



Scaling up Responsible Land Governance

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URBANISATION IN ASIA AND THE PACIFIC: CHALLENGES FOR RESPONSIBLE LAND ADMINISTRATION AND LAND MANAGEMENT

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Abstract

Urbanization has increased dramatically across Asia, rising from 32% urban in 1990 to 48% urban in 2010. The highest rate of urbanization was in East Asia (2%) which was 59% urban in 2010. South-East Asia was 47% urban in 2010. South and Central Asia remain the least urbanized areas in Asia, and while the Pacific region overall has low levels of urbanization, that is changing quickly. The highest estimated rate of urban growth between 2010-2020 will be in South and South-West Asia (27%), South-East Asia (24%) and East and North-East Asia (20%) close behind.

Some results of increased urbanization include the spread of informal settlements onto unsafe, hazard-prone or unsuitable land and the physical expansion of cities. The conversion of quality agricultural land into urban settlements, the growth of mega-cities, the large proportion of people who live in informal settlements, poor quality housing, and large increases in property values in some areas are all indicators of the ineffectiveness of land-use and development control policies and of land-use planning in urban and peri-urban areas.

Improved management of urbanization and urban growth will be the responsibility of many stakeholders, including local governments, the private sector, civil society, communities and customary land groups. Decisions made by all these stakeholders about future land use will define the way urban growth occurs. In many countries, local governments cannot do this alone. Partnerships may be required to support decisions about housing and the provision of infrastructure. For example, in the Pacific Islands, much of the urban growth will occur outside urban boundaries on customary land and customary groups will have a central role.

More effective management of urban growth will require urban and rural authorities to adopt a coordinated approach that involves the effective urban and territorial planning and control, and gender-responsive, pro-poor and fit-for purpose land administration. This approach is about acknowledging informal development as the prevailing form, and seeking incremental improvements. Instruments and approaches to support responsible governance include the Voluntary Guidelines, a realization of the continuum of land rights, and land tools such as the Social Tenure Domain Model, participatory enumeration, and Participatory and Inclusive Land Readjustment (PILaR). These aim to improve urban governance and inclusion in the process of city growth and densification, and to improve the supply of serviced urban land through a negotiated process.

This paper discusses the nature of urbanisation and tenure security in Asia and the Pacific, and the significance of land in supporting the new urban Agenda, and considers how effective land administration and land management responses can be developed in this context. This includes improving tenure security and examining the critical roles of land use planning, land administration and land valuation to the sustainable and inclusive growth of cities in the Asia and Pacific region.

Key Words: Urbanisation, New Urban Agenda, Responsible Land Governance, Land Administration

Introduction

The 2015 Asia Pacific Urban Forum (APUF-6) brought together more than 900 participants, including from government, the private sector, academia, professional bodies and civil society, to discuss persistent and emerging issues related to sustainable urban development in the region. APUF-6 considered priority issues for the ‘New Urban Agenda’ to be adopted at the United Nations Conference on Housing and Sustainable Urban Development (Habitat III), and for the implementation of the 2030 Agenda for Sustainable Development. APUF-6 provided a unique and important platform for multi-stakeholder engagement and partnership and to consider the role of land governance in the new urban agenda. The outcome was a ‘Call for Action’ that will directly feed into regional inputs for Habitat III as part of the regional roadmap. While many recommendations in the Call for Action cut across land administration and management, the key message regarding land was that “Government at all levels should implement fit-for-purpose programmes that improve land governance, including recording and recognizing people-to-land relationships in all its forms” (UNESCAP, 2015). The Call for Action also noted the importance of urban and territorial planning as an effective instrument in the implementation of the 2030 Agenda for Sustainable Development and the New Urban Agenda.

This paper discusses the nature of urbanisation and tenure security in Asia and the Pacific, and the significance of land in supporting the new urban Agenda, and considers how effective land administration and land management responses can be developed in this context. This includes improving tenure security and examining the critical roles of land use planning, land administration and land valuation to the sustainable and inclusive growth of cities in the Asia and Pacific region.

In the past two decades, urbanization and the rapid transformation of urban areas in Asia and the Pacific has provided the impetus for economic growth and prosperity in most countries. Urbanisation is comprised of the “level” of urbanisation (the percentage of a country’s urban population in its total population) and the “rate” of urbanisation (the annual percentage change in the level of urbanisation). Both the level and rate of urbanisation varies throughout the region (See Table 1).

Sub-region and country	Urban Population (1,000s)			Proportion Urban (%)			Aver. rate of change (%)
	1990	2014	2050	1990	2014	2050	2010-2015
Asia	1,036,247	2,064,211	3, 313, 424	32	48	64	1.5
Eastern Asia	467,014	960,235	1,250,224	34	59	78	2.0
South-East Asia	140,164	294,409	507,726	32	47	64	1.4
South -Central Asia	338,429	635,510	1,260,028	27	35	53	1.2
Pacific - Melanesia	1, 097	1, 817	4, 398	20	19	28	0.2
Pacific - Micronesia	258	343	481	62	67	72	0.2
Pacific - Polynesia	224	289	395	41	42	47	-0.2

Table 1 Urban population, proportion urban and average annual rate of change of the proportion urban (Source: UN DESA, 2014)

Between 2000 and 2010, urbanisation trends in China and India particularly, resulted in the rate of urbanisation in the Asia and Pacific region (2.7 per cent) being higher than the global rate of 2.2 percent. Urbanization in Asia increased from 32 per cent urban in 1990 to 48 per cent urban in 2010, and projections estimate that by 2050 Asia will be 64% urban. However, there is no single urban storyline in the region with some cities are growing rapidly, and others stagnant or slowing down. In 2014, urbanization in East Asia was 59%, and South-East Asia was 47%, with South and Central Asia

the least urbanized, with under 40% of the population living in urban areas. However, the Pacific region overall still has low levels of urbanization, mainly due to PNG being predominantly rural – although that is changing quickly (UN-Habitat and UNESCAP 2015).

Even more significant is the growth in the overall number of people living in urban areas during this period. Between 1950 and 1975 the region's urban population more than doubled, and doubled again between 1975 and 2000. In 2015, 60.1 percent (2.38 billion people) of the world's urban population lived in urban areas in the Asia and Pacific region. In terms of total numbers East and North-East Asia has an estimated to grow by 156 million, and South-East Asia by 59.7 million during the decade to 2020. In the Pacific Islands, PNG has the largest growth estimated growth with an increase of 331,000 people (UN-Habitat and UNESCAP 2015).

