

# Sustainable Management of Biodiversity, South Caucasus

## Rapid Status Assessment of Spatial Planning in Georgia



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**Report**

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## Executive summary

The considerable fragmentation, degradation and modification of valuable landscapes, ecosystems, habitats and land resources in Georgia generally are occurring due to lack of effective spatial organization. The pressures on environment and consumption of natural resources by the local communities, private sector and the government are purely managed. The decision making process does not adequately ensure synergy of environmental, economic and social spheres of activities. As a result and as one of the reasons, spatial planning is not introduced in Georgia with its full practical potential.

In these circumstances the advancement of spatial planning in Georgia will be of tremendous importance. Consequently, rapid assessment of the spatial planning in Georgia would help to reveal gaps of legal and policy frameworks, identify institutional weakness and qualify overall constrains and challenges. The status assessment may provide good background orientation for effective intervention of internationally supported programmes in concert with the government efforts.

The objective of the rapid assessment is to clarify status of enabling environment and institutional arrangements for spatial planning in Georgia. In this regard several assessment spotlights are established. The report is on desk review and arranged based on logic of orientation about the status and possible ways of improvement of the spatial organization. The structure of the rapid assessment follows the rational sense of content delivery through descriptive, evaluation and prescriptive components.

The Chapter 2, Defining Spatial Planning is the first part of descriptive component that provide overview of arrays of essence definitions and functional purposes of regional development, territorial/spatial and landscape planning: reflecting on soviet, modern Georgian and international practices with emphasis on EU context. The definitions of spatial planning vary from soviet “flat” purely territorial-instructive and administrative -command governance type to the best Global practice integrated “3D” spatial-regulatory and pro-active participatory governance model. Current Georgian definitions of spatial planning and its components are somewhere in middle.

The chapter 3, Background of Spatial Planning is the second part of descriptive component that outline the past practice of soviet territorial planning, Georgia’s current experiences of spatial organization, some relevant highlights of protected areas and landscape planning, as well as other area based integrated planning disciplines (watershed, costal management, etc.).

Territorial planning in Soviet Union was apparently connected to the total planning routine that predominantly was focused of economic development through industrialization and development of close ties between soviet republics. Territorial planning itself was hierarchical system of multilevel planning exercises comprised of following: (i) general scheme of accommodation -settlement system (population dispersal), (ii) scheme of rayon planning, (iii) project of rayon planning, (iv) general plan of urban settlement, (v) project of detailed planning of subdivision of a settlement, (vi) project of a site development of subdivision of a settlement, (vii) land use plan of rayon and/or specific industrial, agricultural, recreational, etc. zone, (vi) project of rural settlement planning. Major value of soviet experience that worthier to be picked, was related to cyclic planning system, good coverage and inter-consistency of diversified

territorial planning genres with clear hierarchy of details and scales of plans, complete package of planning units and objects.

The modern Georgia's spatial planning system has not inherited strong sides of Soviet experience and has variety of gaps, especially in terms of planning genres and their consistency, scales, objects and implementation. Mandates of authorities are not well defined and encouraged to cooperate. In general available information for planning is pure, data accuracy and compatibility remains problematic.

The main overseeing body in charge of spatial planning is the Ministry of Economy and Sustainable Development's Spatial Planning and Construction Policy Department., the human and structural capacity of which is disproportional. There is state interagency commission authorized to lead the elaboration of first national spatial arrangement scheme, meant to be delivered in 2030.

The implementation of spatial plans is slow. Master plans for the urban development exist for mostly largest cities, the rest of the country's cities and towns still are not managed through master planning. The land use planning is limited with urban settlements while large regions and landscapes are not covered with spatial planning. The importance of environment protection aspect in current spatial planning is not adequately considered in terms of positioning and qualitative and quantitative techniques.

Currently the spatial planning in Georgia is governed with the provisions of the Law of Georgia on Foundation of Spatial Planning and Urban Development. The law sets the planning levels and types, territorial units of spatial planning focus and institutions responsible for spatial planning. At the national territory of Georgia and the territories of its autonomous republics the spatial planning includes development of the general scheme of spatial planning of Georgia and the schemes of spatial planning of the Abkhazia and Ajara autonomous republics. At the next, district (rayon) level the planning involves elaboration of spatial-territorial development plan of the district (rayon). At the level of settlements spatial planning rather means urban planning of cities, towns, communities, villages and includes development of land use master plan and subsequently more detailed – urban development regulation plan. The last type of planning exercise is actually authorized to influence issuance of construction and landscaping permits.

Formal registration of spatial data is delegated to the legal entity of public law, National Agency of Public Registry of the Ministry of Justice. Although two other legal entities of public law of the Ministry of Economy and Sustainable Development such as National Agency of State Property, and Technical and Constructions Supervision Agency are authorized to prepare, collect and disseminate information. Part of the spatial data is public and some of the detailed information is commercial, but free for government agencies. Nevertheless, the data collection, coordination, consistency and accuracy for valued spatial planning deliverables are problematic. Although there is specialized interagency commission to initiate and address process for data improvement.

There are the other area based management practices in Georgia such as regional development planning, protected areas management, integrated coastal zone management and integrated natural resource management in watersheds. These practices have very important

common attribute which is focusing on environmental units as planning object. The protected areas planning is the most advanced in actual practice

The spatial planning in Georgia at some extent is positively affected and most probably will be more significantly influenced by Global and European trends and innovations in spatial planning and regional development. Since Georgia entered into the Association Agreement with EU (AA), several guiding practices characterizing European Union countries have become considerable for the country. The comprehensive focus on environmental and biodiversity values in sustainable development at variety of territorial levels are one of the relevant provisions of AA.

Another important International enabling instrument for best practice spatial planning in Georgia is the European Landscape Convention, which is the first international treaty exclusively dedicated to relevant aspects of European landscape. It applies to the entire territory of the Europe and covers natural, rural, urban and peri-urban areas. It focuses on both outstanding landscapes as well as everyday or degraded landscapes. The Convention is aimed at: the protection, management and planning of all landscapes and raising awareness of the value of a living landscape. There are UN and other International assistance instruments that certainly have and will have positive impact on spatial planning development in Georgia. This assistance puts emphasis on the need to establish a shared vision and consistent direction for spatial development based on the efficient use of resources, good governance, public-private partnerships, and effective decision-making with regard to investments.

The chapter 4, Common Status of Spatial Planning is evaluation component that identifies status of spatial planning in Georgia. The trends of legal policy frameworks are highlighted, the capacity of relevant institutions are assessed, and emerging issues and challenges are revealed.

Current spatial planning legislation framework in general and particularly the "Law on Basis of Spatial Arrangement and Urban Development" is inflexible and insufficient to enable spatial planning in Georgia. The disproportional and hierarchy pure arranged system of planning objects (national territory level immediately followed with district/municipal territory and settlement level objects). Legally, the regions are not considered as the objects of spatial planning that excludes chance for integration of landscapes, watersheds and other ecological units in integrated spatial organization.

Because of certain recognition of insufficiencies of current legislation there are trends of initiating and drafting of new legislation and amendments. In this regard the most relevant draft laws are: "Georgia's Spatial Planning and Construction Code" and "Law of Georgia on Regional Development Policy and Planning". The new draft law, "Georgia's Spatial Planning and Construction Code", is supposed to improve legal provisions of existing legislation and support its harmonization with the EU and international legal principles. In this regard particularly important is to reach the compliance with the Aarhus and the Espoo conventions, as well as the EU 2001/42 / EG, 305/2011 / EG and 2010/31 / EU Directives. The strongest innovation of the draft code is more orderly hierarchy of spatial planning levels, but the best part of the novelty is the introduction of trans-municipal spatial planning. This instrument could be used for more effective adaptation of the best practices of spatial planning in Georgia. According to another legal initiative, such as the draft "Law of Georgia on Regional Development Policy and Planning", some problematic legal provision might be introduced. The draft law puts

environmental protection sphere below of economic and social priorities while inadequately intruding in the system of spatial planning levels. Regardless the fact that the initiation and design of the draft law is justified and referenced with the national action plan for implementation of AA, there are misconceptions and very important deviations from EU best practices. There is definite controversy with EU cohesion policy mentioned as the reference for regional/spatial development in Georgia. Moreover, the top spatial planning document, National Spatial Arrangement Scheme, is not considered as primary document, but National Social-economic Development Strategy of Georgia.

The capacity of relevant institutions involved in spatial planning is insufficient. The skillful subject experts of complex territorial planning of older times have not been mobilized. Institutions on their part are not adequately structured, staffed and equipped. The quality of relevant information is pure and the proper generation, collection and management of data are the great challenge. There are deficiencies and lack of complete set of components of the capacity that are necessary for governance and management of spatial planning at local level.

There is substantial variety of emerging issues and challenges related to spatial planning development in Georgia some of which are determined by the objective causes and some are associated with subjective misjudgments of the decision makers. In general emerging issues of spatial planning development in Georgia are associated with the loss of the best findings of late soviet era and insufficient introduction and delays with approximation and adaptation of the best Global and European practices of spatial planning as we as rooted in ignorance of centuries old historical experiences of sustainable living at variety of bio-geographic conditions of Georgia. The range of challenges are determined by incomplete levels of planning genres, hierarchy of units, duration inconsistency and metallization of spatial plans, as well as absence of a land use planning at large territorial level. The lack of comprehensiveness in current spatial planning approach is related with inadequate consideration of environmental carrying capacity, ecological integrity, biological diversity conservation needs and natural resources consumption limits. Moreover, a fundamental of sustainable development, which is the equitable contemplation of environmental, economic and social spheres, is not the superior principal of current spatial planning in Georgia. The unsatisfactory spatial planning capacity of the responsible institutions at all levels is one of the critical challenges, but it is the more dramatic at the local municipal level. The spatial data management, accuracy and value, as well as public access to spatial information, its dissemination and free flow are not properly provided causing the pure outputs of spatial plans. There is specific emerging issue of synergy between spatial planning and other integrated planning instruments (landscape planning, protected areas planning, integrated costal and watershed planning) that have spatial nature and that currently are viewed as standalone planning disciplines, is the definite challenge. Furthermore, if the gaps and insufficiencies of modern legal and policy framework are not effectively addressed in the new initiatives of the legislation, another wave of problematic issues and challenges will occur.

The chapter 5, Towards Effectiveness is the prescriptive component that draws potential response to the challenges of spatial planning. It contains synthesis of recommendations and suggestions expressing author's professional opinion on perspective of improvement of the spatial planning in Georgia.

To address the emerging issues and challenges of spatial planning in Georgia there are 10 thematic packages with 28 topics of recommendation and author's expert suggestions including:

prerequisite and facilitating recommendations; recommendations on fulfillment of international obligations and approximation and adaptation of the best practices; recommendations on advancement of spatial planning paradigm; recommendations on comprehensiveness and realization of sustainable development principals; recommendations on capacity development; recommendations on data; recommendations on synergies with other area based planning; recommendations on legal and policy framework; as well as suggestions on employment of advantages of outstanding traditions and historic-experience of sustainable living ; suggestions on broad application of protected areas know-how. The recommendations and suggestions could assist with overall orientation on needed interventions and effective solutions. It may provide rational guidance to future in depth studies and projections aiming fundamental enhancement of spatial planning in Georgia.

Rapid status assessment of spatial planning in Georgia, as the on desk overview, has been conducted based on available background information, opinions collected from interviews with few selected individuals and author's expert judgment.

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## 1. Introduction

The considerable fragmentation, degradation and modification of valuable landscapes, ecosystems, habitats and land resources in Georgia generally are occurring due to lack of effective spatial organization. The pressures on environment and consumption of natural resources by the local communities, private sector and the government are purely managed. The decision making process does not adequately ensure synergy of environmental, economic and social spheres of activities. As a result and as one of the reasons, spatial planning is not introduced in its full practical power.

In these circumstances the advancement of spatial planning in Georgia will be of tremendous importance. Consequently, assessment of the spatial planning in Georgia would reveal gaps of legal and policy frameworks, identify institutional weakness and qualify overall constraints and challenges. The status assessment will provide good orientation for effective intervention of internationally supported programmes in concert with the government efforts.

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This chapter 3, Background of Spatial Planning is the second part of descriptive component that outline the past practice of soviet territorial planning, Georgia's current experiences of spatial organization, some relevant highlights of protected areas and landscape planning, as well as other area based integrated planning disciplines (watershed, costal management, etc.)

This chapter 4, Common Status of Spatial Planning is evaluation component that identifies status of spatial planning in Georgia. The trends of legal policy frameworks are highlighted, the capacity of relevant institutions are assessed, and emerging issues and challenges are revealed.

The chapter 5, Towards Effectiveness is the prescriptive component that draws potential response to the challenges of spatial planning. It contains synthesis of recommendations and suggestions expressing author's professional opinion on perspective of improvement of the spatial planning in Georgia.

Assessment is the general desk study and content is verified only with available background literature. Although study is complimented with some additional information derived from interviews with selected individuals.

## 2. Defining Spatial Planning

This Chapter (2) is the descriptive overview of arrays of essence definitions and functional purposes of regional development, territorial/spatial and landscape planning: reflecting on soviet and modern Georgian and international practices with emphasis on EU context.

