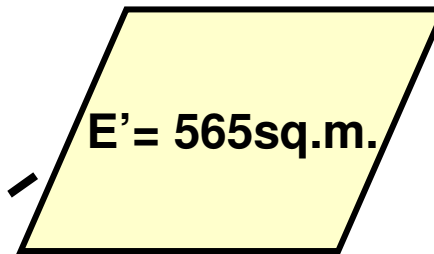
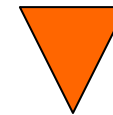
Land Contribution=135sq.m.



Money Contribution= 59,75sq.m.

$$\begin{array}{r}
 500 * 10\% = 50\text{sq.m.} \\
 65 * 15\% = 9,75\text{sq.m.} \\
 \hline
 59,75\text{sq.m.} * 100\text{€} = 5.975 \text{ €}
 \end{array}$$

After LR



Land Value/sq.m.=30€/sq.m.
Land Value: 21.000€

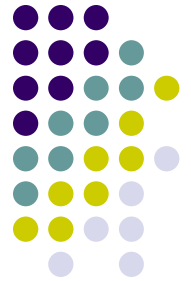
•Land Value/sq.m.=100€/τ.μ.
•Plot's Value=56.500 €



Land & Money Contribution in LR areas

- land and money contribution rates in LRZ are different in areas which:
 - are going to be redeveloped according to the LR provisions (regenerations)
 - are going to be developed for second home settlements
 - are located in the boundaries of settlements under 2.000 inhabitants
 - are going to be developed for industrial use

The Process of LR in Greece



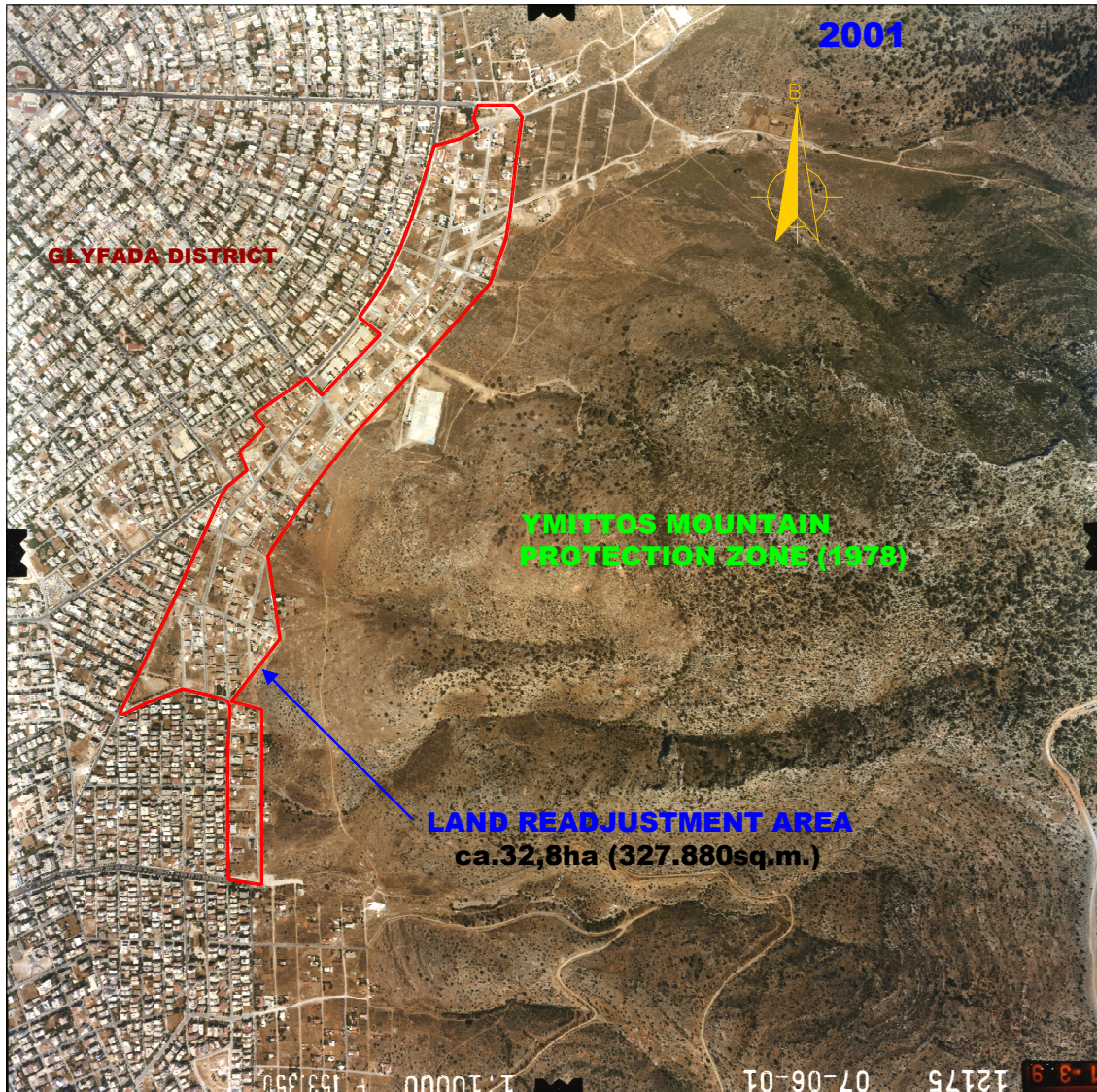
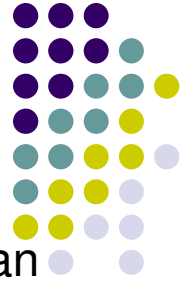
- After the reallocation procedure each landowner in the Land Readjustment Zone receives a new plot with *a value, at least equal to the value of his original plot.*
- Appraising committee:
 - *a judge –the president of the local administrative court,*
 - *a higher official from the planning authority,*
 - *the director of the tax authority.*