Cities are the powerhouses in Asia and the Pacific in terms of economic growth and transformation. The region is home to ten of the top fifteen global mega-cities, however the majority of the urban population in the region reside in secondary cities of less than one million people. Integration, large-scale investment and employment generation has driven national and regional economic development which has in turn benefitted from economic growth.. Economic growth has transformed the urban landscape and lifted millions of people out of poverty, However, economic success has come with a number of evident costs – notably with regard to equity, social inclusion and environmental quality. While there have been major gains over the last few decades, progress on urban poverty reduction is slow and, as a result, urban inequality is on the rise. There are growing gaps between current patterns of urban development and what is required to make cities inclusive, productive and sustainable (UN-Habitat and UNESCAP 2015, Mitchell et al, 2015).

Asia and the Pacific is also one of the most hazard-prone regions. Between 1970 and 2011, the region accounted for 1.9 million fatalities from disasters, and Asia accounts for 2 out of 5 disasters during the last 5 decades (Guha-Supir and Hoyois, 2012). In 2011 alone, there were 212 million victims of natural disasters (86.4 percent of the number reported worldwide), and suffered the most physical damage. As the region's cities develop, greater concentrations of population, infrastructure and other assets are exposed, with increasing vulnerability patterns in developing countries. Out of the region's 305 urban agglomerations, 119 are located in flood-risk coastal zones and susceptible to sea-level rise (UN-Habitat and UNESCAP, 2015).

High rates of urbanisation have led to land and housing shortages, rising costs of land for housing, and limitations in the availability of suitable and safe land for housing. Low-income households that need to be near the city centre occupy land that is not in demand, such as land which is marginal or prone to hazards such as low-lying sites along rivers, on floodplains, and areas at risk of landslides, or beside railway lines, canal banks and roadsides. A result is the growth in informal settlements, often without adequate building materials, infrastructure and services. These issues are compounded by tenure insecurity and the threat of eviction.

The Asia and the Pacific is home to the world's largest urban slum populations and the largest concentrations of people living below the poverty line. In 2005 the Asia-Pacific region had 581 million slum-dwellers (over half of the world's slum population) with the highest numbers in East Asia (mainly China) and South Asia (mainly India). In China, a rapid influx of rural labour into the cities between 1978 and 2004 resulted in the urban population growing from 18% to 41% of the total population. In 2005 the highest percentage of the population living in slums were in Afghanistan (89%), Lao PDR (79%), Bangladesh (71%), Mongolia (58%), Pakistan (47%), Philippines (44%) and Vietnam (41%) with significant concentrations also in Fiji and PNG(UN-HABITAT/ESCAP, 2010).

APUF-6 Call to Action stated “A people-centred urban future is integral to the transformation of cities and human settlements in the Asian and Pacific region. This requires a radical shift in the way cities are conceived, planned and developed, with people, particularly women and youth, as well as older people, indigenous people and ethnic and other minorities seen as change agents rather than just

beneficiaries (ESCAP, 2015). Achieving this people-centred urban future that is envisaged will rely on responsible land governance and pro-poor and gender-responsive approaches to land administration that focus the problems of the poor and vulnerable in informal settlements. Other recommendations from the Call for Action were:

- “Urban and territorial planning, based on universal principles, led by sub-national government visions and needs, enshrined in national urban policy and financing frameworks, working towards locally-adapted solutions and implemented through genuine collaboration, can be an effective instrument in the implementation of the 2030 Agenda for Sustainable Development and the New Urban Agenda.
- Accountable, transparent and inclusive urban governance, policy making and city planning is essential for long term sustainable futures. To support policy for sustainable urban development, it is important that all levels of government, including relevant ministries, work effectively together in order to develop coherent and mutually supportive approaches.
- Cities and their regions face a significant data deficit. In order to support urban planning, greater attention needs to be paid to the information base, including standardized collection, analysis, monitoring, and dissemination. Availability of information for all stakeholders can also strengthen governance through better-informed stakeholders. Academia and think tanks have an important role to play in this regard” (ESCAP, 2015).

The need for better regulated planning of the use of land and other natural resources is recognised across the region. There is a need to strengthen urban land governance and capacity towards safe and resilient tenure options. Another factor is that understanding of disaster risk in land use planning is fragmented in the region. There were many responses on the need for improvement in mainstreaming knowledge of disaster risk into land use planning. Effective planning that incorporates disaster risk can help establish areas where development is prevented, and guide decisions about building standards, and the resettlement of people in informal tenures on the more hazard-prone land.

The following sections discuss the aim and methods used, and then consider the land tenure challenges that result from urbanization in the region, challenges for land administration, and provide the results of country case studies in Pakistan, Lao PDR, Timor-Leste and Papua New Guinea.

Aim and Methods

The new urban agenda must address the land issues related to the growth of informal settlements, and focus on the critical people-to-place dimension. Undeniably, land is fundamental in reducing hunger and poverty, allowing adequate shelter and safety, and supporting economic growth across every human settlement. However, land issues are complex and multi-dimensional. Mishandling land using a sectorial approach, overlapping mandates, fragmented approaches, and short-term solutions will continue to exacerbate the rural-urban divide and increase the vulnerability of urban and rural dwellers especially the poor and marginalised.

Decisions made by all these stakeholders about future land use will define the way urban growth occurs. Improved management of urbanisation and urban growth will be the responsibility of many stakeholders, including local governments, the private sector, civil society, communities and customary land groups. In many countries, local governments cannot do this alone. An inclusive and participatory approach, using multi-sided partnerships and platforms, offers possibilities to attain better land governance and overall sustainability.

Securing and safeguarding land tenure rights for ALL, along with effective land use planning, can improve resilience to the impacts of natural disasters, mitigate the spread of hazard-prone developments, and contribute towards improved urban governance. The VGGTs and the suite of guides, tools and recommended practices developed by UN-Habitat, UNESCAP, ANGO, FAO, and the Global Land Tool Network (GLTN) as facilitated by UN-Habitat, provide a way forward. These include ‘Fit-for-purpose Land Administration’ to address the critical people-to-place dimensions and

other technical, social, economic, environmental considerations including addressing power-relationships.