### 2.1 Past (Soviet) Definition of Territorial Planning

Soviet urban, architectural and landscape architectural theory and practice differentiated structural/volume architectural design and territorial planning. Territorial planning evolved from town (settlement) planning and were consisted of a schemes of accommodation (system of settlements, kind of distribution of populated areas, all components and elements of built environment on the entire territory of country), “complex rayon planning”(regional development), land use plans, general plans of towns and agglomerations, detailed plans of city centers, development plans for residential, industrial and recreational zones of cities, as well as general plans for areas of special interest, such as territories of military and other publicly inaccessible and/or limit access land use zones, nature reserves, etc. In this system of territorial planning the rayon planning was one of the most obvious genres of integrated territorial/spatial planning focusing on large administrative-territorial units. Land (use) management projects, and projects of industrial complexes, general plans of cities, small towns, villages and other rural areas were part of territorial planning but at the lowest territorial level (micro level}. The land (use) management planning was the system of planning measures for the organization of land (territory) as the means of production. The object of the land management planning project of large agro industrial complexes could have been part or entire territory of administrative rayon (district). Land management plan was precisely identifying boundaries between different land uses and upon approval was legally demarcating them as the rayon planning projects were only authorized to provide broader blue print zoning for territorial functional division of land. Therefore furthermore in this report rayon planning system is reviewed as most important soviet experience of spatial planning.

**Soviet definition of the purpose of integrated (complex) rayon planning was :** "The objective of rayon planning is the most rational solution of territorial-economic arrangements in a unit of the projected rayon, the formation of its architectural-planning structure and functional zoning in order to ensure optimal conditions for development of industrial production, urban development, nature conservation and improvement of the environment, preservation of material cultural monuments influenced by effective and integrated use of natural, economic and human resources ".... (see Appendix I)

### 2.2 Current Scope and Definition of Spatial Planning in Georgia

The formulations of definitions are based on formal legal and policy framework sources and contain variety of planning levels and types:

**The spatial arrangement is:** - The synergy of conditions and processes for the formation of the physical environment and Infrastructure, determined through integration of legislation and

policy of the state and local sectors, spatial planning documents, combined with the activities of individuals and legal entities

**Accommodation - system of settlement is-** the distribution of population, economic and other activities on the territory of the country, Abkhazia and Adjara autonomous republics,

**Spatial-territorial planning is-** an activity that regulates the use of urban and non urban areas, land- use, development and amenities, the environment and cultural heritage, recreation space-territorial terms, transport, engineering and social infrastructure, as well as the spatial aspects of economic development and territorial aspects of system of settlements

**Land-use planning is-** the activity that determines the land use purpose type, intensity and conditions predominantly through zoning method.

### 2.3 Model (Best Practice) Scope and Definition of Spatial Planning

**European definition** In 1999, a document called the **European Spatial Development Perspective (ESDP)** was signed by the ministers responsible for regional planning in the EU member states. Although the ESDP has no binding status, and the European Union has no formal authority for spatial planning, the ESDP has influenced spatial planning policy in European regions and member states, and placed the coordination of EU sectoral policies on the political agenda.

At the European level, the term **territorial cohesion** is becoming more widely used and for example is mentioned in the draft EU Treaty (Constitution) as a shared competency of the European Union; it is also included in the Treaty of Lisbon. The term was defined in a "scoping document" in Rotterdam in late 2004 and is being elaborated further using empirical data from the ESPON programme [6] in a document entitled "The Territorial State and Perspectives of the European Union".[7] At the minister's conference in May 2007 in Leipzig, a political document called the "Territorial Agenda" was signed to continue the process begun in Rotterdam, revised in May 2011 in Godollo.

Landscape Planning in Europe (EU and other European Council Countries) is the organic part of the spatial organization focusing on landscape level units rather than administrative divisions. **Landscape planning is:** devoted to all aspects of European landscape. It applies to the entire territory of the Parties and covers natural, rural, urban and peri-urban areas. It concerns landscapes that might be considered outstanding as well as everyday or degraded landscapes. The landscape planning is focused on protection, management and planning of all landscapes and raising awareness of the value of a living landscape.

**Spatial planning** is more complex than simple land-use regulation. It addresses the tensions and contradictions among economic development, environmental and social spheres. The key role of spatial planning is to promote a more rational arrangement of activities and to reconcile competing policy goals. The scope of spatial planning greatly differs in European countries, but there are similarities as well. In most of cases, spatial planning is concerned with identifying long and medium term development priorities for planned territories.

The Compendium of European Spatial Planning defines **spatial planning** as methods used largely by the public sector to influence the future distribution of activities in space (European Commission, 1997). The Compendium states that spatial planning is undertaken with the aims of creating a more rational territorial organization of land uses and the linkages between them, to balance demands for development with the need to protect the environment and to achieve social and economic development objectives. It embraces measures to coordinate the spatial impacts of different sectoral policies to achieve a more even and adequate distribution of economic development between regions than would otherwise have happened due to chaotic market forces, and to regulate the conversion of land and property uses. In the United Kingdom, the Government defines **spatial planning** as going beyond traditional land-use planning to integrate policies for the development and use of land with the other policies that influence both the nature and function of places. This includes policies that can impact on land use but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means (United Kingdom Office of the Deputy Prime Minister, 2005). In Slovenia, **spatial planning** is defined in the 2002 Spatial Planning Act as an interdisciplinary activity involving land use planning, determining the conditions for the development and location of activities, identifying measures for improving the existing physical structures and determining the conditions for the location and execution of planned physical structures (Slovenian Ministry of the Environment, Spatial Planning and Energy, 2002).

### 3. Background of Spatial Planning

This chapter (3) is descriptive outline (synopsis) of historical practice of soviet territorial planning, Georgia's current experiences of spatial organization, some relevant highlights of protected areas and landscape planning, as well as other area based integrated planning disciplines (watershed, costal management, etc.)

#### 3.1 Territorial Planning in Soviet Union

Territorial planning in Soviet Union was apparently connected to the total planning routine that predominantly was focused of economic development through industrialization and development of close ties between soviet republics. Territorial planning itself was hierarchical system of multilevel planning exercises comprised of following: (i) general scheme of accommodation -settlement system (population dispersal), (ii) scheme of rayon planning, (iii) project of rayon planning, (iv) general plan of urban settlement, (v) project of detailed planning of subdivision of a settlement, (vi) project of a site development of subdivision of a settlement, (vii) land use plan of rayon and/or specific industrial, agricultural, recreational, etc. zone, (vi) project of rural settlement planning.

As it was discussed above complex rayon planning genre of territorial planning was the most integrated planning instrument focusing on large territorial units and therefore was the most relevant to spatial planning history. The complex rayon planning had two levels of planning. The first level was the scheme of rayon planning used for larger administrative territorial units such as economic regions and second level with more details, was the project of rayon planning focusing on administrative rayon within the economic region.

Rayon planning design had been developing over the time and at the end of late eightieth of last century, when Soviet Union regime became more liberal, first time evolved till the level of more integrated planning and certain tolerance to environmental protection requirements. By that time the methodological technique used for rayon planning was fourfold and comprised of: (i) complex attitude (ii) land based and urban development center of attention, (iii) systems approach and (iv) bio-ecological screening. The structure and design process used for both levels of rayon planning projects was going through of: (a) analysis of territory, environmental conditions and natural resources, (b) analysis and prognosis of population dynamics, human resources and industries, (c) analysis and prognosis of social services,(d) analysis and prognosis of utility infrastructure, (e) analysis and prognosis of settlement system, (f) design of perspective territorial planning structure and spatial organization of territorial units (economic region and/ or administrative rayon), (g) economic development consideration, (h) environmental protection (including historic preservation) considerations, (i) basic directions for implementation and referencing of rayon planning project.

Each project of rayon planning had specifically defined goals and objectives, clarification of place in overall planning system and connections with economic and territorial planning of the country. Dependent on the level of the rayon planning, projects provided rational on objects of planning.

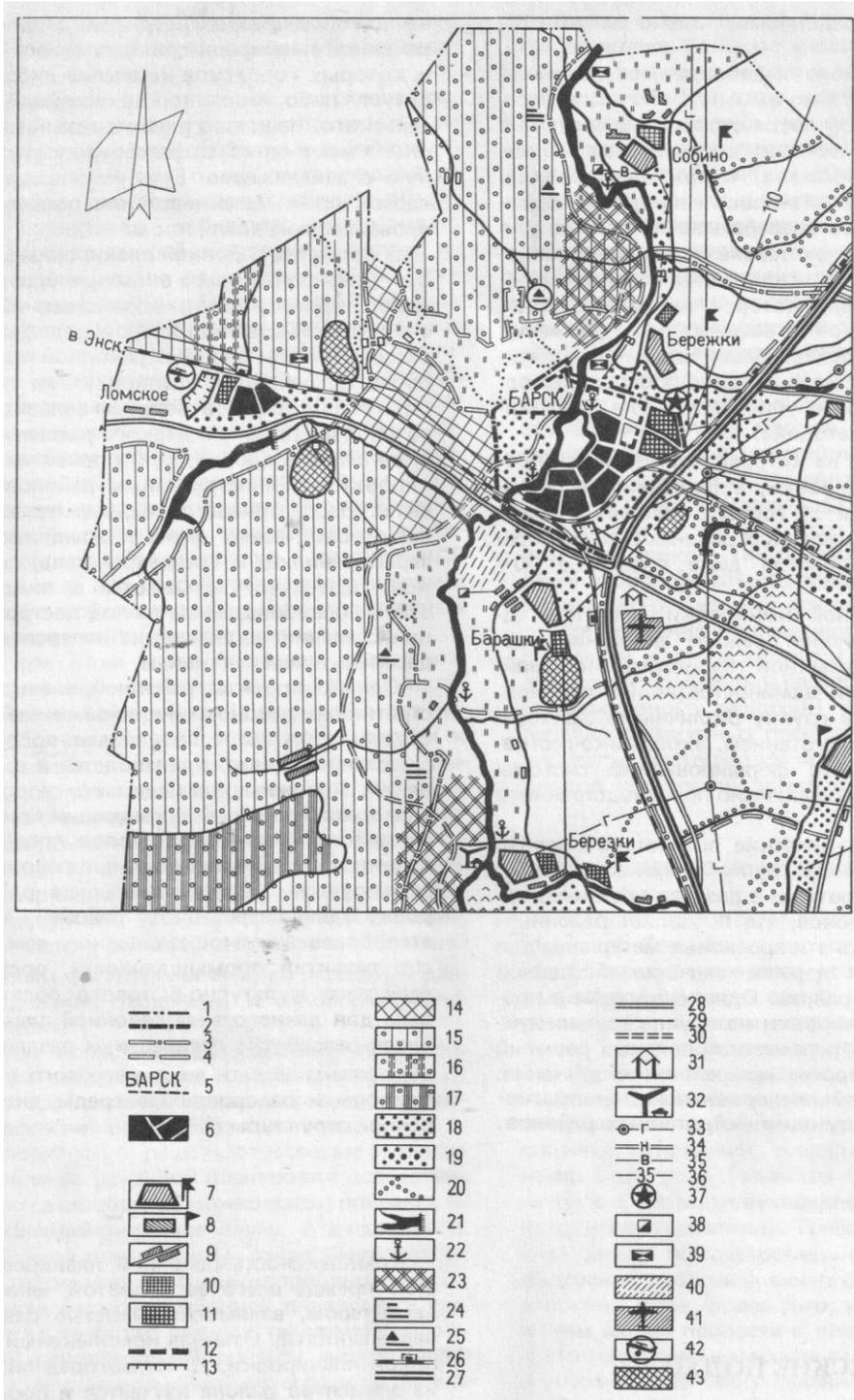
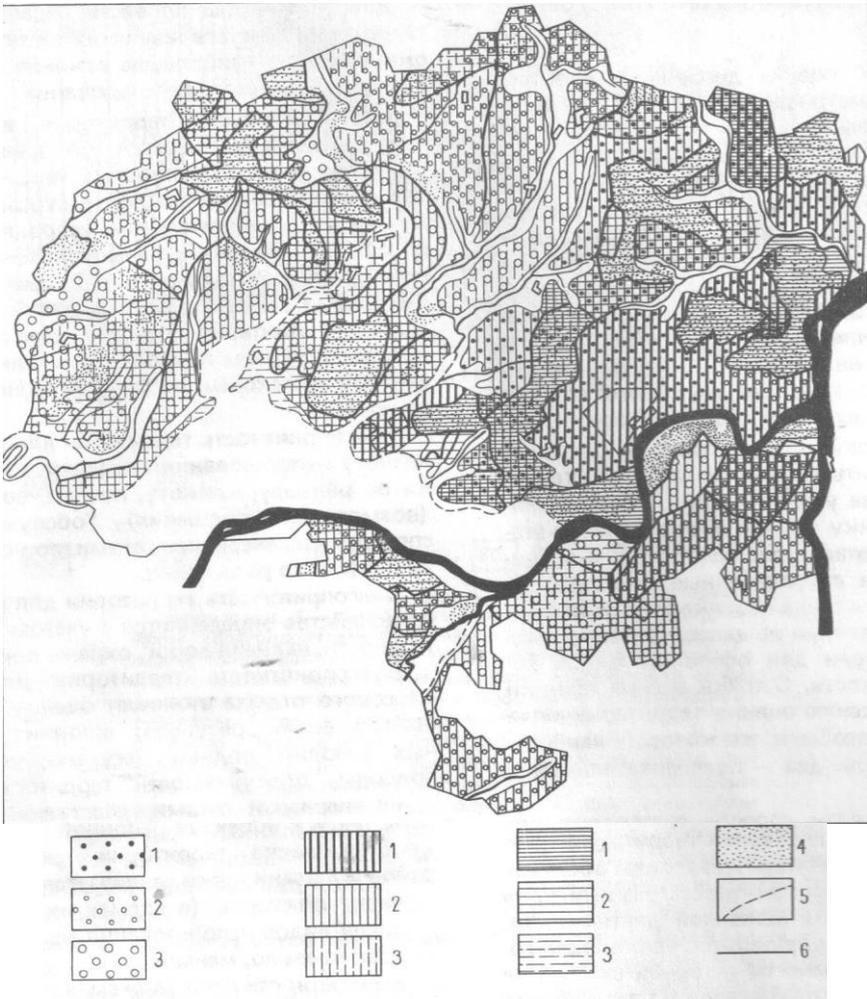


