



# Catalyzing Innovation

ANNUAL WORLD BANK CONFERENCE ON LAND AND POVERTY  
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## TITLE OF THE PAPER

**Urban planning and Land issues at the city of Antananarivo**

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## **Abstract**

As the Malagasy population is still composed of 75% of farmers and most of them do not yet have their own land, the development of urban areas cannot keep pace with the rural exodus which is constantly increasing; Given this fact, we thought that it would be essential to focus on the study of this phenomenon, in order to know the realities that surround it and in what perspectives they can be improved. After the ten years of land reform, a new Land Policy Letter has been initiated in 2015. Land issues involve actors in a perspective of sustainable planning development. The synergy of all stakeholders is therefore essential to resolve the problems in an urban area, especially local authorities, environmental managers, specialists in urban planning and housing, civil society, land administration and local land offices.

**Key Words: Antananarivo Madagascar, land administration, land issues, local land offices, urban planning**



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Land is shelter, a source of income, food security and cultural identity. The land situation in most southern countries, particularly in Africa, is similar, given the legacy of the systems imposed during colonization, such as Act Torrens. As the Malagasy population is still composed of 75% of farmers and most of them do not yet have their own land, the development of urban areas can not keep pace with the rural exodus which is constantly increasing; We also note that currently, most of disputes with the courts are related to land disputes, and almost every day today, we are talking about land dispute in the city. Land is often the axis around which most social problems are grafted today. The disruption of land in urban areas began with the colonial legacy combined with population growth, non-compliance with urban planning requirements, abuse of property rights and the lack of land databases.

The Land Administration in Madagascar which assures a legal, regulatory and informative role was established at the beginning of the colonization in 1896. Despite the efforts made by the State and the various actors of the land, we still observe that land issues are an important issue for the development of the country. First, the land problem is at the root of various social conflicts leading to cleavages and exclusion of certain groups, especially vulnerable groups. Moreover, this is also a blockage for the economic start of the country, due to low productivity especially in rural areas. Last but not least, the land has a sacred value for the Malagasy people; and in the face of this consideration, especially when land is acquired by foreigners through emphyteutic leases, Malagasy people feel deprived of their "soul", their reason for living, and therefore their cultural identity. Given this fact, we thought that it would be essential to focus on the study of this phenomenon, in order to know the realities that surround it and in what perspectives they can be improved or changed.

In 2005, land reform was initiated in Madagascar. It was marked especially by the decentralization of land management. From this reform, the Land Administration carries out its activities as before except the transfer of a part of its skills with the Local Land Offices which are implemented in the third part of the country (535/1595 communes). Notwithstanding, the Land Administration tries to improve the services to be offered to the users by the computerization and the modernization of the tools, but this situation is still a long-term job because of non-appropriation of the agents. In addition, no inventory has yet been made to delineate the extent of the public and private domains of the State. Thus, the classification, the protection and attribution procedures would be difficult to control; It is clear that land grabbing and speculation are increasing, so vulnerable people, especially farmers are even more marginalized. Not to mention the lack of Information Education and Communication. With the cross-cutting nature of the land sector with country planning, agriculture, development, the environment, and fishing ..., the absence of a precise information system does not allow responsible land governance that would involve all actors of the land . The land



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information offered by the estate services does not yet satisfy the users because of "boky rovitra", it concerns the data whose land books are destroyed because of their daily handling. In fact, with respect to the occupation of private lands belonging to others, the fokonolona (inhabitants) often occupy these lands not exploited by their owners, especially in Antananarivo, the capital of Madagascar. At the arrival of the heirs of the owner of the land in the places, the fokonolona occupying these lands claim their rights by supposing that they have already highlighted the place for ages and that they have already invested some things on the spot. On their side, the rightful heirs claim the expulsion of these occupants, with the demolition of their development; this often leads to social tensions, often leading to social conflict. The abuse of property rights involves here the intangibility or indefeasibility of land title. The same is true of land belonging to large settlers, after their departure, the fokonolona occupy these places and still live in insecure tenure because they have no proof of ownership in their possession.

After these ten years of land reform, a new Land Policy Letter has been initiated in 2015, the vision of which is « Concerted and transparent land management, inclusive planning of the use of space, and secure access to land. land for all, men and women, allow sustainable socio-economic development driven by the population, open to investment, and rooted in local dynamics. » The aim of the guideline 2 in this new land policy is to reconcile the needs and interests of actors as well as to complementarity in space and time. In a participatory and concerted way, it will be necessary to identify the land status at the local level to facilitate the development and implementation of land use planning tools.

Land issues involve actors in a perspective of sustainable planning development. The synergy of all stakeholders is therefore essential, especially local authorities, environmental managers, specialists in urban planning and housing, civil society and land administration. According to an empirical and socio-anthropological approach, we need to analyze the dynamics of the rules on land and renewable resources, the commons and the environment in a social, economic and environmental context.