To support existing positive developments in the land sector, the Global Land Tool Network (GLTN) as facilitated by UN-Habitat, started the Land Tenure Initiative in the Asia-Pacific (LTIAP) together with global and regional partners. The first stage of this initiative involved a review of tenure security in 15 selected countries, and the challenges, opportunities and way forward. The review was based on an extensive review of the literature, the results of a questionnaire, and draws on four detailed country case studies completed by local experts in Pakistan, Lao PDR, Timor-Leste, and Papua New Guinea (PNG). These countries were selected for their geographical spread, for their different exposure to cross-cutting issues, and for their differences in land reform history, culture and capacity. The resulting report was published in 2015 and aimed to provide a basis for future decisions about partnership and engagement in the Asia-Pacific's land sector at sub-regional and country level. It is also informed the discussion at APUF-6 and the Call for Action.

The discussion in this paper builds upon that review and considers one of the key land issues raised – rapid urbanization and urban growth. A key argument in this paper is that the New Urban Agenda can be strengthened through a more comprehensive and responsive ‘people-to-place’ agenda for all, incorporating responsible land governance and fit-for-purpose land administration.

Land tenure challenges due to urbanization

Urban population growth associated with urbanisation includes three components - rural-urban migration, natural growth (urban births exceeding urban deaths) and re-classification of rural into urban areas. Previous studies have found that natural population growth contributed about 60 percent of urban growth with about 40 percent due to rural-urban migration and reclassification. Rural-urban migration in the region is estimated to be approximately 20-30 percent of urban population growth (Tacoli et al 2015, UN-Habitat and UNESCAP 2015).

Unplanned urbanization impacts land markets and creates land speculation. As Sietchiping *et al* (2015) noted there is a strong demand for peri-urban land in competition with rural and urban land use. Land availability in rural areas is a determinant factor on the source of rural livelihoods, and its decreasing availability influences migration patterns. Cities become more expensive places to live as peri-urban land values rise, and urban sites occupied by poor communities come under development pressure. More intense competition for urban resources and space mean that land is acquired from rural landowners by speculators and developers. This comes with the risk that the landowners are displaced from their homes and livelihoods, and end up in squatter settlements - not benefiting from the rising value of their former land.

One driver for the creation of new informal settlements is insufficient affordable land in safe areas. Woetzel *et al* (2014) argue that the increasing unaffordability of housing is a growing challenge to cities and nations, with people living in inadequate housing cut off from livelihoods and access to health and educational services. Low-income households that seek to be close to livelihoods occupy land that is not in demand, such as land which is prone to hazards (floods, landslides, earthquakes), or beside railway lines, canal banks and roadsides. Unplanned settlements normally ended up in areas less suitable and safe for human settlement thereby increasing the vulnerability of these settlements. Substandard inner-city developments pose a threat to public health, and increase the risk of social conflict. Meanwhile, peri-urban sprawl encroaches on valuable agricultural land with increased costs of providing public access and infrastructure.

With often limited capacity and finance, local governments in rapidly expanding cities struggle to meet basic urban infrastructure and service needs for people in informal settlements. The impacts often include insecure tenure, poor quality or insufficient housing structures that fail to protect against extreme climate conditions, lacking access to safe water, sewerage, drainage and electricity

infrastructure, overcrowding, food insecurity, environmental degradation, threats of eviction, settlements in zones that are prone to natural disasters, poor health of residents, and the increasing vulnerability of women, the poor, children and other marginalized groups.

These problems are increasingly seen as failures in governance, including land administration and urban planning. The key characteristic of inadequate housing is usually lack of legal recognition by the authorities of the (informal) settlements. Residents are likely to face discrimination by public agencies, not only their inability to register for public services, they also have limited access to basic services. Insecure tenure and pressure from development and infrastructure projects exposes squatters to the threat of eviction without suitable resettlement alternatives. State and community recognition of their right to land become important elements of their security.

Secure tenure is a necessary condition to improve access to economic opportunity, including livelihoods, credit markets, public and municipal services. When tenure rights are insecure people have reduced incentives to invest in and upgrade land and housing; they may be forced to leave a family member home to guard property rather than work or go to school; and, they may often lack access to services to devote significant portions of their time and income to acquire these (Payne et al, 2014).

Challenges for land administration in urbanizing areas

Across the region, corruption and ineffective and unresponsive land administration and management undermine responsible land governance efforts. The legal and policy frameworks in most countries were largely developed during colonial periods and often only serve the elite. Duality exists between formal and informal systems and across sectors of government. Customary and other informal rights and norms are often not recognized and not recorded. In most countries reviewed, land tenure records are paper-based, out of date or inaccurate, and are vulnerable to destruction from disasters. Land use planning in most countries is ineffective, highly political and subject to serious capacity and governance issues. Valuation of land is weak, impacting on the generation of revenue from the land sector, the determination of fair and reasonable compensation for people displaced or resettled, who have their land acquired. On top of these challenges, the issue around lack of transparency and accountability including the proliferation of malpractices and corruption in the land sector exacerbates the situation. The key problems related to land management include:

- capacity limitations in public and private sectors requiring a long-term investment,
- limited high-level support and the reliance on local champions, and
- the large number of existing conflicts and backlog of land disputes which have a debilitating effect.

Land accessibility, land use, and land tenure are key factors influencing urban-rural linkages. Peri-urban areas are transitional zones, with uncontrolled sprawl spilling over jurisdictional boundaries, and disruption of rural livelihoods. However, land tenure in the peri-urban areas can be complex. It is likely that there is no specific legal systems dealing with peri-urban areas and often the land administration systems are overwhelmed by the demand. A result is that the peri-urban area is likely to become informal (Siechiping et al, 2015).

The conversion of quality agricultural land into urban settlements, the large proportion of people who live in informal settlements, poor quality housing, and large increases in property values in some areas are all indicators of the ineffectiveness of land-use control policies and of land-use planning. Another indicator is the inability of government to control the spread of informal settlements onto unsafe, hazard-prone or unsuitable land. In some countries the low density nature of development creates pressures.

Wehrmann and Antonio (2015) summarised typical areas of weak land governance in peri-urban and urban areas as:

- The management of public land.
- Recording tenure rights. Land records in urban and peri-urban areas usually only exist for middle and high income areas. High risk of eviction for the poor.
- Land use planning. Few cities have comprehensive land use plans, and where they do exist, are often not respected or enforced.
- Allocation of building permits. Unplanned developments occur without building permission.
- Land valuation is often only applied in areas of formal tenure.
- Poor land data and sharing of data.

They noted that the consequences of weak governance often include extensive informal development, dysfunctional cities, evictions of informal settlers and others, resettlement without adequate compensation, displacement of the urban poor, and loss of agricultural land.

