Fiscal arrangements and planning decisions in Italy, UK and The Netherlands

Elena Besussi The Bartlett School of Planning UCL

funded by

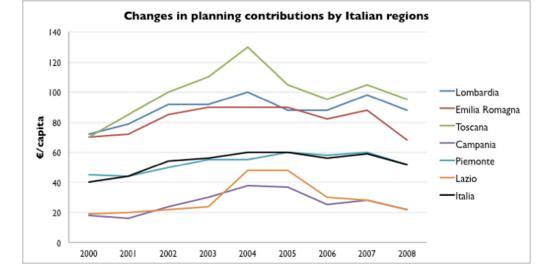


I. Urban development as a (declining) source of revenues (declining because less revenues and bigger gaps)

- 2. Questioning the relationship between planning and local public finances
- 3. NL, IT, UK: different regimes and shared themes

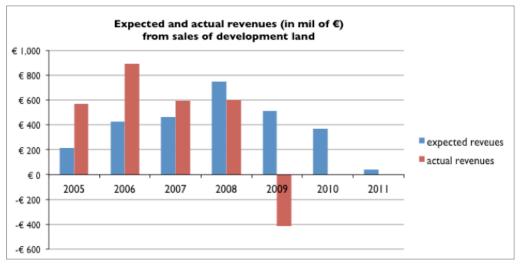
Motivations

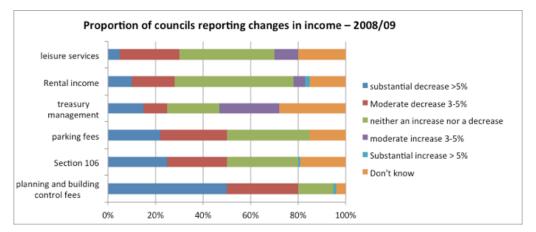
- delivery of welfare infrastructures
- planning practices to secure development contributions
- changing fiscal "conditions" and role of urban development



IT

UK





NL

• key component of planning systems and practices

- key component of planning systems and practices
- successful under welfare expanding conditions

- key component of planning systems and practices
- successful under welfare expanding conditions
- less successful under changing planning goals, shrinking state, increasing infrastructural gaps.

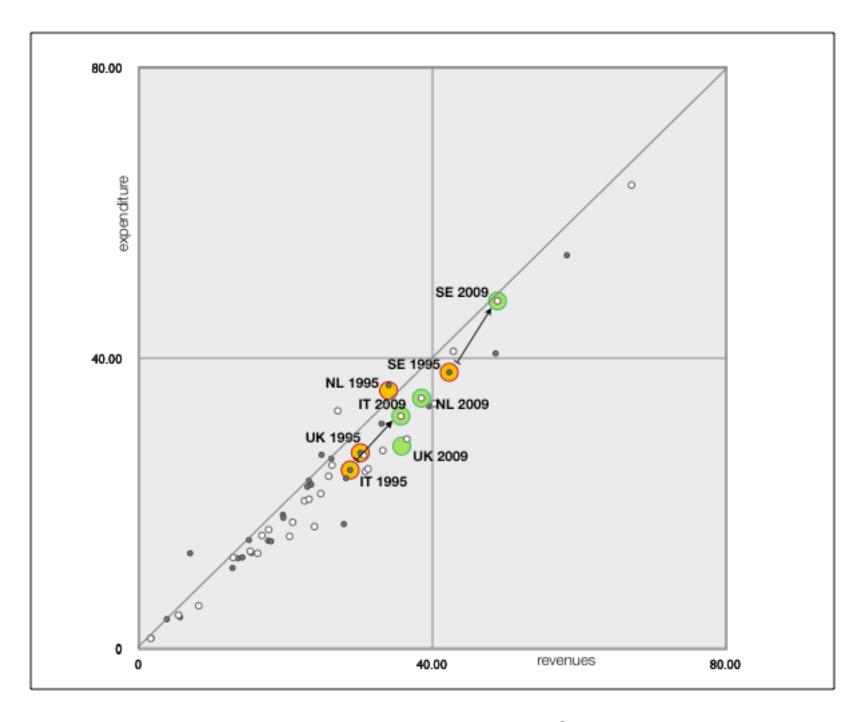
- key component of planning systems and practices
- successful under welfare expanding conditions
- less successful under changing planning goals, shrinking state, increasing infrastructural gaps.
- even less under fiscal autonomy and budgetary constraints