The basic questions of this research are thus formulated as problematic : How do the links between these land policies and the social and political evolutions of the countries manifest themselves? What are the synergies between the new land policy letter and the housing policy? On what visions do the dynamics of land melt? What are their concrete impacts in the social life of the population? How is the intersection between the environment and the commons for housing manifested?

The hypothesis is therefore based on the real complementarity and synergy between the urban planning in the on hand and the land administration and local land offices in the other hand.



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The notion of city: Speaking of urban space always reflects the relation to the notion of city. Thus, the city is the prime axis of urban planning related to urbanism subdivided by the urban center and the neighborhoods that constitute the framework of our research. a) According to Chabot (1969): "Given the diversity of the urban phenomenon around the world, we can see that there is some difficulty in defining what a city is". - The first criterion is statistical; - Another criterion is based on the analysis of the dominant activities of the inhabitants. - One can define a city by appearance or landscape. One can therefore define a city by the density of the buildings, as by those of the inhabitants. In relation to this global definition, the situation of the city of Antananarivo as an urban city is statistically applicable by its 2,000,000 inhabitants and its density of 6,000- 23,000 inhabitants / km<sup>2</sup> over an area of 7,870Km<sup>2</sup>.

The phenomenon of rural exodus (migration from rural to urban areas) is the main cause of this high density. Young farmers immigrate to the capital as it represents a significant economic and political weight compared to other regions. Job search, assignment and studies are the main reasons for this immigration.

According to Carrier H. (1965): "The city is a superior form of human organization, a community of men and women connected to each other by the same residence at a point on the surface of the globe, united by the same laws, the same needs of work, housing, relaxation.

Land use planning is the public policy of planning and coordinating land use, building organization, and the distribution of equipment and activities in the geographical area.

A "development" is the product of a voluntary modification of the organization of space. Acting on a larger scale than the city's policy, spatial planning deals with the spatial arrangement of people and activities. It combines economic development, housing, transport and communications. It is then a set of land modifications and / or constructions that aim to adapt a piece of local territory to a new function. In this case, we can cite a residential area, an activity zone, a leisure park, or a natural park ... In all cases, the development makes a change in the use of the soil, and this induces a evolution of land values at the same time as a transformation of modes of production and occupation of space. According to Belisaire, the development is a voluntary action carried out on territories at more or less large scales: local, regional, national. It is a public policy that refers to a laissez-faire philosophy.

In Madagascar, this development began in limited areas with Andrianampoinimerina and other kings, to cover then the whole island during colonization, and lead to the National Policy of Spatial Planning (PNAT) adopted in 2006. But it has only had a beginning of implementation, with development plans, urban plans, etc.



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Territorial Planning Spatial planning aims both to promote the development of regional resources and to improve the living environment and living conditions of inhabitants by reducing regional disparities in economic and social development. by a prospective organization of space based on a deliberate and concerted orientation of equipment and activities.

In terms of spatial planning three (3) main principles are generally observed: a global vision as to the use of space, the distribution of investments and men on the territory and prospective research to find the best way to possible development and a strong political will.

SNAT planning tools, the SRAT, the SAIC and the SAC, and the PUDi urban development plans, the PSU and the PUdé are the implementation instruments of the Spatial Planning in Madagascar.

Lacour (1973) because of its administrative origin, spatial planning was strongly influenced by the urban planning department. Thompson (1965) considers that urban planning implies the resolution of the problems of development of the city which conditions the further improvement of well-being. With Lefebvre (1970) urbanism is a social problem. His study leads to ideology but also to the study of everyday life.

In addition, the Land Policy Letter 2015-2030 stipulates among its orientations of "Manage and plan in a concerted way the uses of the urban and rural land", whose objective is to reconcile the needs and interests of the actors as well as to foresee their complementarity in space and time. Thus, in a participatory and concerted way, it will be necessary to identify land status at the local level to facilitate the development and implementation of spatial planning tools. According to Axis No. 2.3 of this guideline: Articulate land management and territorial planning - For the processes of development of planning tools (SAC, PuDé, PuDi, Master Plan, etc.), this articulation will be based on the inclusion of users and landowners as well as on the taking into account of information on the statutes 54 land. To do this, Local Land Tenure Plans will be accessible to all at the commune level. - The implementation of this articulation will be based on the taking into account of management orientations in land security actions (for example, by attaching obligations to certain properties, recognizing logging rights, urban extension, implementation and extension public facilities, industrial zones, etc.). - To facilitate this linkage, particularly in urban areas, innovative database management approaches will be created, for example through the establishment of a single structure for the management and treatment of land and urban information at the level of local authorities. big cities. - Pending the development or absence of these management tools, the formalization of private property will continue to be based on existing regulations

The commune is an adequate structural and administrative scale to manage the various phenomena that affect the ground and the space. Then, the real estate domain comes into play when there is space planning.



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If there is a real synergy between the urban planning and the offices in charge of land management, the land disputes that constitute the 80% of the problems with the courts would be reduced?