Urbanisation and land tenure at country level

This section provides a summary of four country case studies with respect to urbanization, informal settlements, tenure insecurity, limitations in land administration and land disputes. These are provided to highlight both the broad similarities, as well as the local differences in context. Urbanisation varies across the four case study countries (See Table 2). Each is estimated to have substantial growth in urban populations between 2014 and 2050. Pakistan will have the largest overall growth in urban population during that period (from 70 million to 155 million), with Lao PDR growing from 2.6 to 6.4 million, Papua New Guinea from 0.97 to 3 million, and Timor-Leste from 0.4 to 1 million (UN DESA, 2014). The estimated level of urbanization in 2050 is similar in Lao PDR (61%) and Pakistan (57%) with lower levels estimated in Timor-Leste (48%). Papua New Guinea was still predominantly rural in 2014 (13%), although this is estimated to change to 23% by 2050.

Poverty levels vary across the four countries. According to the World Bank data, poverty headcount ratio at national poverty lines (% of population) was 22.3% in Pakistan, 23.2% in Lao PDR, 49.9% in Timor-Leste, and 39.9% in PNG.

Sub-region and country	Urban Population (1,000s)			Level of urbanization (%)			Aver. rate of change (%)	Proportion of urban in slums
	1990	2014	2050	1990	2014	2050	2010-2015	
Lao PDR +3.8 million	655	2,589	6,435	15	38	61	3.1	79%
Pakistan +85 million	33,967	70,912	155,747	31	38	57	1.1	47%
Papua New Guinea + 2 million	623	971	2,976	15	13	23	-0.0	?
Timor-Leste +0.6 million	157	370	1,007	21	32	48	2.1	?

Table 2 Country level urban population, proportion urban and average annual rate of change of the proportion urban (Adapted from UN DESA 2014 and UN-Habitat and ESCAP 2015)

Both Lao PDR and Pakistan have a large proportion of urban people living in slums. While data on percentage living in slums is lacking for PNG and Timor-Leste, but informal settlements are a huge challenge for both countries.

Pakistan

While Pakistan is still predominantly rural, by 2030 it will be the most urbanized country in South Asia. However, inequality in land distribution is a key land issue with 2 per cent of households controlling more than 45 per cent of all land (Khattak, 2014). Emphasising the urbanising nature is the fact that Pakistan has one megacity (Karachi) which houses 23 per cent of the total urban population in the country, and Lahore also grew by 56 per cent between 2000 and 2014 (UN-Habitat and UNESCAP 2015). Pakistan faces many challenges in planning and managing this rapid urban growth. Informal or unplanned settlements on peri-urban areas are being sold out as plots and many new informal settlements are being added. Informal settlements are the predominant form of new housing and, according to the Millennium Development Goals Database, the slum population as a percentage of urban in 2014 in Pakistan was 45.5 per cent.

Post-independence Pakistan has retained a feudal system of land tenure in which an elite class of landowners owns vast holdings worked by tenant farmers and laborers who live in persistent poverty. The land administration system is centuries old and was formalised during the British period. Major land reforms in 1959, 1972 and 1977 involving land distribution aimed to make the use of land more equitable and to pave the way for organised land development.

Land administration in Pakistan is fiscal and mainly used for tax collection and as means for generating revenue. The land records show information on the tax payer, the tax value, and the land location, size and cost. There are many challenges faced by the current land administration system. Land records are predominantly paper-based and outdated (with the exception of the Punjab computerization project), cadastral maps are updated only every 25 or 30 years, with land records updated every four years. The land records do not clearly define the nature of rights in land for landowners which means that legal security of land rights is not guaranteed. Land transactions are relatively expensive and the complexity and inaccuracy of the present paper based land records exacerbates land-related disputes (Khattak, 2014).

In case of urban properties, an annual tax is payable for built up properties. Two of the challenges for land administration in Pakistan are in relation to low levels of generation of land tax revenue:

- In Pakistan there is an active informal land market, which is insecure with regards to tenure, but to avoid paying taxes the buyer and sellers are reluctant to adopt the legal procedure.
- Poor, non-existent and under valuation is affecting tenure security as it also reduces the revenue realized through land taxes and government funds. In Pakistan it's a big issue as the land owners both Urban and Rural, are not paying their dues. (Khattak, 2014).

One of the major challenges for Pakistan is the management of urban growth and urbanization. Related concerns are the conversion of prime agriculture land to other uses, impacts on food security, unplanned development, and limited government capacity. While effective land use planning is needed, Islamabad is the only city which has a proper land use plan. Therefore the absence of adequate land use planning and supporting legislation is a major barrier in controlling urban growth. At the present rate of growth in informal settlements, and limitations in capacity of government to manage this growth, the current land issues especially their tenure rights will be compounded (Khattak, 2014).

Lao PDR

At 3.1 per cent per year Lao PDR is undergoing the most rapid rate urbanization of the four countries reviewed. The level of urbanization was estimated to grow from 15 per cent in 1990, to 38 per cent in 2014, and projected to be 61 per cent in 2050. The urban population has grown from 3.6 million in 1990 to 4.3 million in 2014.

According to the Millennium Development Goals database the percentage living in slums in Lao PDR in 2014 was estimated at 31.4%, having been estimated as 79.3% in 2005. The State of Asia Cities 2010- 2011 Report estimated the slum population in 2005 to be 1.23 million (UN-Habitat, 2010). Urbanization is rapidly occurring in the outskirts of the capital Vientiane as longer term residents of those areas are selling undeveloped land to wealthier residents. Informal settlements develop on state land due to rural-urban migration or displacement from government development projects. Poorer urban residents are less likely to have land titles because of the cost involved in attaining them. Additionally, people living in areas that are considered state land or are slated for future state-led development projects have a difficult time gaining land titles. It is in these areas where temporary, informal settlements are likely to develop as a result of increases in rural to urban migration and displacement due to government development projects (Inthakoun 2014, Mitchell et al 2015).

In 2014 the government of the Lao PDR had not established a land use plan for the whole country that combines the various levels and scales of land use planning that occur. Land-use plans have been developed at the national scale, designating the location and extent of national protected areas (NPAs), national production forests, national protection forests, industrial zones, urban areas and agricultural zones. This central-level planning is relatively well integrated with provincial level planning of provincial protected, protection and production forests, and with provincial-level industrial and agricultural zones. However, village-level land-use planning occurs without consideration of national and provincial land-use plans (Inthakoun 2014, Mitchell et al 2015).