Aims of investigation

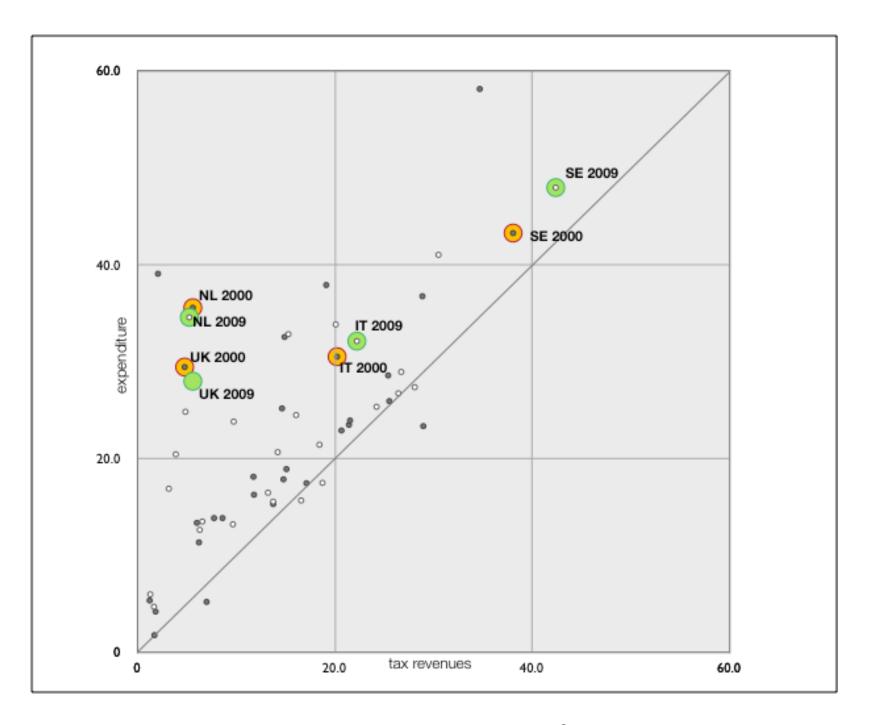
- if and how planning and development decisions are influenced by fiscal regimes
- I. current models for generating and capturing revenues from urban development
- 2. expectations and practices, the application of these models
- 3. perceived role and contribution of planning and planners

• Analytical frame: Fiscal Regimes

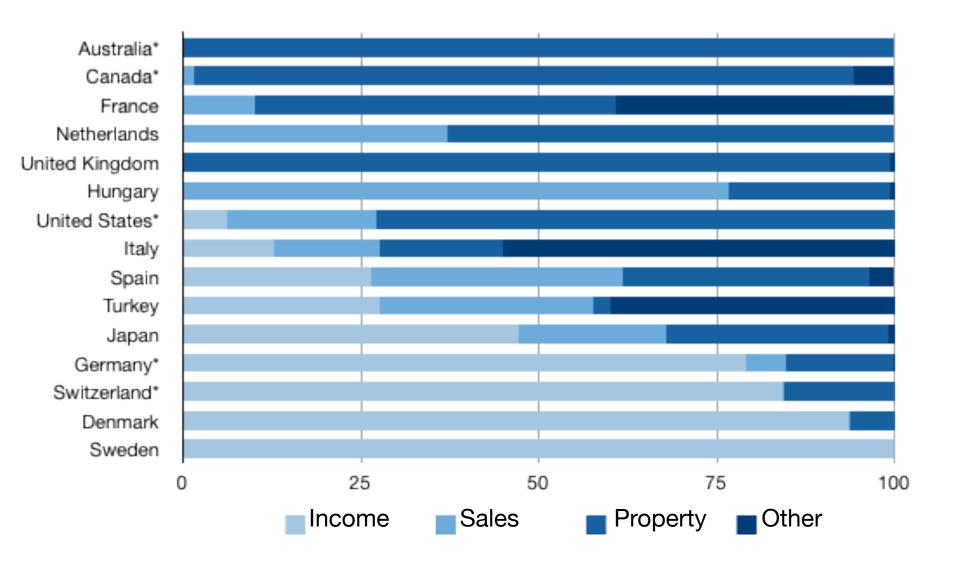
- size of local government
- degree of dependence / autonomy
- discretion
- tax base



size of local government (OECD 1995- 2009)



size of local government (OECD 1995- 2009)