Figure 1: Example of rayon planning project (detail of the project)

1 - border of the rayon; 2 - boundary of urban land; 3 - border of collective farms (state farms); 4 - border of industrial site; 5 - Center of the rayon; 6 - cities and towns; 7 - central villages of collective farms and state farms; 8 - developing villages; 9 - least perspective villages that were maintained for the planning timeframe of rayon plan : 10 - territory of agricultural enterprise 11 - territory of industrial enterprise 12 - the boundary of the reserved territory for agricultural production; 13 - the boundary of the reserved territory for industrial production; 14 - land reserved for other state purposes; 15 - forest; 16 -rest nursery ; 17 - nature reserves ("zapovednik"); 18 - orchard; 19 - orchard nursery; 20 - windbreaks and erosion control plantations. 21 - artificial lacks and water reservoirs, 22 - piers, 23 - recreation zones; 24 - recreational lodges; 25 - Pioneer (youth) camps and holiday houses; 26 - railways and stations; 27 - road of soviet union importance; 28 - road of soviet republic importance; 29 - road of local importance; 30 - park road; 31 - motels; 32 - camping sites; 33 - gas pipelines and gas distribution stations; 34 - oil pipelines; 35 - water pipelines and canals; 36 - power transmission line; 37 - power plant; 38 - open water collection stations : 39 - water treatment facilities; 40 - drained area; 41 - airport; 42 - airport landing stripes ; 43 - fields of mineral resources

Complex assessment of the planned territorial unit was the important start up part of the rayon planning exercise. The complex assessment included evaluation of natural conditions and resources covering geological structure and minerals, steepness, altitudes and fragmentation of physical relief, surface and underground hydrologic network, soils, plant cover and animals and other biological components. The assessment meant to be summarized in (first step) overall evaluation of the territory from the standpoint of natural conditions and resources. Next assessment focus was on anthropogenic conditions including availability and quality of transport, energy and other supply and utility grids and networks. The assessments of natural and anthropogenic conditions and resources were summarized in (second step) complex assessment. The results of complex assessment were verified with additional social criteria and the through integrated process, demographic capacity of the territory was identified. These assessment steps were supposed to provide pre-design support for planning of territorial functional zones and next territorial planning exercises.

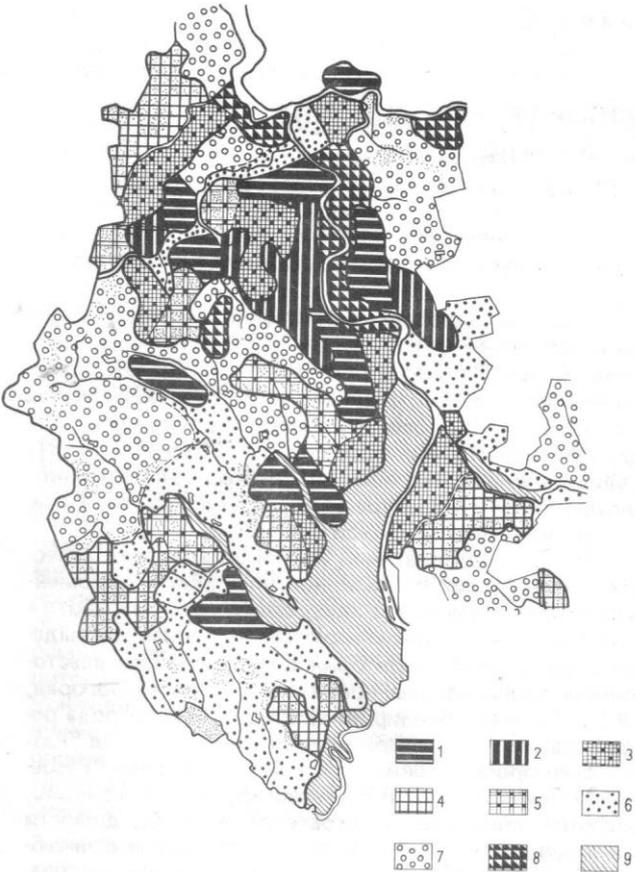


**Figure 2: Complex (combined) assessment of the territory by the main types of use:**

**1 – favorably suitable; 2 – partially suitable; 3 - unsuitable; 4 - forests; 5 - flood zone; 6 - boundaries of areas assumed equal through combined assessment**

The functional zoning and territorial planning stage of rayon planning projects were aiming rationalization of territorial distribution and development of population/manpower and industries. The planning of industrial development was determined by the most important

trends and factors influencing the location of industries. General issues of energy and power supply in the schemes and projects of regional planning were addressed adequately. Territorial organization of transport, the trends of development in transport links and modes of transport was important part of the planning. The certain criteria of quality and efficiency for transport systems and network were applied. Integrated use of water resources was one of the territorial planning considerations. Importance of water resources and their influence on the development of the production potential was recognized. Territorial aspects of water supply and its quality/sanitation in rayon planning was significant topic. Territorial planning of agricultural production and forestry was supposed to be coordinated by general development and agro-industrial integration principles. The territorial arrangements supporting construction industry were considered as support factor for development of other industries, as substantial component itself. The trends of formation of the construction industry determining the needs for construction material and technical resources, placement, composition and density of the construction production, were assumed to be important consideration for complex territorial planning. The pattern of proposed location of industries was designed through territorial –industrial units (TIU).

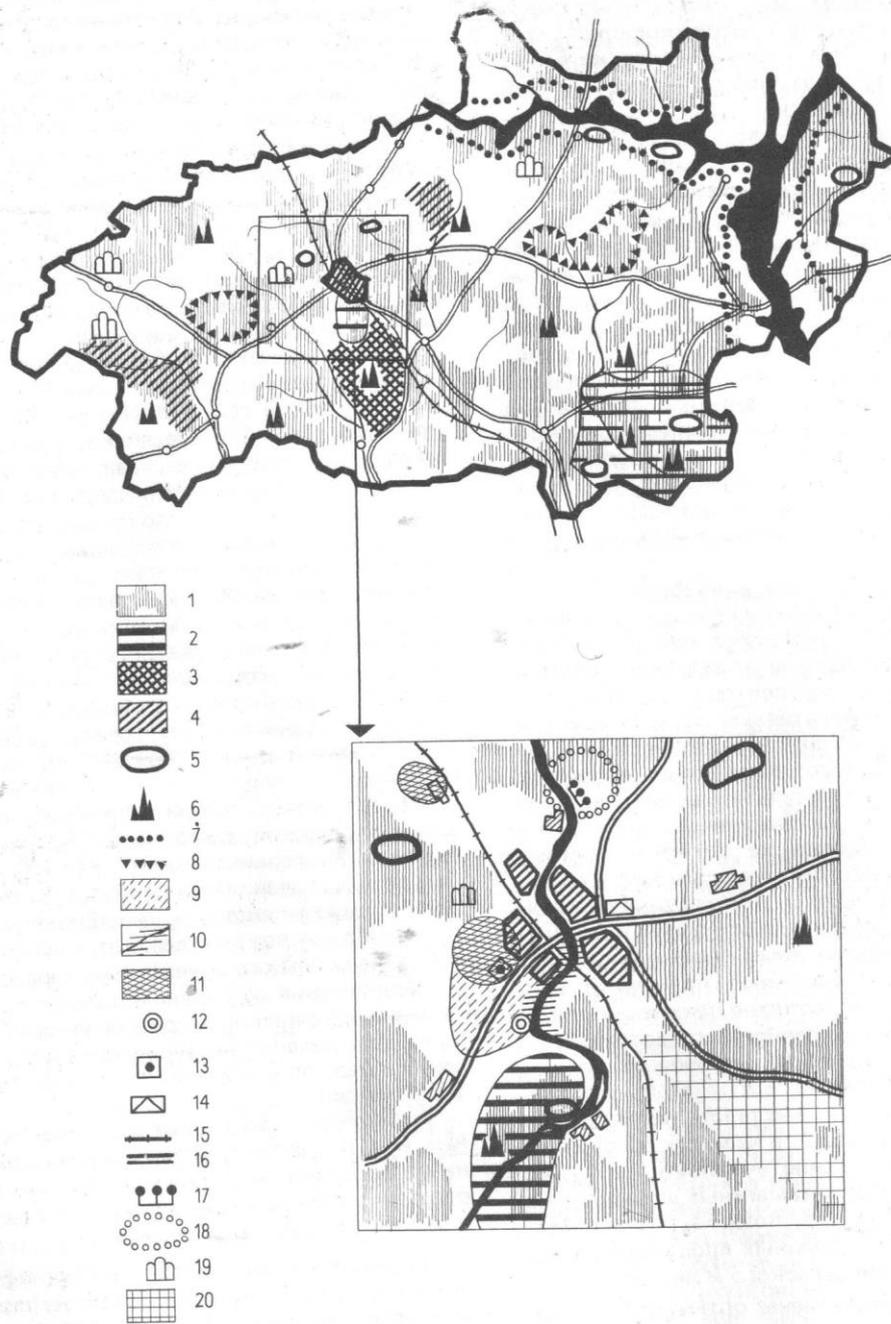


**Figure 3: Functional zoning of the scheme of rayon planning (group of administrative rayons)**

**Zone of lands predominantly planned for urban development: 1 – civil construction; 2 – industrial construction;**  
**Zone of territories predominantly planned for recreation: 3 - short term recreation; 4 - long term recreation of adult; 5 - long term recreation of children;**  
**Zone of lands predominantly planned for agriculture: 6 - livestock; 7 - crop production; 8 – zone of protected natural landscape; 9 – flooded territories**

The territorial planning stage of rayon planning projects was addressing needs of territorial provision for social services including healthcare, scientific services, cultural and educational spheres. The development of leisure, tourism and recreation services were taken in consideration as well. The influence of socio-cultural factors on the formation of centers of settlement systems and urban development in general, was recognized during exercising the territorial planning. Thus, the attempts to address issues of social and cultural spheres in the schemes and projects of rayon planning were at some extend in place.

Environmental protection section of prospective planning part included the subsections, preparation of which were conducted in both, parallel and interlinked way. The focus of environmental protection planning was put on: maintenance of general ecological characteristics of planned area, protection of air quality, protection of surface water and groundwater, protection of soils and restoration of degraded lands, improvement of the sanitary-epidemiological conditions, protection of the environment from the impact of hazardous noise, electromagnetic and thermal pollution (usually It was part of projects of rayon planning), protection of vegetation and formation of green spaces, protection of fauna, development of a system of protected areas, preservation and improvement of the landscape, planning of ecological zones. Rayon planning authorities were instructed to develop the environmental protection section through analytical, modeling and planning phases. That would consider the state of the environment and identify existing imbalances and shortcomings in the state of environment as a whole and its individual components and situation in consumption of natural resources. Synthesizing of prognosis on impact of the prospect economic and social development on the environment and its individual components within the planned area was also part of modeling phase. The final phase included design of environmental zoning in response to problematic situations that would arise in different parts of the planned territory. Development of a system of specific activities and projects for environmental protection with identification of funding needs and implementing government institutions in some exceptional cases was a part of this phase.



**Figure 4: Environmental protection in rayon planning**

1 - forests; 2 - natural park; 3- nature reserve (“zapovednik”); 4 – reserve (“zakaznik”); 5 – preserved landscape; 6 - natural monuments. 7 - water protection zones; 8 – hunting farms; 9 - areas with high potential for air pollution; 10 - sections of rivers with high potential for water pollution; 11 - sanitary protection zone of production enterprises; 12 - treatment facilities; 13 – waste burning facility; 14 - landfill; 15 - Railway; 16 - road; 17 - water intake facilities; 18 - sanitary zone of water supply system; 19 - monuments of material culture; 20 - recuperation site

The major output of the schemes and projects of rayon planning were forecasting on prospective types and forms of settlement systems and spatial-planning structures of planed

territory. Planning organization of the planned territory included the development of layout on spatial structure and functional zoning, selection of territories for development of industrial and civil construction, allocation of reserved lands for development, the spatial organization of inter-settlement cultural and community services and recommended structures of service centers, spatial organization of mass recreation, spa services and overall tourism-recreational territorial system, perspective location of objects of wider state economic profile, architectural and aesthetic issues of planning organization of the territory including aesthetic design of visual landscape character of the area.

The last part of the schemes and projects of rayon planning included ways of their implementation and perspective methods for improvement of effectiveness of rayon planning such as application of software-oriented approach for introduction of innovative digital technologies in performing specialized spatial assessment and planning exercises.