LR implementation in Greece



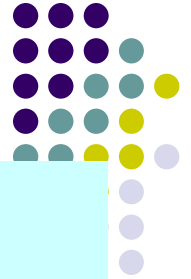
- There are only 3 LR projects- based in LR regulations in Greece, regarding the urban development of approx. 660ha of Building Associations areas.

Land Readjustment in Glyfada



- In 1960's a Building Association bought an area of ca. 35ha in the slope of Ymittos mountain southeast of Athens City.
- Not existence of a Land Use plan for the 'residential suitability' of the area.
- They subdivided the land area, on a basis of a private-not officially by the state approved-plan and distribute the land plots to it's members.
- The landowners could not build according to an officially approved Town Plan

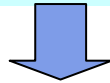
Land Readjustment in Glyfada



1989: Approval of the G.U.P. of Glyfada- determined the urban development of the B.A.area and the extension of the Town Plan into this area



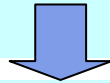
1993: Declaration of the area as LRZ - approval of the Town Planning Study of the LRZ



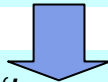
1994: Approval of the implementation plan



1994: Issue of 422 Pres.Decree for the Plots value appraisal (accord.to article 45§2 947/79 Law)



1995: Appraisal of the values before and after the LR procedure



1995: Issue of 66 Pres.Decree for *the 'type and the issue procedure of the Deeds of transfer in LRZ'*



1995: Distribution of the new plots and issue of the new land titles



1995: Beginning of the construction of the infrastructure works

Land Readjustment in Glyfada



- Involved 600 landowners
- Average plot size before LR:
450,58sq.m.
- Average plot size after LR:422,95sq.m
- Increase in plots values
 - 413% average ↑
- Land contribution percentage per plot
- ✓ Average: 6,58%