There has been conflict in Lao PDR over compensation that is considered below market value being offered for resettlement caused by development or infrastructure projects (Mitchell et al, 2015). Economic land concessions for agriculture cover approximately 430,000 hectares in Lao PDR, including large areas of land traditionally used by villages, and there has been increasing community unrest in relation to the impact of these concessions. In response to sustainability concerns and increased community resistance, a moratorium on new economic land concessions was issued by the Lao Government in 2012. There have, however, been new concessions at the provincial level due to loopholes, and the moratorium included only rubber, eucalyptus and mining (Mitchell et al, 2015).

Timor-Leste

Timor-Leste is one of the 13 countries in Asia and the Pacific on the OECD's Fragile States list in 2015, and has been on this list every year between 2007 and 2015. There is growing concern for the countries on this list over the implications of fragility for international stability and the 2030 Agenda for Sustainable Development. Timor-Leste is generally mountainous, with steep slopes that cover close to half of its surface, and with approximately half of the country's area covered by forest. While the majority of the population of Timor-Leste lives in rural areas (70.4 percent), Dili dominates, with 61.3 percent of the urban population (192,409 people) and 18 per cent of the total population.

As in many other post-conflict countries, Timor-Leste is experiencing a rapid urbanization process. Ethnic conflict has been a powerful driver of migration. Large numbers of people returned to the country (and the capital Dili) following the 1999 referendum which supported independence, and high migration rates to Dili continued throughout the conflict until independence in 2002. Dili's population increased by 8.4 percent between 2004 and 2009 as it was a safer environment and offer opportunity for employment (Almeida 2014, UN-Habitat and UNESCAP 2015)

The growth of informal settlements is becoming a significant issue for Timor-Leste. A lack of urban planning regulations, combined with overlapping claims to land and uncertainty over land tenure, difficult access to land, and rapid urbanization, are compelling the poor and landless to informally settle on hazard-prone areas, such as steep, unstable slopes and flood plains. Government have been unable to control the spread of these settlements. Squatters are living in abandoned buildings or in poor quality shelters on unoccupied land. Their lack of tenure security and pressure from development

and infrastructure projects exposes them to the threat of eviction without suitable resettlement alternatives.

Various waves of displacement over the last few centuries have created several layers of overlapping land claims based on different sources of legitimacy: customary-based land rights, Portuguese land titles, Indonesian land titles, long-term occupation, and improvement made to destroyed and abandoned property by occupants (Almeida 2014). This has presented significant challenges for land administration and a backlog of conflict claims in the courts. In response to this backlog, the majority of disputes in Timor-Leste are solved through customary dispute-resolution mechanisms. People prefer the customary mechanisms as they are faster, more accessible and inexpensive.

Compounding issues also include a lack of documentation of women's rights to land as a large proportion of women are left behind when men migrate to urban areas. Many of these women are poor, illiterate, malnourished and with high fertility and low earnings. Also, acquisition of land by the state in Timor-Leste is complicated by the unclear status of land tenure and overlapping claims to land. Uncertainty exists over whether the land in question is state land, and whom the state should negotiate regarding the acquisition of land. Tenure insecurity of customary and communal tenures has exposed the rural communities to threats of eviction or loss of land due to large agricultural or infrastructure projects.

Urban growth and challenges in managing property development in the capital, Dili, creates incentives for people to purchase property through an informal land market, which exposes them to insecure transactions with limited legal security. Informal or inefficient land markets limit the revenue generation for local government through land tax. The Department of Cadastre, Information and Valuation of DNTPSC has limited capacity for valuation and there is no legislation regarding the profession of land valuers (Almeida 2014, Mitchell et al 2015).

Since independence donor funding has focused on the need to strengthen property rights in order to reduce conflict and enable investment. Three USAID-funded land law projects, prepared research documents and draft legislation and implemented many capacity-building activities (Cryan, 2015).

Papua New Guinea (PNG)

Papua New Guinea is predominantly rural with an estimated rate of urbanization of only 13 per cent in 2014. It is also incredibly diverse with very significant differences in culture and language across the many tribal groups. However, this is likely to change rapidly with the urban population predicted to grow from 971,000 in 2014 to 3 million by 2050, and this growth rate will present a significant challenge to Papua New Guinea.

Informal settlements are developing everywhere in the cities and towns in the country. Most are in Port Moresby and Lae, with Port Moresby alone having 97 informal settlements. Most cities and towns in PNG have developed around or alongside traditional (customary) villages. In some cases, urban expansion involving both planned and unplanned development has enveloped traditional villages. These 'urban villages' may operate under traditional governance rules with their status and rights often preserved in land use planning and other governance arrangements, including legislation. As 97 per cent of the land in PNG is under customary tenure, there are only small amounts of freehold land. Informal settlements exist predominantly on both state and customary land. In the urban areas of Papua New Guinea, informal settlers are the most vulnerable group as many live in areas of high hazard risk such as flood-prone areas and drainage reserves.

While customary law did not consider the exchange of real property outside the kin group, a mature, informal land market coexists with the formal land market in many cities and towns. Buyers construct houses illegally and settle permanently, and as time goes by further developments occur, and the settlers gradually develop a degree of social legitimacy for their occupation. However, in other cases

they are at constant risk of eviction. In some areas customary landowners enter into land deals that allow migrants (from other parts of the country) to settle on customary land and the conditions may include a large initial payment and ongoing rental payments.

Papua New Guinea has developed land-use zoning plans for most cities and towns. Though most urban areas have land-use/zoning plans, and there is a certain level of compliance, it is extremely hard for government to monitor implementation of these plans because of limitations in the number of trained staff, shortages in human resources and equipment. Informal or inefficient land markets affect revenue generation by local government. While valuation is undertaken to support taxation and decisions on compensation and litigation, the valuation system covers urban areas only and is ineffective and valuation records are unreliable (Thomas, 2014).

In response to rapid urbanization and the growth of informal settlements, the Papua New Guinea Government has established the Office of Urbanization to attempt to free up customary land for urban expansion. However, their work to date has been hindered by land ownership conflicts. As Jones (2012) notes “Land issues pervade all urban development projects and the broader urban management framework of PNG towns and cities...Local and national politicians are nervous of the unintended and unknown consequences of urban development projects, especially those on customary land”.