In General, apart specific deficiencies of Soviet spatial planning, such as disproportional focusing on industrial and urban development, the major weakness still was related to the lack of comprehensiveness caused by stand alone approach to the territorial aspect of economic, social and environmental spheres while actual financial-economic planning was separate exercise beyond of rayon planning. At some extend this could had been a reason of very low degree of implementation of rayon planning outputs.

Another fundamental weakness was the inaccuracy of spatial data. Soviet authorities intentionally were distorting base topographic maps generated from precise spatial and aerial photos of high resolution and even access to such incorrect topographic resources were extremely complicated for planners not mentioning about complete bun on public disclosure of such information. Although, at the end of soviet era, on the top of evolution of soviet rayon planning “technology”, it reached very interesting call of integrated management and even sustainability that historically never had chance of practical testing or real implementation.

Finally soviet experience lied down good professional prerequisite for spatial planning in Georgia upon regaining of independence. Major value of soviet experience was related to cyclic planning system, good coverage and inter-consistency of diversified territorial planning genres with clear hierarchy of details and scales of plans, complete package of planning units and objects (see Appendix II).

### **3.2 Practice in Georgia**

The modern Georgia’s spatial planning system has not inherited strong sides of Soviet experience and has variety of gaps, especially in terms of planning genres and theirs consistency, scales, objects and implementation. Mandates of authorities are not well defined and encouraged to cooperate. In general available information for planning is pure, data accuracy and compatibility remains problematic.

The main over sighting body in charge of spatial planning is the Ministry of Economy and Sustainable Development’s Spatial Planning and Construction Policy Department., the human and structural capacity of which is disproportional. There is state interagency

commission authorized to lead the elaboration of first national spatial arrangement scheme, meant to be delivered in 2030.

The implementation of spatial plans is slow. Master plans for the urban development exist for mostly largest cities, the rest of the country's cities and towns still are not managed through master planning. The land use planning is limited with urban settlements while large regions and landscapes are not covered with spatial planning.

The importance of environment protection aspect in current spatial planning is not adequately considered in terms of positioning and qualitative and quantitative techniques.

### 3.2.1 Enabling Environment for Spatial Planning

Currently the spatial planning in Georgia is governed with the provisions of the Law of Georgia on Foundation of Spatial Planning and Urban Development. The law sets the planning levels and types, territorial units of spatial planning focus and institutions responsible for spatial planning.

The spatial planning levels and types are:

At the national territory of Georgia and the territories of its autonomous republics the spatial planning includes development of the general scheme of spatial planning of Georgia and the schemes of spatial planning of the Abkhazia and Ajara autonomous republics.

At the next, district (rayon) level the planning involves elaboration of spatial-territorial development plan of the district (rayon)

At the level of settlements spatial planning rather means urban planning of cities, towns, communities, villages and includes development of land use master plan and subsequently more detailed – urban development regulation plan. The last type of planning exercise is actually authorized to influence issuance of construction and landscaping permits.

These spatial planning types are hierarchically interrelated and have to be consistent to each other. Consequently the plans are endorsed at different levels. The general scheme of spatial planning of Georgia shall be adopted through decree of highest authority of countries executive power. While approval of land use master plans and urban development regulation plans are up to self-governing municipalities of districts and some cities (earning relevant legal power).

Structure of Territorial units of spatial planning focus in modern Georgia reflects some of soviet legacy and is determined by transitional realities. The units are: National territory, territory of autonomous republics (Abkhazia and Adjara), capital city, 60 municipalities, and 12 cities with local governments. There are 9 regions (at large coinciding with former soviet Georgia economic regions) nominated through subsidiary act (presidential decree) and therefore are not authorized with self-governing power. Although there is critical constitutional assumption on completion of territorial political structure of Georgia bound with factual reintegration of breakaway regions.

The institutions responsible for spatial planning are: (a) the government of Georgia through its authorized executive branch agencies (see Appendix III), autonomous governments of Abkhazia and Ajara through its authorized agencies; (b) local self-government (government) bodies through the authorized services. In order to ensuring uniformity process and consistency of planning deliverables, the institutions authorized for spatial planning are at the same time responsible for oversight and monitoring planning practice.

Formal registration of spatial data is delegated to the legal entity of public law, National Agency of Public Registry of the Ministry of Justice. Although two other legal entities of public law of the Ministry of Economy and Sustainable Development such as National Agency of State Property, and Technical and Constructions Supervision Agency are authorised to prepare, collect and disseminate information. Part of the spatial data is public and some of the detailed information is commercial, but free for government agencies.

Nevertheless, the data collection, coordination, consistency and accuracy for valued spatial planning deliverables are problematic. Although there is specialized interagency commission to initiate and address process for data improvement (see Appendix IV).

### 3.2.2 Other Area Based Planning Practices

There are regional development planning attempts that at some extent contain spatial planning attributes. In this regard trend for development of regional development strategies focusing on regions are in place. The significant numbers of such strategies are covering economy and infrastructure, agriculture, environment and natural resources, and social sector development aspects, are containing sections with identified sectoral priorities for the regions and have to be officially approved by the Government of Georgia.

Protected areas planning experience and inspiring spatial planning attributes introduced in to sustainable development, mainstream biodiversity conservation at production landscapes and area based governance and management sphere in general.

The attributes include: (1) multi level spatially spread and ecologically sound planning coverage: (i) at the national level through protected areas systems planning; (ii) at a regional level through optional protected areas management guidelines; and (iii) at particular biodiversity hot spots and areas of high ecological significance through comprehensive and/or general management plans. (2) comprehensive consideration of relevant background information on environmental (incl. biotic abiotic, etc.), historic-cultural, social and economic spheres; (3) flexible synergy of international best practices, national level scientific-technical capacity and local level centuries old experience of sustainable living; (4) diverse governance model combining central, regional and local municipal and community levels; (5) wide inclusive rights holders and stakeholders participatory planning and review style; (6) effective combination of considerations about status of values and threats, vision and objectives, strategies and operation, flow of processes and budgeting, monitoring/evaluation and reaching outcomes. As the consequence and at the contrary to other area based planning instruments, protected areas planning model appeared to be unique combination of statutory framework, territorial arrangement, manpower competences, financial considerations.

Regardless of persisting critical gap in national protected areas system planning (there is framework legal requirement for having one) the government is still planning to undertake some efforts for development of protected areas network through designation of PAs of Category V and VI connecting other I-IV categories to insure ecological connectivity and fulfillment of mainstream conservation goals in production landscapes.

On another note, other attempts for introduction of integrated approach in spatial organization of some environmentally defined units were integrated coastal zone management and integrated natural resource management in watershed.

Introduction of integrated coastal zone management approach was supported by the World Bank and GEF at the end of 20<sup>th</sup> and beginning of 21<sup>st</sup> century. The efforts for standalone promotion of integrated coastal zone management legislation in conditions when country was lacking spatial planning legislation in general have not succeeded.

Sustainable watershed management and integrated natural resource management in watersheds initiatives commenced with rapid assessment of river basins (watershed) natural resources and ecosystems and at selected pilot municipalities developed integrated natural resource management plans.

Proposed attitude implied development of integrated natural resource management plans in a watershed context for four pilot watershed areas of Alazani-Iori and Rioni River Basins and implementation of these plans through small grants program. More specifically, INRM models have been introduced in following pilot areas: Alazani Upper Watershed Area – Akhmeta and Telavi municipalities, upper Rioni watershed area – Oni and Ambrolari municipalities, lower Alazani-Iori pilot watershed area – Dedoplistskaro municipality and Lower Rioni Watershed Area – Senaki and Khobi municipalities, including Rioni Delta in Rioni.

Additionally, few more donors assist Georgia with integrated development at relatively large territorial (landscape) level. In this regard KFW/WWF eco-corridor initiative might create positive incentives for the perspective of spatial planning approach in Georgia.

### 3.3 External Facilitation

Observably, the perspective of spatial planning in Georgia would be significantly influenced by Global and European trends and innovations in spatial planning and regional development.

#### 3.3.1 European Union Mechanisms

Since Georgia entered into the **Association Agreement with EU (AA)**, several guiding practices characterizing European Union countries have become considerable for the country. The comprehensive focus on environmental and biodiversity values in sustainable development at variety of territorial levels are one of the relevant provisions of AA.

“The Parties recognize the importance of ensuring the conservation and the sustainable use of biological diversity as a key element for the achievement of sustainable development, and reaffirm their commitment to conserve and sustainably use biological diversity, in accordance

with the Convention on Biological Diversity and other relevant international instruments to which they are party.” Based on that Georgia is committed for close cooperation with EU at the regional and global levels with the aim of promotion of the conservation and the sustainable use of biodiversity in natural and agricultural ecosystems, including species, habitats, protected areas and genetic diversity; as well as the restoration of ecosystems and habitats, and the elimination and the reduction of negative environmental impacts from the use of natural resources and ecosystems.

The AA includes also regional development, cross-border and regional level cooperation provisions that are critically relevant to proper spatial planning development in Georgia.

“The Parties shall promote mutual understanding and bilateral cooperation in the field of regional development policy, including methods of formulation and implementation of regional policies, multi-level governance and partnership, with special emphasis on the development of disadvantaged areas and territorial cooperation, with the objective of establishing channels of communication and enhancing exchange of information and experience between national and local authorities, socio-economic actors and civil society”.

Accordingly, aligning the Georgian spatial planning practices with the principles of strengthening multi-level governance involving the central level and municipal communities with special emphasis on ways to enhance the involvement of local stakeholders, consolidation of the partnership between all involved groups in regional development, and co-financing through contribution of involved parties in the implementation of regional development programs and projects, will form Georgia’s spatial planning approach in nearest future.

The strengthening of the involvement of local level authorities in setting up regional policy, cross-border cooperation the establishment of harmonized legislative, in capacity building measures and promotion of cross-border and regional economic and business networking.

The Parties will cooperate to consolidate the institutional and operational capacities of Georgian institutions in the fields of regional development and land use planning and associated sectors such as, transport, energy, communication networks, culture, education, tourism, and health. EU and Georgia will intensify cooperation between their regions in the form of transnational and inter-regional programs, encouraging the participation of Georgian regions in European regional structures and organizations and promoting their economic and institutional development by implementing projects of common interest. These will include cooperation with the European Economic and Social Committee, and the European Spatial Planning Observation Network.

Another important enabling instrument for best practice spatial planning is the **European Landscape Convention**, also known as the **Florence Convention**, which is the first international treaty exclusively dedicated to relevant aspects of European landscape. It applies to the entire territory of the Europe and covers natural, rural, urban and peri-urban areas. It focuses on both outstanding landscapes as well as everyday or degraded landscapes. The Convention is aimed at: the protection, management and planning of all landscapes and raising awareness of the value of a living landscape

As a member of Council of Europe, Georgia signed and ratified the convention like other member states. The Convention provides an important contribution to the implementation of the Council of Europe's objectives, namely to promote democracy, human rights and the rule of law and to seek common solutions to the main problems facing European society today. By developing a new spatial culture and behavior, the Council of Europe seeks to promote populations' quality of life and well-being. The convention introduced a Europe-wide concept on the quality of landscape protection, management and planning. Having attention on all landscapes, outstanding and ordinary its approach and scope complements to the Council of Europe's and UNESCO's heritage conventions.

The convention states that the landscape is a key element of individual and social well-being and contributes to the formation of local cultures and that it is a basic component of the European natural and cultural heritage, as well as is an important part of the quality of life for people everywhere. Moreover, it states that the convention is a response to the public's wish to enjoy high quality landscapes and to play an active part in their development.

According to the definition of the convention landscape is an area whose character is the result of the action and interaction of natural and/or human factors. It also defines 'landscape protection' as actions to conserve and maintain the significant and/or characteristic features of a landscape and Landscape management as an action ensuring the regular care about a landscape, so as to guide and harmonize changes within. Finally "landscape planning" is defined as a strong forward-looking action to enhance, restore or create landscapes.

The territorial and functional scope of the convention covers natural, rural, urban and peri-urban areas, land, inland water and marine areas, landscapes that might be considered outstanding as well as everyday or degraded landscapes. It also states that convention applies to the entire territory of the Parties and therefore Europe. So, the treaty promotes landscape protection, management and planning, and European co-operation on landscape issues.

Consequently the general and specific obligations of the Parties are listed. The Convention Parties shall establish and implement landscape policies aimed at landscape protection, management and planning, integrate landscape into their spatial and regional, town planning, cultural, environmental, agricultural, social and economic policies, raise awareness of the value of landscapes, their role and status, promote training and education in landscape policy, protection, management and planning, conduct assessment of the landscapes in their territories.

The treaty supports international co-operation, assistance, exchange of the specialists and information, and encourages Parties to prepare and implement joint landscape programs. Thus it is complementary to other similar international treaties, such as:

- the UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage, (Paris, 16 November 1972);
- the Council of Europe Convention on the Conservation of European Wildlife and Natural Habitats, (Bern, 19 September 1979);
- the Council of Europe Convention for the Protection of the Architectural Heritage of Europe, (Granada, 3 October 1985);

- the Council of Europe Convention for the Protection of the Archaeological Heritage (revised) (Valletta, 16 January 1992).