Land Readjustment in Glyfada



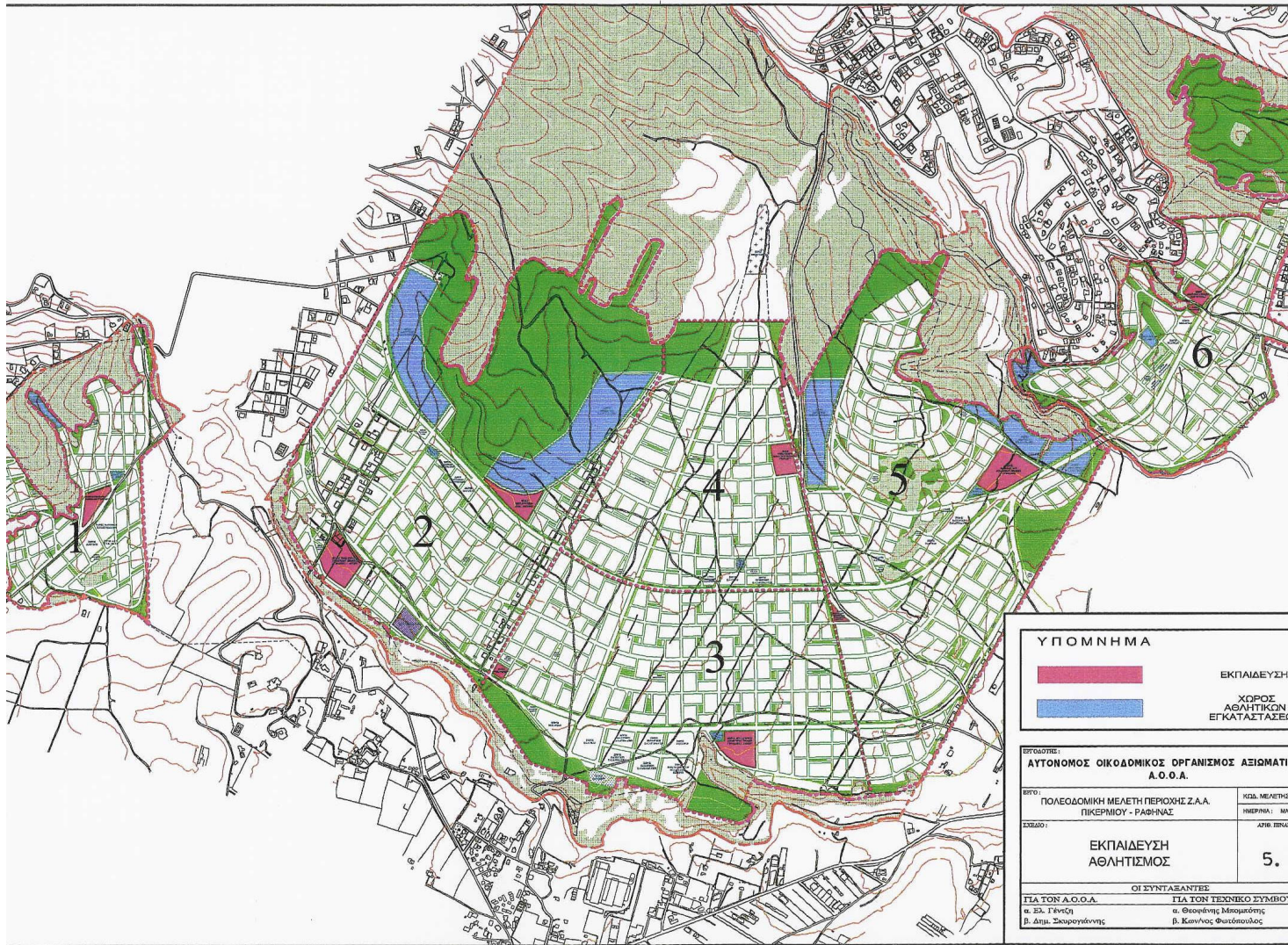
- The first attempt of implementation of the Land Readjustment in Greece gave the occasion of issuing some of the anticipated in the 947/79 Law, Presidential Decrees, concerning the LR regulations.
- Problems ➔ concerning the correct implementation of the legal framework which have been overcome, with questionable solutions, in front of the intense will of all the involved parties (Building Society, landowners, public and local authorities) to incorporate the area into the official Town Plan and to provide it with the basic urban infrastructure.