Land disputes over land ownership, lack of security of land tenure, and forced evictions are common causing social and economic disruptions. As these disputes can go back several generations solving them is complex and they are increasingly marked by disputes and violence. Land development in localities where urban growth pressures are strong and land values are rising, triggers tensions and internal disputes with landowners and landowning groups (Oliver and Fingleton 2009, Jones, 2012, ADB 2012). When customary owners have been made to feel powerless or exploited they have been known to damage infrastructure being built on their land or threaten violence that has led to schools, aid posts, airstrips, and water and electricity supplies closing down (Manning and Hughes, 2012).

Towards responsible land administration in urbanizing areas

The four case studies provide lessons for land administration. Each country was predominantly rural in 2014, but (with the exception of PNG) is estimated to more than 48% urban by 2050. For each, rapid urbanisation is resulting in large areas of informal settlements and managing that growth is a large challenge for the government. A common theme is that informal and unplanned settlements are the predominant form of new housing and development. In each country land use planning is either non-existent or ineffective in controlling safe urban growth. Informal markets exist in each country depriving the government of needed tax revenue.

However the context varies with Pakistan grappling with unequal land distribution, Timor-Leste on the OECD’s Fragile States list, Lao experiencing unrest over the effect of land concessions, and the prevalence of customary land and frequent disputes over land in PNG.

Land Policies and legal framework

Land plays a fundamental role in the physical and social dimension and development of urban areas. For local authorities effective land administration and management is critical to financing and successful planning to accommodate the increasing number of urban dwellers. A lack of tenure security directly impacts on poverty, vulnerability and inequality in urban and rural areas. Poor land administration also negatively affects organized and coherent urbanization and urban planning.

Improved management of urbanization and urban growth will be the responsibility of many stakeholders across the rural-urban divide, including local governments, the private sector, civil society, communities, customary land groups including donors and development partners. Decisions made by all these stakeholders about future land use will define the way urban growth occurs. In

many countries, local governments cannot do this alone. Partnerships may be required to support decisions about housing and the provision of infrastructure.

An important step will be developing more local-level information on the projected nature of urban growth and urbanization. Recent work by the World Bank has provided broad mapping of urban growth patterns and density in East Asia, and allows for predictions of future growth patterns (World Bank, 2015). Realistic projections of future urban growth, the potential location of that growth and the estimated density are needed across the region. When combined with local assessments of hazard risk and vulnerability, this will provide a sound basis for decisions about how that growth can be effectively managed. The information also creates an opportunity to address tenure security challenges at the same time.

Woetzel et al, (2014) stated that the struggle to obtain affordable housing could result in more than a third of all global urban dwellers in unsafe or inadequate housing. They argue finding land in an appropriate location is the most critical step in developing successful affordable housing. Housing must be where residents can reach livelihoods, households have access to schools and services, and people can connect with the society around them.

More effective management of urban growth will require urban and rural authorities to adopt a coordinated approach that involves the effective land-use planning and control, and pro-poor and fit-for purpose land administration. This approach is about acknowledging informal development is the prevailing form, and seeking incremental improvements. Effective land-use planning and development control is essential for managing urban growth in a socially and environmentally responsible manner, avoiding growth onto hazard-prone areas, and supporting the performance of land markets.

Developing good land policies is an important step in the implementation of land tools at country level. Key land policy issues affecting urban areas in Asia and the Pacific include:

- Gaining more commitment and political buy-in from governments on land tenure issues.
- Recognition of the range of legitimate social and legal tenures that exist.
- Gender mainstreaming of land policies needs to be a priority.
- Specifically address the tenure rights of informal settlers.
- The need to scale up policies for the recording and recognition of communal lands.
- Better plans for preparedness and mitigation of future disasters for socioeconomic resilience to threats and crisis, and for sustainability.
- Implementation and monitoring of international agreements (VGGT, UNDRIP¹, CEDAW²) and national law and policy on land tenure and rural development.

A major challenge for achieving responsible governance of tenure in urban and peri-urban areas is how to deal with the existing diversity of tenure arrangements (range of land rights) of which many are not integrated into the legal system and conventional land administration systems. No single form of tenure can meet the diverse and changing needs of large urban populations. Recognition of land rights should adopt a continuum of land rights approach based on recognition of the validity of a plurality of land rights lying on a continuum between formal and informal rights. These include a range of social land tenures, including indigenous and customary areas, and primary and secondary rights to land provide security of tenure to the majority of people (Payne et al 2014, Mitchell et al 2015).

¹ The United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP)

² The Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW)

Existing legal frameworks based on colonial principles often work against informal tenures, and undermine efforts to implement fit-for-purpose land administration at scale. Plurality of the legal framework across land and forestry and other agencies must also be addressed. The implementation of all the elements of fit-for-purpose land administration requires a flexible legal and policy framework that can accommodate mapping and recording of a range of tenure types, and can incorporate complex relationships between people and land. Improving land administration and management will require addressing these overlaps and duality of the legal framework in most countries. Responsible land governance also requires that the legal framework be consistent with international obligations and conventions, such as respecting human rights and requiring that states recognize, record and respect all legitimate land rights.

Wehrmann and Antonio (2015) emphasise that actions to prevent forced evictions require a variety of strategies such “legal actions, community organizing and mobilization, international solidarity and support, the use of international law, media work, and the development and implementation of alternative plans to prevent or halt evictions. Regardless the strategies employed, mobilization by affected communities is the linchpin to any effective strategy to prevent or remedy forced eviction”.

Responsible land governance

The Voluntary Guidelines for the Responsible Governance of Tenure of Land, Fisheries, and Forests (VGGTs) call on States to recognise, record and respect all legitimate tenure rights including informal tenure. The VGGTs also recommend that States promote policies and laws to provide recognition of informal tenure. The process of establishing these policies and laws should be participatory, gender sensitive and provide for technical and legal support to affected communities and individuals. Also, States should acknowledge informal tenures arising from large-scale migrations (FAO and CFS 2012, Payne et al 2014). According to Wehrmann and Antonio (2015) responsible urban land governance requires:

- recognizing and respecting a plurality of tenure systems,
- identifying and adopting intermediate forms of tenure arrangements, and
- adopting alternative and affordable forms of land administration and land records alongside conventional land administration systems and institutional framework.