### 3.3.2 UN and Other International Assistance

The United Nations Economic Commission for Europe (UNECE) Committee on Housing and Land Management prepared guidelines on spatial planning for countries in transition. Based on variety of international sources on spatial planning, the study provides guidance on how to improve the functioning of the spatial planning systems in the UNECE member countries, particularly in the countries of Eastern Europe, Caucasus and Central Asia (EECCA) and South-Eastern Europe (SEE), based on the experience of and practice in the more advanced economies in the UNECE region. It focuses on enabling the public, private and community

Primarily, experiences of Western and Eastern European counties were mobilized, where the spatial planning has been in use in various forms for some time. Countries in transition were advised to learn from these practices and develop spatial planning systems suitable to own social, economic and cultural environments. These guidelines aim to help them find ways to achieve this.

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

The study puts emphasis on the need to establish a shared vision and consistent direction for spatial development based on the efficient use of resources, good governance, public-private partnerships, and effective decision-making with regard to investments.

The best practice spatial planning shall promote territorial cohesion through a more balanced social and economic development of regions, and improved competitiveness. It should encourage development by urban functions and improve the relationship between the town and countryside, promote more balanced accessibility, develop access to information and knowledge, reduce environmental damage. Spatial planning shall protect natural resources and natural heritage and preserve cultural heritage as a factor for development. In integrated manner it should develop energy resources while maintaining safety, encourage high-quality, sustainable tourism and limit the impact of natural disasters.

Effective spatial planning also helps to avoid the duplication of efforts by variety of parties such as government departments, commercial developers, communities and individuals. While spatial planning is a public sector activity at all levels it should ensure clear distribution of responsibilities between the administrations of national, regional and local levels. At the national level, governments are responsible for developing framework policies that both

initiate and guide the decision-making process, setting the conditions for the operation of effective planning at regional and local levels. Major tasks include the establishment of effective framework legislation, coordination with other sectors and between regions, the monitoring of implementation of national guidelines and principles at the regional and local levels. National authorities are also responsible for capacity-building in terms of professional expertise and political leadership.

The main task at the regional level is the preparation and coordination of an overall regional spatial strategy by looking ahead 15 to 20 years at the overall development of the region. This should be done in cooperation with regional and local stakeholders.

Local-level spatial planning takes into account policies elaborated at both the national and regional levels. Local plans are especially important because at some extent they involve and affect the end-user. Local governments should facilitate the preparation of local spatial plans, coordinate planning with neighborhood authorities, engage with the community using participatory planning techniques, take proactive measures to encourage development, and monitor the implementation of policies and applicable legislation. Introduction of clear legislation and improved organizational infrastructure including funding mechanisms are critical. True high-level support for development of the plans is essential for effective implementation of those at the local level.

Spatial planners should engage stakeholders and rights holders at all levels of development. This will help with leading the planning process to sustainability appraisal, community involvement, strategic allocation of public/private investments and negotiations and review

## 4. Common Status of Spatial Planning

This chapter (4) is rapid evaluation of spatial planning status in Georgia. The trends of legal policy frameworks are highlighted, the capacity of relevant institutions are assessed, and emerging issues and challenges are discussed.

### 4.1 Legal and Policy Framework

Current spatial planning legislation framework in general and particularly the "Law on Basis of Spatial and Urban Construction" is inflexible and insufficient to enable spatial planning in Georgia to benefit from best of historical (soviet) experiences and modern Global and European best practices. The disproportional and pure hierarchy of planning objects, such as entire national territory and district/municipal territory followed with settlement level objects causes problem of spatial planning coverage. Legally, the regions are not considered as objects of spatial planning that excludes chance for integration of landscapes, watersheds and other ecological units in integrated spatial organization.

The duration validity of the spatial plans is not specified that at minimum complicates compatibility of different plans. Legal provisions are at some extend inconsistent and scattered in different laws and regulations. The threats of multiple interpretations and inadequate application of the legal framework still endure. Application of the current legislation is complicated also due to outdated terminology. Despite of fact that language of the spatial planning legal provisions has been amended following adoption of the new code of self-government, still there is need for improvement of definitions and used terms.

The current legislation does not clearly differentiate spatial planning and urban development. The specific differences between tasks, objectives, guidelines, and development instructions of the disciplines are not specified at the contrary to EU legislation. The legislation does not provide clear procedures for development and approval of spatial plans and urban development plans. In this regard, the legislation refers only to public access requirement, but does not specify details.

It is legally declared that integrated spatial planning among neighboring municipalities within their borders permitted, but does not provide critical details for development and approval of the integrated plans. Accordingly, there are no applied legal mechanisms of this institute in practice. The current legislation does not provide an effective mechanism for spatial planning information system and data quality, which is the central means of spatial planning. The town-planning cadastre of the current legislation, in this regard, is insufficient;

There are problems in settlement level as well. In practice the wrong habit associated with the special zonal agreement and the so-called "trade of coefficients". All this, on the one hand, reduces the effectiveness of the urban planning concept, and on the other hand, provide wide discretion of wrong decision-making chaos to the relevant administrative bodies in appliance of inconsistent approaches. At sub-zones, it infringes upon the rights of those proprietors who own appropriate type of attached lands and buildings constructed according to the sub-set parameters, and types of operation.

It is challenging that the rights for setting the development regulations on urban areas have both, the central government and municipal authorities. In practice municipality has the right

to establish different territorial pattern of the main provisions and requirements leading to the incompatible rules.

In the legislation there are number of deficiencies regarding urban planning and development associated to rights and replacement compensations, etc. The quality of legal provisions relevant to construction is pure and shall be subject of future improvement.

Common status of spatial planning in Georgia is characterized by the trends of initiating and drafting of new legislation and amendments. In this regard the most relevant draft laws are: "Georgia's Spatial Planning and Construction Code" and "Law of Georgia on Regional Development Policy and Planning"

The new draft law, "Georgia's Spatial Planning and Construction Code", is supposed to improve legal provisions of existing legislation in order to overcome the deficiencies of common spatial planning practice. In addition the aim of the draft code is the harmonization of spatial and urban planning and construction legislation with the EU and international legal principles. In this regard particularly important is to reach the compliance with the Aarhus and the Espoo conventions, as well as the EU 2001/42 / EG, 305/2011 / EG and 2010/31 / EU Directives.

Through the passage of the draft the more adequate hierarchy of spatial planning levels and types might be introduced. The national territory of Georgia would be covered with "The Spatial Development Plan of Georgia", the autonomous regions would be planned through "Spatial Plan of Autonomous Republic", and next level of spatial planning would be "Trans-municipal Spatial Plan". The bottom level of spatial planning would be "Municipal Spatial Plan". The urban planning would include two levels including "The Land Use General Plan" for planning of urban settlements and "Development Plan" to be used for variety of zones within the settlement. The mechanisms for correlation of spatial planning and urban development plans with sectoral plans are also legally defined that would assist with better consistency and interoperability of integrated and sectoral planning.

The strongest innovation of the draft code is more orderly hierarchy of spatial planning levels, but the best part of the novelty is the introduction of trans-municipal spatial planning. This instrument could be used for more effective adaptation of the best practices of spatial planning in Georgia. Although, continuation of current approach such as packaging spatial planning with the construction legislation, might not clearly lead to the best enabling environment for integrated spatial governance and management.

According to another legal initiative, such as the draft "Law of Georgia on Regional Development Policy and Planning", some problematic legal provision might be introduced. The draft law puts environmental protection sphere below of economic and social priorities while inadequately intruding in the system of spatial planning levels. That may lead to distortion of sustainable development principal of equal and adequate consideration of social, economic and environmental spheres.

Regardless the fact that the initiation and design of the draft law is justified and referenced with the national action plan for implementation of AA, there are misconceptions and very important deviations from EU best practices. There is definite controversy with EU cohesion

policy mentioned as the reference for regional/spatial development in Georgia. Moreover, the top spatial planning document, National Spatial Arrangement Scheme, is not considered as primary document, but National Social-economic Development Strategy of Georgia. The scope of the strategy downsizes environmental sphere till the level of usable natural resource pool.

There are other deficiencies such as: duration validity of regional development documents which is too short (3-7 years) and some confusion with institutional authorities of regional and spatial planning at district level municipalities. Nevertheless, in the draft law there is important provision about the region as the legal territorial unit that makes it complementary to the trans-municipal spatial planning instrument.

In both draft laws are listed number of subsidiary legislative acts that are necessary for implementation of provisions. Preparation and approval of these regulations would serve for more orderly practice of spatial planning in Georgia (e.g. through introducing clear durations for all three levels of spatial planning).

## **4.2 Institutional Capacity**

Institutional capacity of relevant institutions involved in spatial planning is insufficient. The skillful subject experts of complex territorial planning of older times have not been mobilized to participate in development of modern Georgia spatial planning. At the most universities modules of spatial planning are not available, but urban development is more or less taught in conjunction with general architectural education. However the knowledge about GIS and applied geography is evolving, that may help with development of the natural resource management skills and even civil engineering capabilities.

At the central level spatial planning capacity is barely exists, but because of long break in real planning practice, it is difficult to mobilize the skillful manpower for the relevant institutions. Institutions on their part are not adequately structured, staffed and equipped. The quality of relevant information is pure and the proper generation, collection and management of date are the great challenge.

Local, municipal authorities are in more critical need for capacity development. There are deficiencies and lack of complete set of components of critical capacity that are necessary for governance and management of spatial planning at local level.

## **4.3 Emerging Issues and Challenges**

There is substantial variety of emerging issues and challenges related to spatial planning development in Georgia. The issues are of different nature and origin, some of which are determined by the objective causes and some are associated with subjective misjudgments of the relevant personnel.

In general emerging issues of spatial planning development in Georgia are associated with the loss of the best findings of late soviet era, when the country failed to benefit from

selective use of functional professional fundamentals of territorial planning from late eightieth, encompassing more hierarchically consistent and territorially inclusive, as well as sectorally integrated and nearly environmentally friendly approach.

The common cause of challenges are embedded in insufficient introduction and delays with approximation and adaptation of the best Global and European practices of spatial planning that are targeted on strong principals of sustainable development, participatory planning, quality data and environmentally sound outcomes.

Another array of general inconsistencies are rooted in significant ignorance of centuries old historical experiences of sustainable living and fostering of landscape equilibrium at variety of bio-geographic conditions of Georgia.

The range of challenges is determined by incomplete and weak assembly of the spatial planning paradigm and its components such as cyclic array of genres, complete hierarchy of units, duration compatibility and consistency of details of spatial plans. The one of the irreplaceable spatial planning genres which is land use planning is still ignored at large territorial level and more or less exercised at urban planning stage only.

The lack of comprehensiveness in current spatial planning approach is related with inadequate consideration of environmental carrying capacity, ecological integrity, biological diversity conservation needs and natural resources consumption limits. The uncompromised loyalty to the sustainable development fundamentals of equitable contemplation of environmental, economic and social spheres is not the superior principal of current spatial planning practice in Georgia.

The unsatisfactory spatial planning capacity of the responsible institutions at all levels is one of the critical challenges that Georgia is facing. The substantial share of basic organizational essentials supporting institutional strength in spatial planning is missing and not acknowledged as such. Some professional manpower that existed is nearly vanished and new generation of only some spatial planners still has the orientation level of competences. Besides, the most of the planners are concentrated at central level.

The challenges of quality of spatial plans are also related to the issues of data quality. The data management, accuracy and value, as well as public access to spatial information, its dissemination and free flow are not properly provided and therefore persist as problematic and regular cause of pure outputs of spatial plans.

There is specific emerging issue of synergy between spatial planning and other integrated planning instruments that have spatial nature. Thus, integration of the landscape planning, protected areas planning, integrated costal and watershed planning that are currently viewed as standalone planning disciplines, is the definite challenge.

Furthermore, if the gaps and insufficiencies of modern legal and policy framework are not effectively addressed in new initiatives for amendment of the legislation, that will create another wave of problematic issues and challenges for effective spatial planning in Georgia.

## 5. Towards Effectiveness

This chapter (5) is the general response to the challenges of spatial planning. It contains synthesis of suggested interventions accommodating general recommendations and author's professional opinion on perspective of improvement of the spatial planning in Georgia.

### 5.1 General Recommendations

#### I. Prerequisite and facilitating recommendations:

1. It might be pragmatic to adapt some of the best findings of hierarchically consistent and territorially inclusive system of soviet territorial planning. The more smooth linkage and transition of spatial planning levels with urban development could be reached through cyclic multi level approach including national, regional, district and settlement planning with logically gradual decrease of validity of plans along subdivision of territorial objects e.g. duration of national spatial plan could be 20-30 years while validity of regional plan would be 15 and 5-10 years for district level spatial plans.
2. In identification of regional (trans municipal) planning objects, it would be helpful to take in consideration structure of historical-geographical provinces of Georgia that well reflects landscape, ecosystems and cultural phenomena, as well as some political context.