Land Readjustment in Pikermi



- 1972 ➔ Military Officer's Building Association bought an area of ca.249ha at the foot of Penteli Mountain in Attica
- Other Building Societies acquired adjacent areas
- Inappropriate shape of these fields for urban development>vineyards (previous land use).
- 1988 ➔ the whole area of ca. 600 ha. declared as a LRZ
- 17 years later-has not been yet approved the Town Planning Study of the LRZ!

Land Readjustment in Pikermi-Attica Region

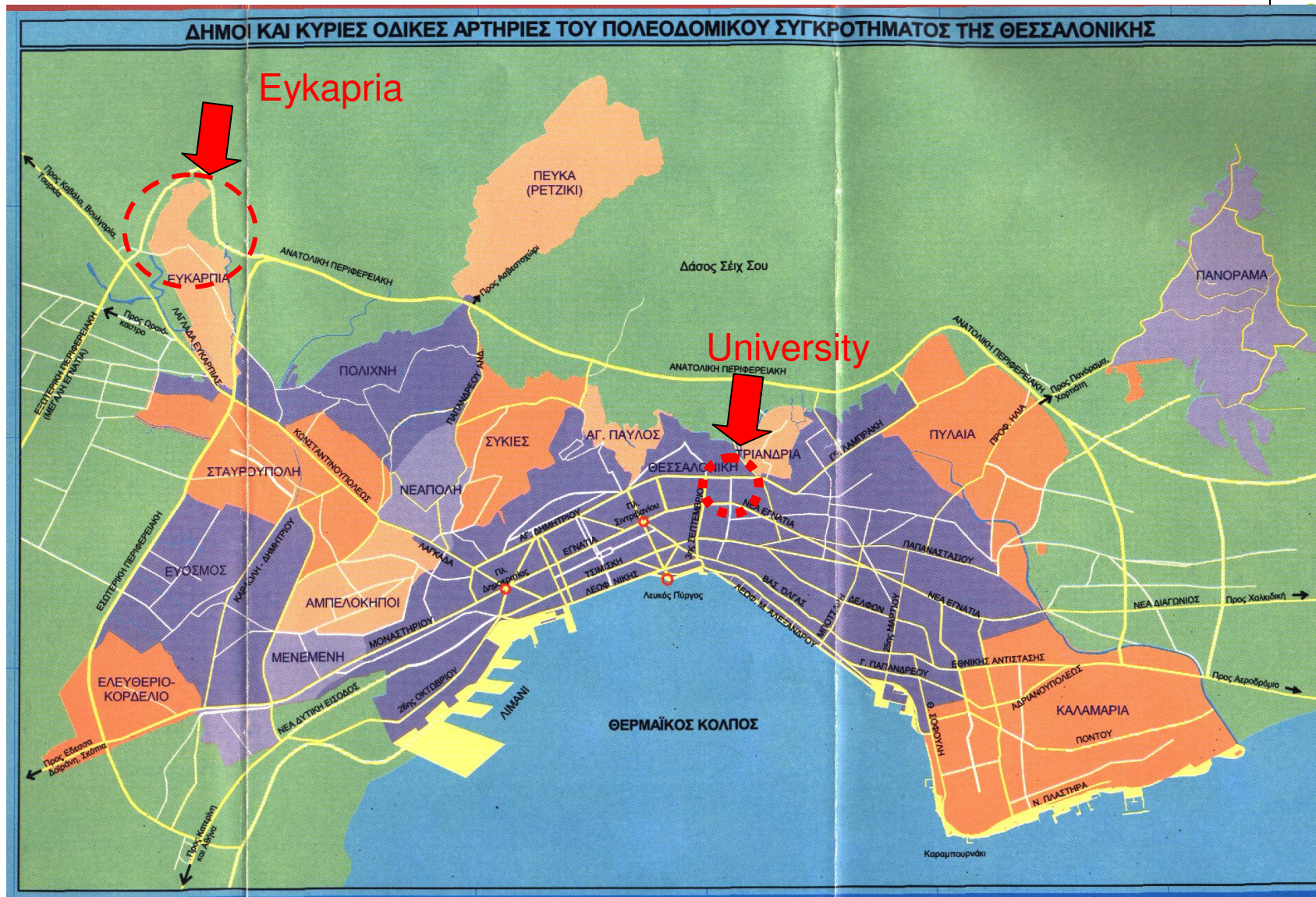


Causes of the delay in the process

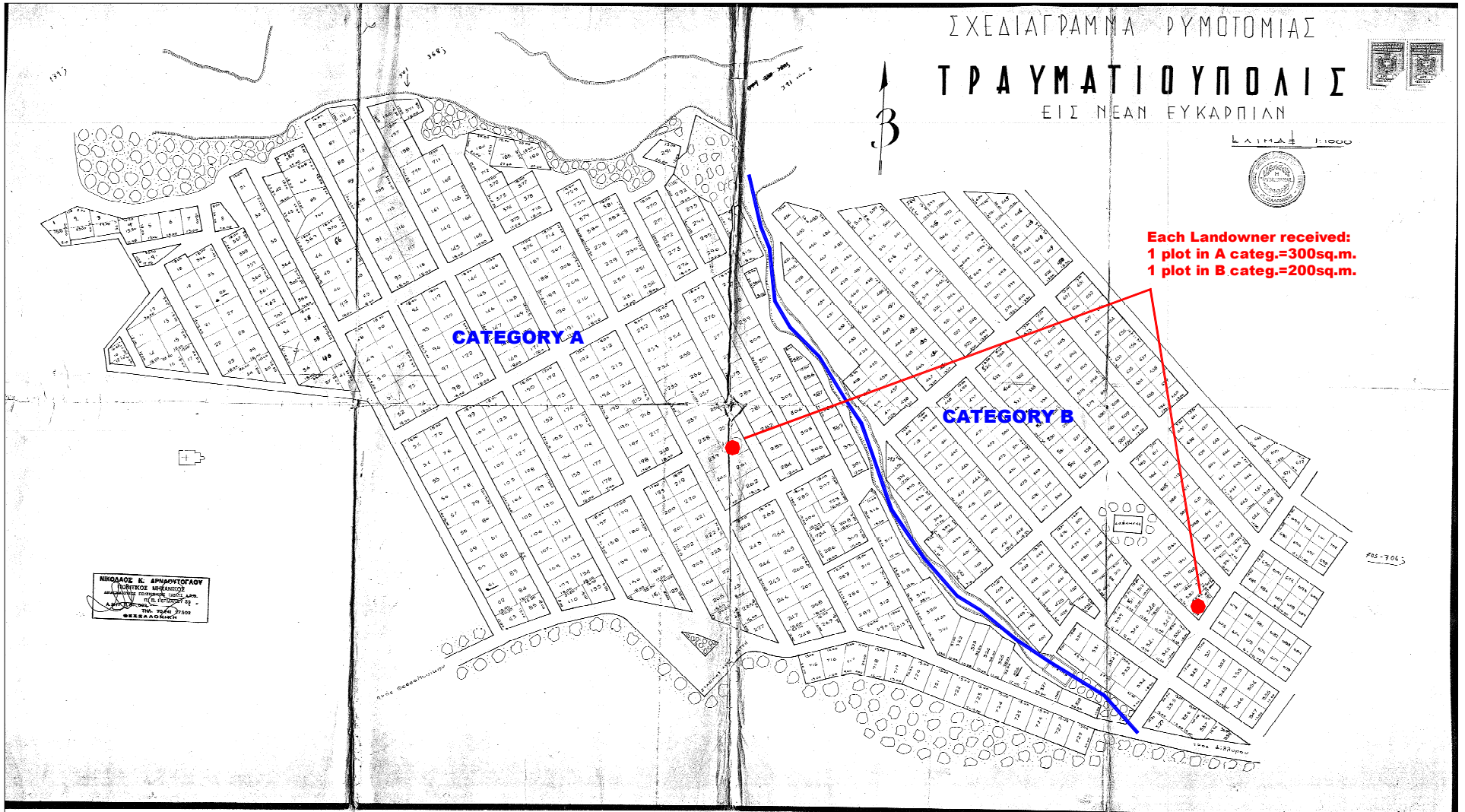
- *The need for the determination of the forest areas*
- *Different approaches between several authorities about the proposed land uses in the area of LRZ that has been included in the boundaries of the Penteli's Mountain Protection Zone*
- *The necessity of determining other natural protection zones (archaeolog.sites, river-beds etc.)*