They argued that implementing principles of the VGGTs in the urban and peri-urban context means:

- Recognizing the inherent dignity and the equal and inalienable human rights of informal settlements residents, urban and peri-urban population including those men and women...;
- Ensuring the equal right of women and men to the enjoyment of all human rights, in particular the right to adequate housing;
- Adopting an integrated and sustainable city development strategy/plan recognizing that natural resources and their uses are interconnected and that their protection...;
- Ensuring active, free, effective, meaningful and informed participation of all those that may be affected by investments in the food supply chain affecting access to land...;
- Adopting a rules-based approach through laws applicable to all ensuring the recognition and respect of the entire continuum of land rights existing in urban and peri-urban areas and ensuring their equal enforcement and independent adjudication;
- Clearly defining and widely publicizing policies, laws and procedures dealing with all relevant aspects of urban land management and administration;
- Holding all ... actors ... responsible for their actions and decisions according to the principle of the rule of law;
- Monitor urban tenure governance in order to improve it continuously” (Wehrmann and Antonio, 2015).

Effective urban and territorial planning

Effective land-use planning, along with recognizing and recording land rights, is necessary in order to respond to many of the issues associated with urbanization. It is important for the effective management of urban growth, the prevention of settlement on hazard-prone land, and the protection of vulnerable people. In many countries, women and men use land in different ways, so gender-equitable governance of land tenure requires gender-sensitive land-use planning. Participatory land-use planning at the grassroots level is an effective way to achieve this.

Linking urban and territorial planning across different scales, as well as improving land-use planning can allow for better management of urban growth and improved protection of the environment. Governments across the region need to work with private landowners and customary landholders where relevant, to identify suitable land for urban expansion and agree on a plan for the development that includes options for the people migrating to urban areas. Governments need to identify suitable alternative land for development and to work with stakeholders on acquisition and development design and approval.

Preparation and implementation of land use plans should be informed by the 2015 “*International Guidelines in Urban and Territorial Planning*”. This will require political leadership, appropriate legal and institutional frameworks, efficient urban management, improved coordination, sufficient capacities, financing options at all levels, and consensus building approaches. Continuous monitoring, periodic adjustments and sustainable financial mechanisms and technologies will be required. National governments should ensure legislation is enforceable, ensure the rule of law, promote mechanisms for accountability and conflict resolution, and use geospatial technologies for data collection. This will underpin innovative and affordable approaches to land registration and property recording systems, and the implementation of urban and territorial plans. Local authorities are central to the implementation of urban and territorial plans and guidance is provided on their role. Civil society organizations should voice the concerns of the communities involved and give feedback to the authorities on challenges and opportunities that may emerge in the implementation. Planning professionals (and land professionals) should provide technical assistance for the implementation of plans.

Adopting innovative, affordable and fit-for-purpose land administration systems

Fit-for-purpose land administration will be a key component in land governance responses to the challenges of urbanization and the report “*Fit-for-purpose Land Administration Guiding Principles*” (Enemark et al, 2015) was recently released on the GLTN website. The key is to develop affordable and fit-for-purpose land administration systems, which will require transparent legal and institutional frameworks, and adequate capacity. Fit-for-purpose land administration systems will support improvements to tenure security, effective land-use planning and control, and effective and fair valuation of land. Without reform of the legal framework, the implementation of tools across the continuum is difficult and, in some cases, impossible. Legal frameworks need to be more flexible to allow the development of fit-for purpose land administration (Enemark et al, 2014). Improvements are needed for all aspects of the legal framework related to vulnerable peoples (women, the elderly, children, Indigenous Peoples and ethnic minorities), as well as the recognition of legitimate informal settlements, land acquisition and compensation, and the treatment of resettlement of people. Solutions at the national level will require upscaling of land administration solutions, with technology and tools embedded in pro-poor land programmes. However, implementation should be fit-for-purpose and include the ability to record rights for all types of formal and informal tenures based on a complete spatial framework.

A major bottleneck in the process of formalizing land rights is the complexity, cost and timeframes associated with high accuracy recording of land tenure rights. High accuracy solutions are not scalable to the remaining 70 per cent of humanity, even if the latest spatial technology is used. However,

appropriate, affordable and fit-for-purpose approaches that also adopt spatial innovation provide opportunities for implementing systems at scale. The focus should be on systems that can define physical boundary features as well as dimensions, and record the complexity and overlapping nature of property rights.

The valuation of land

While local governments are central to the provision of service and the management of urban growth, many have experienced declining central budgetary support. A major source of local government revenue is real property tax (RPT), and the collection of tax should be equitable and based on fair and current property values (Bell, 2014). In many countries, poor systems of property valuation mean that local government revenue is less than it could be. GLTN is currently developing land-based financing tools that can contribute to address some of these concerns. For most economies, real property comprises between half and three quarters of all assets. Increasingly fair and equitable market value is a basis for many decisions related to dealings with real property. This is due to increasing development levels, globalized capital markets, financial sectors and regulatory frameworks. Appropriate standards and regulation on the valuation of real property, and greater transparency are needed to protect societies. Bell (2014) argued that “inadequate and inappropriate valuations that are not cognizant of standards and regulations have been contributory factors in the collapse of property markets and the subsequent economic and financial chaos globally”.

Land-value sharing involves public actions or public investments that result in the increased value of private land and therefore an increase in private wealth. This increased wealth should also accrue to the public to help defray the cost of the needed infrastructure investments and improved services. A priority should be to improve land valuation to support equitable land-based financing and property taxation so the poor benefit through the release of land for human settlement. Valuation of land is also important in establishing fair values for land that has been acquired by governments, or as a basis for establishing fair compensation for people who have been resettled. Fair and accurate valuation of land is an important element of this process.

Land agencies in most countries in the region would benefit from development of capacity to undertake valuation and to generate income for governments from land taxation. Sound land values also underpin an effective land market. As there are multiple stakeholders in the process of land acquisition, ensuring sustainable and transparent land development is increasingly complex. The lack of a fair and transparent land and property valuation system in most countries is a significant factor in inadequate compensation being paid for land acquisition and compensation.

Well-functioning land markets can enable effective and fair transfers of land and support revenue generation for government through land taxes, however informal settlements exist outside formal urban land markets. The informal land markets are significant that requires appropriate attention and interventions by urban managers and stakeholders

However, many valuation standards and regulations cater for the formal land market and this creates another layer of complexity within any typical urban areas where there exist informal settlements or where large tracts of urban areas are not recorded and accommodated within its formal land administration systems. Appropriate and adequate means to value land and properties within informal settings and specifically, the valuation of unrecorded or unregistered land and properties are needed. Though it is acknowledged that informal land markets do exist in many circumstances, existing valuation standards and regulations do not sufficiently cater for such category of valuation. GLTN and its partners have begun a process to agree and develop appropriate methodology for the valuation of unregistered land and properties that take into cognizance prevailing standards and methodologies.