#### II. Recommendations on fulfillment of international obligations and approximation and adaptation of the best practices:

3. In its efforts to build legal framework of spatial organization system, the country should devotedly consider the global and European best practice that is targeted on strong principals of sustainable development, participatory planning, quality data and environmentally sound outcomes.
4. Georgia should become true part of European cohesion policy, not because of seeking solidarity in terms of only compensatory (income) payments, but rather for more diverse political and technical support for development. In this sense, the goal of the country could be seen as a quest for help to self-help, and success in its completion depends to a large extent on the capacity and preparedness of those at national, regional and local levels whom the support is targeted to make the best possible use of it including for the building of good governance and administrative capacity.
5. Like EU and other European Council Countries, Georgia should genuinely introduce in its legal and policy framework, landscape planning as the organic part of the spatial organization focusing on landscape level units rather than territorial administrative divisions. The landscape planning should be devoted to all aspects of Georgia's entire territory and cover natural, rural, urban and peri-urban areas. It should concern not only outstanding landscapes but also everyday or degraded landscapes. The landscape planning should be focused on protection, management and planning of a living landscape.
6. Proportionally to the territorial level governmental instruments for spatial organization possible should be: legislation and regulations, funding, spatial plans, administrative influence, as well as executive instruments – public programs and projects.
7. Spatial organization enabling framework should guarantee best practice governance quality that would be manifested by decisions taken legitimately, competently, fairly,

with a sense of vision, proper public accountability and respecting rights of individuals, communities and entire nation. Diversity of governance should be demonstrated as well through participation of variety of actors enriching and strengthening spatial planning in practice. Smooth shifting from command regulatory to pro-active governance and management should intensify density and application of scientific knowledge and advancement of public awareness and environmental behavior.

8. The national spatial organization should truly incorporate international environmental, landscape, biodiversity conservation and cultural preservation threshold limits imposed by the existence of International greater public goods at the national territory (e.g. The World Heritage, Ramsar, Emerald/Natura 2000, other sites of European directives).

III. Recommendations on advancement of spatial planning paradigm:

9. The legal and policy framework should position complete cycle of spatial organization with full set of spatial planning genres to be applied to national territory, autonomous republics, regions and (district) municipalities.
10. Within the spatial planning cycle land use planning should have adequate importance and place. The land use planning genre should be applicable not only to the urban areas, but to the territorial objects that are larger than settlements as well.
11. Clear delineation of planning objects/units at all levels should be clearly provided and introduced in practice.
12. Consistent durations of different planning levels and types should be set.

IV. Recommendations on comprehensiveness and realization of sustainable development principals:

13. The spatial organization should be as comprehensive as the best spatial planning approach is and adequately consider environmental carrying capacity, ecological integrity, biological diversity conservation needs and natural resources consumption limits. The uncompromised loyalty to the sustainable development fundamentals of equitable consideration of environmental, economic and social spheres should be the superior principal of spatial organization practice in Georgia.
14. The legal framework of spatial organization should be strengthened through innovative sustainable development safeguard policies and guidelines with environmental, historic-cultural, ethical-aesthetic, recreational and health care, etc. thresholds practically needed for the support of quality human life while exercising spatial planning.

V. Recommendations on capacity development:

15. The proactive measures should be undertaken to overcome unsatisfactory spatial planning capacity of the responsible institutions at national, autonomous republics, regional and local municipal levels.
16. The basic organizational essentials supporting institutional strength in spatial planning should be introduced through statutory means and institutional reorganization. The effective spatial planning management units at local municipal level should be established.
17. The effective competencies development program should be implemented and satisfactory qualification of relevant staff should be ensured.

18. The incentives for equitable spread of professional manpower at all levels should be established.
  19. The opportunity for establishment of national spatial planning training facility - center of excellence that would help with the competencies development (based on the best practice), should be explored. Although, for the training of national personnel use of training facilities of developed countries should be explored and planned as well.
- VI. Recommendations on data:
20. The system of spatial data and metadata standards, their format, data accuracy verification and quality check tools for different levels of spatial planning should be established as the prerequisite for effective spatial planning. It is also, highly important to set the national standards of collecting, storing, updating and sharing spatial data and metadata as well as digital information in general.
  21. The national spatial data infrastructure shall be established and its statutory and institutional arrangement should be approximated to the European Parliament directive of March 14, 2007 №2007 / 2 / EC on establishment of spatial data infrastructure in EU countries.
- VII. Recommendations on synergies:
22. The effective governance and management instruments for reaching the synergies between spatial planning and other integrated planning instruments that have spatial nature should be explored.
  23. The particular attention should be given to the legal and policy support to the aggregated application of the landscape planning, protected areas planning, integrated coastal and watershed planning that are currently viewed as standalone planning disciplines.
- VIII. Recommendations on legal and policy framework:
24. The gaps and insufficiencies of modern legal and policy framework should be effectively addressed through initiation of legal amendments and development of subsidiary regulations that would sufficiently adapt the best practices and provide for effective exercising the spatial planning.
  25. The existing draft legal acts of spatial organization and regional development shall be harmonized and /or combined in way that would ensure rightful sustainability and help to avoid parallel and inadequate application of spatial organization and regional economic and social development provisions to the same territorial objects involving same performing institutional actors.

## 5.2 Expert Suggestions

- IX. Suggestions on employment of advantages of outstanding traditions and historic-experience of sustainable living “fossilized” in Georgia’s natural-cultural landscapes:
26. The effective spatial planning in Georgia can be made certain if the centuries old and diverse sustainable living practices distinctively suitable to ecologically specific historic-cultural provinces with their traditions of wise use of land, natural (biotic and abiotic)

resources, settled economy and environmentally friendly lifestyle would be revitalized during the spatial planning of the production landscapes.

X. Suggestions on broad application of protected areas integrated management know-how:

27. Spatial planning should be enhanced with the protected areas planning experience and inspiring spatial planning attributes. The most advanced protected areas systems are far beyond of early “green Islands” protection stage and embody landscape “skeleton” sustaining life support system through linking and chaining major natural and nearly natural areas of green to greenish brown environment. Thus, “borrowing” the best of protected areas spatial organization experience, that bear true sustainable development phenomena including mainstream biodiversity conservation management in production landscapes, as well as effective area based governance and management would significantly improve spatial organization practice in general.
28. Introduction of specific features of protected areas management model in spatial planning practice would be highly advisable. The features are:
  - 1) Protected areas categories and there’s distinctive internal zoning as the rich nomenclature of land use categories that smoothly and gradually link least and most necessary human interventions in natural and semi natural ecosystems;
  - 2) Multi (at least three) level territorial extend and ecologically sound planning paradigm containing following:
    - The national level protected areas systems planning;
    - A regional level optional protected areas management guidelines;
    - The particular biodiversity hot spots and areas of high ecological significance level through comprehensive and/or general management plans.
  - 3) Broad consideration of relevant background information on environmental (incl. biotic and abiotic, etc.), historic-cultural, social and economic spheres;
  - 4) Flexible synergy of international best practices, national level scientific-technical capacity and local level centuries old experience of sustainable living;
  - 5) Diverse governance model combining central, regional and local municipal and community levels;
  - 6) Wide inclusive participatory planning and review stile that would secure important roles for both rights holders and stakeholders;
  - 7) Effective combination of following considerations: values and threats, vision and objectives, strategies and operation, programming and budgeting, delivery of outputs and outcomes, as well as (at the contrary to other area based planning instruments) statutory framework and territorial arrangement, competences and inputs;
29. Critically advisable to launch cycle of national protected areas systems planning because:
  - 8) It is legal requirement;
  - 9) It is equally relevant for both protected areas management and spatial organization

- 10) It will support creation of protected areas network of I-IV and V-VI categories, as well as overarching Global and regional (European) designations that will insure ecological connectivity and fulfillment of mainstreaming conservation goals in production landscapes.

## 6. Conclusions

The definitions of spatial planning vary from soviet “flat” purely territorial-instructive with administrative -command governance to best Global practice “3D” spatial-regulatory with integrated and pro-active participatory governance model. Current Georgian description of spatial planning is somewhere in middle.

Territorial planning in Soviet Union was apparently connected to the total planning routine that predominantly was focused of economic development through industrialization and development of close ties between soviet republics. Territorial planning itself was hierarchical system of multilevel planning exercises comprised of following: (i) general scheme of accommodation -settlement system (population dispersal), (ii) scheme of rayon planning, (iii) project of rayon planning, (iv) general plan of urban settlement, (v) project of detailed planning of subdivision of a settlement, (vi) project of a site development of subdivision of a settlement, (vii) land use plan of rayon and/or specific industrial, agricultural, recreational, etc. zone, (vi) project of rural settlement planning.

Finally soviet experience lied down good professional prerequisite for spatial planning in Georgia upon regaining of independence. Major value of soviet experience was related to cyclic planning system, good coverage and inter-consistency of diversified territorial planning genres with clear hierarchy of details and scales of plans, complete package of planning units and objects

The modern Georgia’s spatial planning system has not inherited strong sides of Soviet experience and has variety of gaps, especially in terms of planning genres and theirs consistency, scales, objects and implementation. Mandates of authorities are not well defined and encouraged to cooperate. In general available information for planning is pure, data accuracy and compatibility remains problematic.

The main over sighting body in charge of spatial planning is the Ministry of Economy and Sustainable Development’s Spatial Planning and Construction Policy Department, the human and structural capacity of which is disproportional. There is state interagency commission authorized to lead the elaboration of first national spatial arrangement scheme, meant to be delivered in 2030.

The implementation of spatial plans is slow. Master plans for the urban development exist for mostly largest cities, the rest of the country’s cities and towns still are not managed through master planning. The land use planning is limited with urban settlements while large regions and landscapes are not covered with spatial planning.

The importance of environment protection aspect in current spatial planning is not adequately considered in terms of positioning and qualitative and quantitative techniques.

Currently the spatial planning in Georgia is governed with the provisions of the Law of Georgia on Foundation of Spatial Planning and Urban Development. The law sets the planning levels and types, territorial units of spatial planning focus and institutions responsible for spatial planning.

At the national territory of Georgia and the territories of its autonomous republics the spatial planning includes development of the general scheme of spatial planning of Georgia and the schemes of spatial planning of the Abkhazia and Ajara autonomous republics.

At the next, district (rayon) level the planning involves elaboration of spatial-territorial development plan of the district (rayon)

At the level of settlements spatial planning rather means urban planning of cities, towns, communities, villages and includes development of land use master plan and subsequently more detailed – urban development regulation plan. The last type of planning exercise is actually authorized to influence issuance of construction and landscaping permits.

Structure of Territorial units of spatial planning focus in modern Georgia reflects some of soviet legacy and is determined by transitional realities. The units are: National territory, territory of autonomous republics (Abkhazia and Adjara), capital city, 60 municipalities, and 12 cities with local governments. There are 9 regions (at large coinciding with former soviet Georgia economic regions) nominated through subsidiary act (presidential decree) and therefore are not authorized with self-governing power. Although there is critical constitutional assumption on completion of territorial political structure of Georgia bound with factual reintegration of breakaway regions.

The institutions responsible for spatial planning are: (a) the government of Georgia through its authorized executive branch agencies, autonomous governments of Abkhazia and Ajara through its authorized agencies; (b) local self-government (government) bodies through the authorized services. In order to ensuring uniformity process and consistency of planning deliverables, the institutions authorized for spatial planning are at the same time responsible for oversight and monitoring planning practice.

Formal registration of spatial data is delegated to the legal entity of public law, National Agency of Public Registry of the Ministry of Justice. Although two other legal entities of public law of the Ministry of Economy and Sustainable Development such as National Agency of State Property, and Technical and Constructions Supervision Agency are authorized to prepare, collect and disseminate information. Part of the spatial data is public and some of the detailed information is commercial, but free for government agencies.

Nevertheless, the data collection, coordination, consistency and accuracy for valued spatial planning deliverables are problematic. Although there is specialized interagency commission to initiate and address process for data improvement.

There are the other area based management practices in Georgia such as regional development planning, protected areas management, integrated coastal zone management and integrated natural resource management in watersheds. These practices have very important common attribute which is focusing on environmental units as planning object. The protected areas planning is the most advanced in actual practice

The spatial planning in Georgia at some extend is positively affected and most probably will be more significantly influenced by Global and European trends and innovations in spatial planning and regional development.

Since Georgia entered into the Association Agreement with EU (AA), several guiding practices characterizing European Union countries have become considerable for the country. The comprehensive focus on environmental and biodiversity values in sustainable development at variety of territorial levels are one of the relevant provisions of AA.

Another important International enabling instrument for best practice spatial planning in Georgia is the European Landscape Convention, which is the first international treaty exclusively dedicated to relevant aspects of European landscape. It applies to the entire territory of the Europe and covers natural, rural, urban and peri-urban areas. It focuses on both outstanding landscapes as well as everyday or degraded landscapes. The Convention is aimed at: the protection, management and planning of all landscapes and raising awareness of the value of a living landscape

There are UN and other International assistance instruments that certainly have and will have positive impact on spatial planning development in Georgia. This assistance puts emphasis on the need to establish a shared vision and consistent direction for spatial development based on the efficient use of resources, good governance, public-private partnerships, and effective decision-making with regard to investments.

Common status of spatial planning in Georgia is evaluated through assessment of legal and policy framework, institutional capacity and identification of emerging issues and challenges.

Current spatial planning legislation framework in general and particularly the "Law on Basis of Spatial Arrangement and Urban Development" is inflexible and insufficient to enable spatial planning in Georgia to benefit from best of past (soviet) experiences and modern Global and European best practices. The disproportional and hierarchy pure arranged system of planning objects (national territory level followed with district/municipal territory and settlement level objects) causes problem of spatial planning coverage. Legally, the regions are not considered as the objects of spatial planning that excludes chance for integration of landscapes, watersheds and other ecological units in integrated spatial organization.