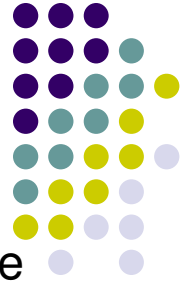
Land Readjustment in Eykarpia community-Thessaloniki



Land Readjustment in Eykarpia community-Thessaloniki



Land Readjustment in Eykarpia community-Thessaloniki



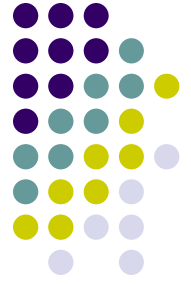
1988 ➔ Approval of the G.U.P of Eykarpia > designation of the Building's Society area as a LRZ

1989 ➔ Appointment of 'Thessaloniki Master Plan Organization' as the implementing body of LR

1991 ➔ rejection of the first draft of Town Planning Study from the Supr.Admin.Court

1996 ➔ Approval of Town Planning Study

Today ➔ the project is in process according to the⁴² regul.provisions of RBCZ



Conclusions

- Land Readjustment (LR), in its current form, has been introduced in Greece, in 1979, basically influenced from the relevant French institution of '*Remembrement Urbaine*', as a modern instrument for the urban development of an area, *in the framework of a reformative and more interventionist public policy for space regulation in Greece that started in the middle 70's.*

Conclusions

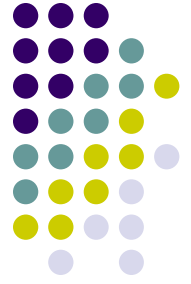


- The suspension of enforcement of 947/79 Law, and the enactment of 1337/83 Law from the first socialist government, was a determinant factor for the limited use of Land Readjustment in Greece.
- The 1983 Planning Law set as a priority to incorporate illegally developed areas at the outskirts of existing urban regions, into the 'official Town Plan' following the provisions of Regulatory Building Conditions Zones. To legalize, in other words, an existing, and unauthorized development, that has been expanded, out-and before an official and state directed planning process.



Conclusions

- In addition, the high density of illegal buildings in those areas and the widespread perception, of all stakeholders taking part in the planning process in Greece, of the **minimum intervention in landownership**, led to the intense use of regulatory provisions according to which the Town Plans are adjusted, more or less, to the existing plot boundaries.



Conclusions

- Furthermore, the widespread use of Regulatory Building Conditions Zones, followed by a significant number of amendments and improvements of the specific legal framework which promote it with a lot of similarities with Land Readjustment procedure (*i.e. reallocation of properties etc*) and reduced in long-term, much of its deficiencies.

Conclusions

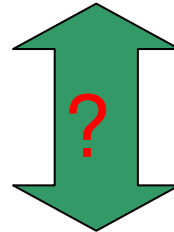


- Regarding the implementation of Land Readjustment in Greece, in the cases where LR procedure has been followed, appeared a lot of problems which are relating mostly to the basic structural deficiencies of the planning system in the country-that is:
 - *Extreme time-delays in the procedures of elaboration, approval and implementation of plans*
 - *Conflicting and scattered legal regulations and provisions considering the determination of land uses, the ownership status of public lands, forest areas etc.*
 - *Fragmentation in competencies regarding different phases in the planning procedure*
 - *Lack of experience and of a highly skilled technical staff in the key agencies such as public and local authorities*
 - *And finally a confined political will of undertaking measures and policies which affect and limit the development rights of the landowners.*

Conclusions – Final remark



Land Readjustment



Sustainable development

Key issue:

to investigate possible use and implementation of Land Readjustment under an ‘environmental-cultural’ aspect, in respect with the sustainable development of urban and rural areas.