Land tools and approaches for improved land administration and management

A gap exists between the principles of responsible land governance discussed above and the challenge faced by national and local governments in addressing land issues associated with urbanization.

What are required are gender-responsive and pro-poor land tools that are affordable and accessible for all sections of the population, to create sustainable societies and equitable access to land (UN-Habitat 2008, Zevenbergen et al 2012).

The Social Tenure Domain Model (STDM) enables and enables all legal and social tenure rights to be captured, therefore allowing people outside of formal register to have some form of tenure security. The stakeholders can document all of the tenure arrangements and relationships to the land, including secondary rights. STDM also allows the continuum of land rights to be recorded and become part of land administration systems, including over informal, customary and occupancy tenures. While STDM is based on an International Organization for Standardization (ISO) standard for recording the complex relationships between people and land STDM is open, free, transparent, flexible, mobile and scalable.

Participatory methods of recording land rights through community enumeration exist to improve tenure security and create a sense of belonging by communities in informal settlements. It is a data-gathering process, which is ideally jointly designated and conducted by the people who are being surveyed. Participatory enumeration includes marginalized groups and provides transparency. Data on informal settlements collected through participatory enumerations can then be used for a wide range of land governance purposes: to enable residents to demand their (human and tenure) rights, to improve or secure land tenure, as a base for land readjustment or land sharing, as a base for land use planning, to plan to resettle people in new areas (Payne et al 2014, Wehrmann and Antonio 2015).

Another land tool that is particularly important for responding to land issues in rapidly urbanizing areas is Participatory and Inclusive Land Readjustment (PILaR). This land tool aims to improve urban governance and inclusion in the managing urban growth and densification, and to improve the supply of serviced urban land through a negotiated process. Under the PILaR approach, existing land plots or parcels within an informal settlement, with different owners and claimants, are combined into a single more efficient land use and development layout, with associated infrastructure provision. Local authorities, citizens and groups can articulate their interests, exercise their legitimate rights, meet their obligations, and mediate their differences using participatory approaches under the PILaR processes, mechanisms and institutions. The outcomes may relate to broader economic, social and environmental objectives of city and country or to poverty reduction and equity goals depending on the context in which PILaR is designed and implemented (Wehrmann and Antonio, 2015).

The above tools are just some clear examples. There are other tools, approaches and innovative policies and strategies that are available for urban managers and stakeholders to take on board and apply accordingly considering their local situations and capacities.

Conclusions

As illustrated in the four country case studies in various ways, land tenure issues are very significant at the household level. Despite strong economic growth in the region, many still live in informal settlements, in poverty and with no or less tenure security. When land tenure and property rights at the household level are recognised by government or social institutions, household livelihoods and streams of income are protected against eviction and arbitrary land acquisition. In particular, the most poor and vulnerable benefit. Secure tenure helps protect against eviction, increases household incomes and social recognition, facilitates access to land markets and services, and encourages disaster preparedness and climate change adaptation measures by the household. Households become more resilient.

When secure tenure is provided to all legitimate tenures at scale, household benefits are expanded to the community level and eventually to the national level, and have a critical impact on urban and national development. Secure tenure at scale supports urban and national economic growth, and the nature of this economic growth is affected by the distribution of secure tenure and property rights. Secure tenure also increases tax revenue streams for local and national governments, and helps lift the very poor out of extreme poverty. Secure tenure at scale must also be part of local climate change adaptation and disaster risk reduction responses. When land rights are recorded many people gain an identity and inclusion in social support mechanisms, including post-disaster responses.

If these critical issues regarding lack of tenure security are not addressed we are undermining commitments to a sustainable and inclusive future, and a new urban agenda. The current low levels of tenure security undermines economic growth and revenue to government, increases the impact of development on women and other vulnerable groups, and is likely to lead to continuations of informal settlements as the major type of new urban development.

An outcome of APUF-6 was further clarity that the new urban agenda must address people-to-place dimensions and record people-to-land relationships towards enhancing well-being of cities and citizens. The new urban agenda must also embrace the diversity and complexity in land tenure and property rights, and implement multi-stakeholder and fit-for-purpose solutions.

More responsible governance of land through recognising, recording and respecting all legitimate rights within a continuum of land rights is needed to address poverty, impediments to economic growth, and build resilience in urban areas. This will require governments at various levels to agree on the legitimate tenure types (including within informal settlements) and take steps to recognise, record and respect these tenure types. The continued development of land tools allows the process of recording rights to be achieved at scale using a fit-for-purpose approach to land administration.

The new urban agenda must also promote partnerships, capacity development and knowledge-sharing, particularly in land. Urban and territorial planning was also seen as important with the International Guidelines in Urban and Territorial Planning informing the preparatory process for Habitat III, scheduled for June 2016. Once adopted, UN-Habitat and other development partners will support countries and cities that wish to use the guidelines at national and local levels, draft regulations and test these tools in concrete planning exercises. It is likely that a set of tools could be designed to support development under the International Guidelines on Urban and Territorial Planning (IG-UTP) which will have to be monitored and documented. The guidelines note that implementation of urban and territorial plans require efficient urban management, improved coordination, consensus building, reduced duplication, continuous monitoring and periodic adjustments. It also requires an appropriate legal framework and sufficient capacities at all levels, as well as sustainable financial mechanisms and technologies.

Responsible land administration and management to address the challenges of urbanization in Asia and the Pacific will ultimately require knowledgeable choices. Such choices rest on the ease and affordable access by ALL to appropriate and essential data and information that has both geographic and temporal aspect, that has authority and currency, is comprehensive, freely available, accessible and usable (and re-usable) for informed decision-making, which immediately leads to better and sustainable actions.

Actions that will lead towards responsible land administration and management within a sustainable urban future will need to be multi-stakeholder and multi-disciplinary within a coordinated and collaborative framework. Resultant programs and activities must have clear deliverables, achievable within a specific time frame (deliverables can be progressive, the concept of incremental progress) that contributes to the “whole” and benefits ALL. Invariably, these programs and activities will be localised providing opportunities for inclusion and participation by ALL. A critical success factor for these programs and activities would be capacity development and enhancement. Thus there is a need

to design and deploy trainings, catalytic and capacitating efforts at local levels. Alongside these capacity development and enhancement efforts should be continuing monitoring and mentoring program especially when external resources (such as donor development funding) are involved.

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