Because of certain recognition of insufficiencies of current legislation there are trends of initiating and drafting of new legislation and amendments. In this regard the most relevant draft laws are: "Georgia's Spatial Planning and Construction Code" and "Law of Georgia on Regional Development Policy and Planning"

The new draft law, "Georgia's Spatial Planning and Construction Code", is supposed to improve legal provisions of existing legislation and support its harmonization with the EU and international legal principles. In this regard particularly important is to reach the compliance with the Aarhus and the Espoo conventions, as well as the EU 2001/42 / EG, 305/2011 / EG and 2010/31 / EU Directives. The strongest innovation of the draft code is more orderly hierarchy of spatial planning levels, but the best part of the novelty is the introduction of trans-municipal spatial planning. This instrument could be used for more effective adaptation of the best practices of spatial planning in Georgia. Although, continuation of current approach such as packaging spatial planning with the construction legislation, might not clearly lead to the best enabling environment for integrated spatial governance and management.

According to another legal initiative, such as the draft “Law of Georgia on Regional Development Policy and Planning”, some problematic legal provision might be introduced. The draft law puts environmental protection sphere below of economic and social priorities while inadequately intruding in the system of spatial planning levels. That may lead to distortion of sustainable development principal of equal and adequate consideration of social, economic and environmental spheres. Regardless the fact that the initiation and design of the draft law is justified and referenced with the national action plan for implementation of AA, there are misconceptions and very important deviations from EU best practices. There is definite controversy with EU cohesion policy mentioned as the reference for regional/spatial development in Georgia. Moreover, the top spatial planning document, National Spatial Arrangement Scheme, is not considered as primary document, but National Social-economic Development Strategy of Georgia. The scope of the strategy downsizes environmental sphere till the level of usable natural resource pool. There are other deficiencies such as: duration validity of regional development documents which is too short (3-7 years) and some confusion with institutional authorities of regional and spatial planning at district level municipalities. Nevertheless, in the draft law there is important provision about the region as the legal territorial unit that makes it complementary to the trans-municipal spatial planning instrument. In both draft laws are listed number of subsidiary legislative acts that are necessary for implementation of provisions. Preparation and approval of these regulations would serve for more orderly practice of spatial planning in Georgia (e.g. through introducing clear durations for all three levels of spatial planning).

Institutional capacity of relevant institutions involved in spatial planning is insufficient. The skillful subject experts of complex territorial planning of older times have not been mobilized. Institutions on their part are not adequately structured, staffed and equipped. The quality of relevant information is pure and the proper generation, collection and management of data are the great challenge. There are deficiencies and lack of complete set of components of the capacity that are necessary for governance and management of spatial planning at local level.

There is substantial variety of emerging issues and challenges related to spatial planning development in Georgia some of which are determined by the objective causes and some are associated with subjective misjudgments of the decision makers. In general emerging issues of spatial planning development in Georgia are associated with the loss of the best findings of late soviet era and insufficient introduction and delays with approximation and adaptation of the best Global and European practices of spatial planning as we as rooted in ignorance of centuries old historical experiences of sustainable living at variety of biogeographic conditions of Georgia. The range of challenges are determined by incomplete levels of planning genres, hierarchy of units, duration inconsistency and metallization of spatial plans, as well as absence of a land use planning at large territorial level. The lack of comprehensiveness in current spatial planning approach is related with inadequate consideration of environmental carrying capacity, ecological integrity, biological diversity conservation needs and natural resources consumption limits. Moreover, a fundamental of sustainable development, which is the equitable contemplation of environmental, economic and social spheres, is not the superior principal of current spatial planning in Georgia. The unsatisfactory spatial planning capacity of the responsible institutions at all levels is one of the critical challenges, but it is the more dramatic at the local municipal level. The spatial

data management, accuracy and value, as well as public access to spatial information, its dissemination and free flow are not properly provided causing the pure outputs of spatial plans. There is specific emerging issue of synergy between spatial planning and other integrated planning instruments (landscape planning, protected areas planning, integrated coastal and watershed planning) that have spatial nature and that currently are viewed as standalone planning disciplines, is the definite challenge. Furthermore, if the gaps and insufficiencies of modern legal and policy framework are not effectively addressed in the new initiatives of the legislation, another wave of problematic issues and challenges will occur.

To address the emerging issues and challenges of spatial planning in Georgia there are 10 thematic packages with 28 topics of recommendation and author's expert suggestions including: prerequisite and facilitating recommendations; recommendations on fulfillment of international obligations and approximation and adaptation of the best practices; recommendations on advancement of spatial planning paradigm; recommendations on comprehensiveness and realization of sustainable development principals; recommendations on capacity development; recommendations on data; recommendations on synergies with other area based planning; recommendations on legal and policy framework; as well as suggestions on employment of advantages of outstanding traditions and historic-experience of sustainable living ; suggestions on broad application of protected areas know-how;

Rapid status assessment of spatial planning in Georgia, as the on desk overview, has been conducted based on available background information and author's expert judgment. The recommendations and suggestions could assist with overall orientation on needed interventions and effective solutions. It may provide rational guidance to future in depth studies and projections aiming fundamental enhancement of spatial planning in Georgia.

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## 8. Appendices

### Appendix I : Definitions of Soviet Territorial Planning Genres and Levels

<p><b>Macro Territorial - Soviet Republic Scheme of Settlement System</b></p> <p><b>Objective</b> - Analysis and forecast of the evolution of types and forms of settlement systems and clarification of the number and parameters of large group systems of settlements (LGSS) and other system components of settlements in specific conditions of particular soviet republic. Design of proposals for development of soviet republic level settlement systems, LGSS, local system of settlements, utility infrastructure, ecological and urban development zoning , etc. of the territory of a soviet republic</p>
<p><b>Meso Territorial - Scheme of Rayon Planning</b></p> <p><b>Objective</b> - Assessment of natural economic and labor resources: identification of the potential for complex economic development of large territorial units: justification of boundaries and location of economic sub rayons; drawing generalized scheme of functional zoning; definition of the parameters and territorial linkages of leading industries and main sectors of economy; identification and analysis of areas potentially suitable for urban development and public recreation; development of the planning concept of the sub-regional systems of settlements (e.g. ASSR); rationalization of boundaries and major parameters of LGSS; scattering of local rayon level systems of settlements; extent and scale of urban development of cities and towns; general trends of development of rural settlements; rationalization and provision of water supply, energy, transportation and environmental protection.</p>
<p><b>Meso Territorial - Project of Rayon Planning for Economic Region or Group of Rayons</b></p> <p><b>Objective</b> - Multipart assessment of the territory and design of functional zones; analysis of plots of lands for industrial, civil, recreational and large agricultural industrial construction development; spatial planning of LGSS; definition of prospects for the development of local systems of settlements for all perspective groups of villages and settlements; forming of inter-settlement systems of services and public recreation; design of principal scheme of water supply, energy, transportation and environmental protection.</p>
<p><b>-Project of Rayon Planning for Administrative Rayon</b></p> <p><b>Objective</b> - More detailed scoping of issues for identification of needs for all types of development on the territory of rayon; specific territorial projection of industrial, agricultural, cultural, civil and residential constructions; forming of spatial structure of the local settlement systems; finalization of the parameters and the basic directions of territorial development of settlements of the rayon.</p>
<p><b>Micro Territorial – Project of Settlement Planning</b></p> <p><b>Objective</b> - Development of the most important architectural-planning plans and civil engineering solutions (functional zoning, the spatial structure, transportation network, community centers, etc.) of a single town, village and any rural settlement.</p>
<p><b>-Project of Detailed Planning of City Centers, Industrial and Residential Zones</b></p> <p><b>Objective</b> - Detailed architectural-spatial planning and engineering design of territorial subdivisions of cities, towns and other categories of settlements.</p>
<p><b>-Project of Development of residential Micro-Zones</b></p> <p><b>Objective</b> - Most detailed (up to the level of the individual sites and buildings) spatial planning and architectural blueprint design of an initial spatial unit of the settlement</p>
<p><b>Micro Territorial – Land Arrangement Plan</b></p> <p><b>Definition</b> - Land arrangement plans and projects of industrial complexes, general plans of cities, small towns, villages and other rural areas are part of territorial planning but at the</p>

lowest territorial level(micro level}. The land arrangement planning is the package of planning measures for the organization of territory as the means of production. The object of the land arrangement project can be large agro industrial complexes that in some cases contain entire territory of administrative rayon. Land arrangement plan in great details identifies boundaries between different land uses and legally demarcates them as complex rayon planning only provides blue print pattern for land uses.

Appendix II: Pattern of territorial planning and urban development exercises in Soviet Union

Level	Genre of planning	Support scale	Duration	Main defining objectives
Macro-territorial	General scheme of settlement system of the territory of USSR	1:2 500 000	40-30 years	Analysis and forecast of development of the main forms of settlement system, as well as circumstances of proportions of regional differences and the parameters of large group systems of settlements (LGSS). Development of proposals for formation and consolidation of the base framework of cities of the USSR, development of unitary settlement system of the USSR, enhancement of social –economic regionalization of the Soviet Union and its ecological and urban development zoning , etc.
	Soviet Republic scheme of settlement system	1:2 500 000 – 1:500 000	30-20 years	Analysis and forecast of the evolution of types and forms of settlement systems and clarification of the number and parameters of large group systems of settlements (LGSS) and other system components of settlements in specific conditions of particular soviet republic. Design of proposals for development of soviet republic level settlement systems, LGSS, local system of settlements, utility infrastructure, ecological and urban development zoning , etc. of the territory of a soviet republic
Meso-territorial	Scheme of rayon planning	1:300 000 – 1:100 000	20-10 years	Assessment of natural economic and labor resources: identification of the potential for complex economic development of large territorial units: justification of boundaries and location of economic sub rayons; drawing generalized scheme of functional zoning; definition of the parameters and territorial linkages of leading industries and main sectors of economy; identification and analysis of areas potentially suitable for urban development and public recreation; development of the planning concept of the sub-regional

				systems of settlements (e.g. ASSR); rationalization of boundaries and major parameters of LGSS; scattering of local rayon level systems of settlements; extent and scale of urban development of cities and towns; general trends of development of rural settlements; rationalization and provision of water supply, energy, transportation and environmental protection.
	Project of rayon planning			
	(a) Economic region (group of administrative rayons)	1:100 000 – 1:50 000	10-5 years	Multipart assessment of the territory and design of functional zones; analysis of plots of lands for industrial, civil, recreational and large agricultural industrial construction development; spatial planning of LGSS; definition of prospects for the development of local systems of settlements for all perspective groups of villages and settlements; forming of inter-settlement systems of services and public recreation; design of principal scheme of water supply, energy, transportation and environmental protection.
	(b) Administrative rayon	1:50 000 - 1:25 000	5 years	More detailed scoping of issues for identification of needs for all types of development on the territory of rayon; specific territorial projection of industrial, agricultural, cultural, civil and residential constructions; forming of spatial structure of the local settlement systems; finalization of the parameters and the basic directions of territorial development of settlements of the rayon.
Micro-territorial	Projects of settlement planning	1:25 000 – 1:5 000		Development of the most important architectural-planning plans and civil engineering solutions (functional zoning, the spatial structure, transportation network, community centers, etc.) of a single town, village and any rural settlement.
	Projects of detailed planning	1:5 000 – 1:2 000		Detailed architectural-spatial planning and engineering design

	of city centers and industrial and residential zones			of territorial sub-divisions of cities, towns and other categories of settlements.
	Project of development of residential micro-zones	1:2 000 and less		Most detailed (up to the level of the individual sites and buildings) spatial planning and architectural blueprint design of an initial spatial unit of the settlement
	Land use plans	1:10 000 1:5 000		Land arrangement plans and projects of industrial complexes, general plans of cities, small towns, villages and other rural areas are part of territorial planning but at the lowest territorial level(micro level). The land arrangement planning is the package of planning measures for the organization of territory as the means of production. The object of the land arrangement project can be large agro industrial complexes that in some cases contain entire territory of administrative rayon. Land arrangement plan in great details identifies boundaries between different land uses and legally demarcates them as complex rayon planning only provides blue print pattern for land uses.

The resolution of Georgian government №89

9<sup>th</sup> March of 2015

Tbilisi, Georgia

**About creating Governmental Commission of  
General scheme of the spatial arrangement of "Georgia 2030"**

**Article 1:**

“The regulation of structure, authority and activities of Georgian government” first paragraph of 29<sup>th</sup> regulation about "Spatial Structure and Urban Construction Basis". According to “A” subparagraph of 4<sup>th</sup> paragraph from 16<sup>th</sup> and 17<sup>th</sup> article of Georgian law, In order to develop General scheme of the spatial arrangement of "Georgia 2030" shall be created the State Commission with following members:

- A) Prime Minister of Georgia- as a chairman of the Commission
- B) The vice Premier of Georgia- The minister of economy and sustainable development- as Deputy Chairman of the Commission.
- C) Minister of Environment and Natural Resources Protection of Georgia
- D) The Minister of Culture and Monument Protection of Georgia
- E) The Minister of Regional Development and Infrastructure of Georgia
- F) The Minister of Energy of Georgia
- G) The Minister of Agriculture of Georgia
- H) The Minister of Education and Science of Georgia
- I) First Deputy of the Minister of Labor , Health and Social Affairs
- J) The Minister of Finance of Georgia
- K) The State Minister of Georgia's European and Euro-Atlantic Integration Issues
- L) The Minister of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees of Georgia
- M) The Minister of Defense of Georgia
- N) The Minister of Sport and Youth Affairs of Georgia
- O) The Service Advisor of Economic Council and Economic Development
- P) The spokesperson from National Statistical Service
- Q) Chairman of the National Agency of Public Registry

**Article 2:**

The Commission shall provide development and legislation of a general outline of the spatial arrangement of "Georgia 2030" to the Government for discussion.

**Article 3:**

The annexed (Attached) regulation about developing general scheme of the spatial arrangement of "Georgia 2030" shall be proved. (proven)

**Article 4:**

The resolution shall become effective upon publication:

Prime Minister

Irakli Gharibashvili

Attachment

**The regulation of governmental commission about developing the general scheme of the spatial arrangement of "Georgia 2030"**

**Article 1: General regulations**

1. The governmental commission of the general scheme of the spatial arrangement of "Georgia 2030" is created by decree of Georgian Government.
2. The activity of the commission is guided by Georgian constitution, International treaties and agreements and other legal acts.
3. In order to fulfill its missions, the commission cooperates with Georgian and foreign relevant state agencies and international organizations.
4. This regulation defines structure, purpose, authority and order of its activity.

**Article 2: The purpose, functions and missions of the commission**

1. The purpose of this commission is to ensure creating of the scheme.
2. The functions and missions of the commission are:
  - a) The commission shall leadership the development of the scheme.
  - b) In order to develop the scheme, the commission shall discuss purpose and recommendations prepared by the secretariat and the working group and make decision.

**Article 3: The authority of the commission**

In order to reach its goals and to implement its missions the commission may:

- a) The commission shall provide the preparation of the relevant decisions and projects of legal acts.
- b) In the process of implementation and initiation of development state organ's projects and scheme creation in support of international organizations the commission shall cooperate with donor organizations.
- c) The commission shall request and receive necessary information for their work from state and local self-governmental agencies.

**Article 4: The management and operational procedures of the commission**

1. The commission is headed by the Chairman of the Commission, who:
  - a) Leads the activities of the Commission;
  - b) Approves work schedule with the recommendation of the Secretary of the Commission.
  - c) Calls and leads the sessions of the commission.
2. In case of chairman's absence the deputy chairman implements the duties of chairman, while the duties of deputy chairman can initiate chosen member of the commission. (by deputy chairman)
3. The commission's sessions are valid in case the half of the members is attended.

4. The member of the Commission participates in the work of the commission as a member.
5. Each member of the committee has right on one vote.
6. Commission makes decisions by a simple majority of presented members. In case of equal votes, the decisive vote is chairman's vote.
7. By the protocol decisions of commission the Secretariat and the working group have right to conduct a study of specific issues and to prepare a project to be discussed at the meeting of the Commission.
8. Usually the Commission shall meet once per 3 month, if necessary, the Commission shall be convened by the chairman or the majority to have an extraordinary session.

**Article 5: The Secretariat of the Commission**

1. The activities of the commission are provided by secretariat, which membership is determined by the commission.
2. The secretariat of the commission provides:
  - a) In aim to fulfill the missions of commission, secretariat coordinates exchange of the necessary information between commission members.
  - b) The secretariat helps the commission with mass media and public relations issues.
  - c) Makes preparations for commission's initiated meetings, conferences and seminars.
  - d) Implements necessary activities in order to promote authorities of the commission.

**Article 6: The Working Group of the commission**

In order to reach its goals and fulfill the assigned tasks, the Commission is authorized to set up a working group from state agencies, the relevant ministries, organizations and independent experts.

**Article 7: termination of the commission's activities**

The decision about suspending the activities of the Commission is regulated by specific legislation.

**The resolution of Georgian government №262**

**9<sup>th</sup> October of 2013**

**Tbilisi, Georgia**

About creating a governmental commission in order to set up and develop Georgia's national spatial data infrastructure

**Article 1:** *(1.05.2014 N 313)*

“The regulation about governmental structure, authority and legislation of Georgia” according to 5<sup>th</sup>, 6<sup>th</sup> and 29<sup>th</sup> resolution of Georgian legislation shall be created a commission of Georgia's national spatial data infrastructure and development in order to establish national standards of Spatial data and metadata, to determinate the country's geo-strategic policy goals, targets and priorities. The commission shall content following members:

1. **Mikheil Sarjveladze** - The deputy of the Minister of Justice of Georgia , as a chairman of the commission;
2. **Shalva Amirejibi** - The deputy of the Minister of Environment and Natural Resources Protection of Georgia , as a co-chairman of the commission;
3. **Irakli Gegechkori** - The first deputy of the Minister of Defense of Georgia;
4. **Tengiz Shergelashvili** - the first deputy of The Minister of Regional Development and Infrastructure of Georgia;
5. **Ketevan Natriashvili** - The first deputy of the Minister of Education and Science of Georgia;
6. **Davit Zalkaniani** - the first deputy of the Minister of Foreign Affairs of Georgia;
7. **Zaal Sarajishvili** - the first deputy of the state minister of Diaspora Issues of Georgia;
8. **Ketevan Tsikhelashvili** - the first deputy of the state minister of Reconciliation and civil Equality of Georgia;
9. **Dimitry Maxatadze** - The First Deputy of the Minister of Labor , Health and Social Affairs;
10. **Davit Galegashvili** - the deputy of the Minister of Agriculture of Georgia;
11. **Mikheil Janelidze** - the deputy of The Minister of Economy and Sustainable Development of Georgia;
12. **Archil Talakvadze** - the deputy of the Minister of Corrections and Legal Assistance of Georgia;
13. **Giorgi Javakhishvili** - the deputy of the minister of Finance of Georgia;
14. **Tamaz Tevzadze** - the deputy of The Minister of Sport and Youth Affairs of Georgia;

15. **Irakli Khmaladze** - the deputy of The Minister of Energy of Georgia;
16. **Manana Berikashvili** - th deputy of The Minister of Culture and Monument Protection of Georgia;
17. **Mariam Raqviashvili** - the deputy of The State Minister of Georgia's European and Euro-Atlantic Integration Issues;
18. **Levan Izoria** - the deputy of the Minister of Internal Affairs of Georgia;
19. **Merab Menabde** - The deputy of the Minister of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees of Georgia;
20. **Shalva Tadumadze** - Parliamentary Secretary of the Government of Georgia;

## **Article 2**

To participate in the work of the governmental commission of creation and developing the national spatial data infrastructure of Georgia shall be asked to the Representative of the National Statistics Office of Georgia.

## **Article 3**

The commission shall collaborate the conception of creation and developing the national spatial data infrastructure of Georgia, As well as the master plan of 2014-2015 years and submit to the government for approval. In the process of collaborating the conception, the agencies, which are involved in work of the commission shall present their needs based on the purpose of the commission.

## **Article 4**

GSIP (Georgia's spatial infrastructure project) shall obligate- to the national agency of public register in order to coordinate the creation, developing and commissioning the national spatial data infrastructure.

## **Article 5**

The attached regulation of the commission of creation and developing the national spatial data infrastructure shall be approved.

## **Article 6**

The resolution shall become effective upon publication

Prime-minister

Bidzina Ivanishvili

## **The resolution of governmental commission of creation and developing the national spatial data infrastructure of Georgia**

### **Article 1: General regulations**

1. The governmental commission of creation and developing the national spatial data infrastructure is created by decree of Georgian Government..
2. The activity of the commission is guided by Georgian constitution, International treaties and agreements and other legislative and normative acts.
3. In order to fulfill its missions, the commission cooperates with Georgian and foreign relevant state agencies and international organizations.
4. This regulation defines structure, propose, authority and order of its activity.

### **Article 2: The purpose of the commission**

1. The commission shall be created in order to develop and create the national spatial data infrastructure, to determinate spatial data and metadata and also the data format, to collaborate in shaping the national standards of collecting, storage, updating and sharing digital information, to define the country's geo-strategic policy goals, priorities and tasks.
2. The commission shall provide, in the field of creation and development of national spatial data infrastructure, governmental common policy and related processes to improve management.

### **Article 3: Functions and missions of the commission**

The functions and missions are:

- A) In order to improve process management of state system and to determine the policy of the Government, in field of creation and developing the national spatial data infrastructure, the commission shall present proposals and recommendations;
- B) According to the directive of March 14, 2007 №2007 / 2 / EC of the European parliament about establishment of spatial data infrastructure in EU countries, the commission shall collaborate appropriate forthcoming events proposals about creating and developing the national spatial data infrastructure;
- C) The commission shall collaborate compatible proposals with the European standards for creating and developing the national spatial data infrastructure;
- D) The commission shall supervise the creation of the concept of national spatial data infrastructure and its compatibility with European standards;

- E) The commission shall supervise the coordination of activities / events connected with developing and creating the national spatial data infrastructure, determining spatial data and metadata and also the data format, collaborating in shaping the national standards of collecting, storage, updating and sharing digital information, defining the country's geo-strategic policy goals, priorities and tasks;
- F) The commission shall define the needs, which should be reflected in the national spatial data infrastructure;

**Article 4: The authority of the commission**

In order to reach its goals and to implement its missions the commission may:

- A) Prepare and submit to the Government the appropriate decisions and legislative acts for consideration;
- B) Within its competence, take part in preparation and review of international documents of creating and developing the national spatial data infrastructure within country;
- C) With support of international organizations the commission shall cooperate with donor organizations in the process of implementation and initiation of development and creation the national spatial data infrastructure.
- D) Shall contribute the communication between foreign agencies, international organizations and Georgian authorities about issues of creation and developing the national spatial data infrastructure.
- E) Consider the legal acts, which can influence on different issues of management field of creation and developing the national spatial data infrastructure.
- F) The commission should request and receive necessary information for their work from ministries, governmental, state and local self-governmental agencies.
- G) Shall crate thematic working groups;
- H) Shall prepare propose about changes in membership of the commission;

**Article 5: The management and operational procedures of the commission**

- 9. The commission is headed by the Chairman of the Commission, who:
  - A) Leads the activities of the Commission
  - B) Approves work schedule with the recommendation of the Secretary of the Commission.
  - C) Calls and leads the sessions of the commission.
  - D) Signs the documents taken by the Commission and the letters sent in the name of the commission;
  - E) Represents the commission in relations with third person;
  - F) Ensure the other activities, that are necessary for functioning of the commission;

10. In case of chairman's absence the deputy chairman implements the duties of chairman.
11. The commission's sessions are valid in case the half of the members is attended.
12. The member of the Commission participates in the work of the commission as a member, only in case of deciding pre-defined daily agenda issues.
13. Each member of the commission has right on one vote.
14. Commission makes decisions by a simple majority of presented members. In case of equal votes, the decisive vote is chairman's vote.
15. Secretary of the commission, who is employee of the national agency, ensures the control of implementation of orders issued by chairman of the commission and organizes the meetings of the commission, also registers and prepares the protocol and relevant tasks of the chairman for signature.
16. By the protocol decisions of commission the thematic working group has right to conduct a study of specific issues and to prepare a project to be discussed at the meeting of the Commission.
17. Usually the Commission shall meet twice in a year, if necessary, the Commission shall be convened by the chairman or the majority to have an extraordinary session.

**Article 6: Thematic working group of the commission**

1. The commission shall set up thematic working group by collaborating with relevant ministries, state agencies, organizations and independent experts. The working group activities are not paid.
2. The functions of the thematic working group are:
  - A) Monitoring of the master plan of the commission;
  - B) Analysis of planned and implemented projects;
  - C) Fulfill the other functions, about creation and developing the national spatial data infrastructure, defined by the commission.
3. The authorities of the thematic working group:
  - A) Take part in collaboration of concept of the national spatial data infrastructure and then in implement coordination of further the processes.
  - B) Prepare proposals in order to implement and then to improve the concept of the national spatial data infrastructure.
  - C) In order to implement the events that are foreseen by the concept of national spatial data infrastructure the thematic working group shall request and receive the necessary information for their activities from ministries and other state institutions and organizations and local authorities.
  - D) Address and get relevant information and / or suggestions about different issue of creation and developing the national data infrastructure from interested persons.

- E) Within the competence the group shall implement monitoring of events, connected with creation and developing the national data infrastructure, held by various state/local authorities .
4. The thematic working group is leaded by chairman of the group, which is assigned by the commission.

**Article 7: The Secretariat of the Commission**

1. Organizational-technical and intellectual-informational ensuring is provided by the secretariat of the Commission to coordinate the activities of the commission and thematic working group, the membership of the secretariat is determined by the commission.
2. The secretariat of the Commission ensures:
  - A) In aim to fulfill the missions of commission, secretariat coordinates exchange of the necessary information between representatives of public agencies composed in the commission.
  - B) To prepare information and analytical materials in field of creation and developing the national data infrastructure.
  - C) The secretariat helps the commission with mass media and public relations issues.
  - D) Makes preparations for commission's initiated meetings, conferences and seminars.
  - E) Implements necessary activities in order to promote authorities of the commission.

**Article 8: The provision about making changes in regulation**

The regulation shall be modified according to provision of Georgian government.

**Article 9: termination of the commission's activities**

The decision about suspending the activities of the Commission is regulated by specific legislation.



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