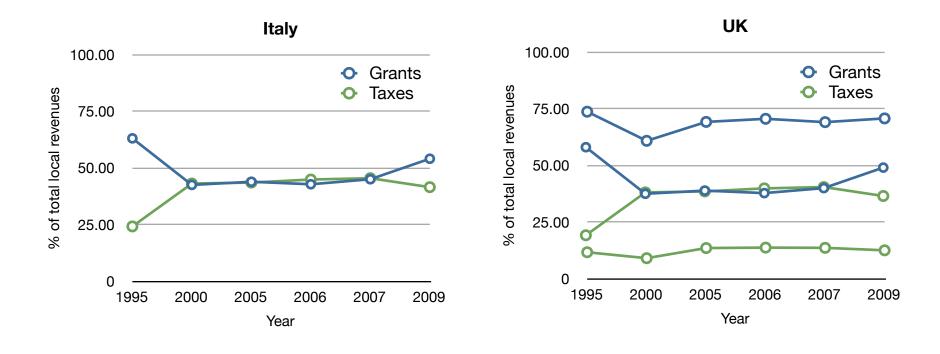


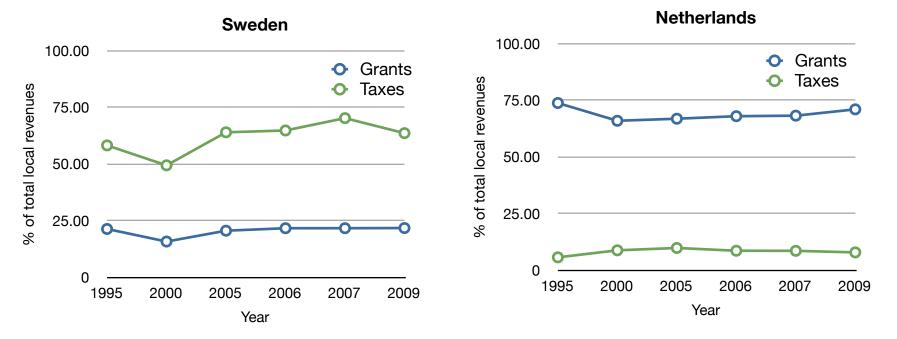
tax base (local structure) (OCSE 2009)

Analytical frame: Planning decisions

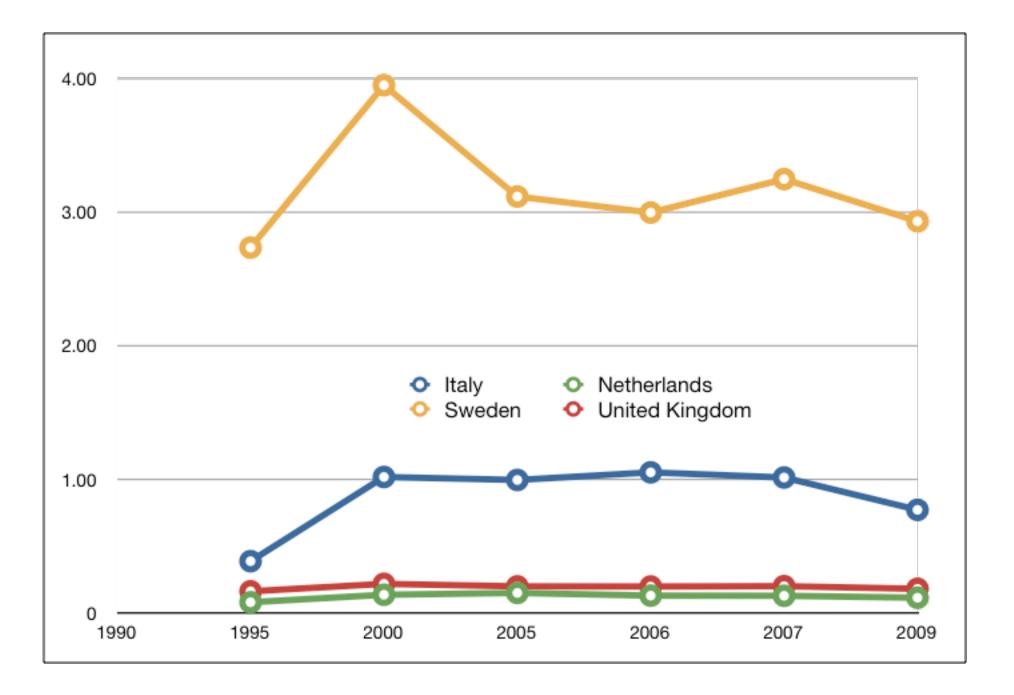
- 25 in-depth interviews in UK, IT, NL
- academic experts, planning and surveying consultants, senior and clerical staff of local government planning departments, private sector developers and representatives of industry organisations
- 3 trigger questions
 - Fiscal tools which aim to increase local revenues;
 - Fiscal tools which aim to increase housing production;
 - Fiscal / planning tools which aim to limit consumption of greenfield land / promote regeneration

• Main findings: fiscal regimes





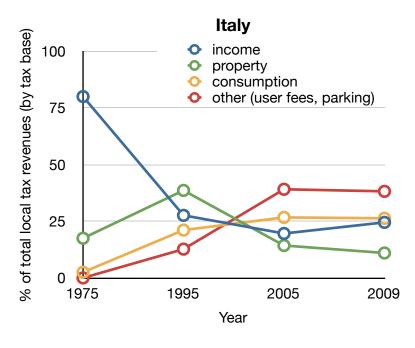
dependence: local taxes / grants (transfers) (OECD 2009)

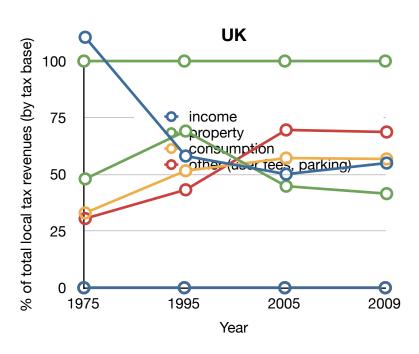


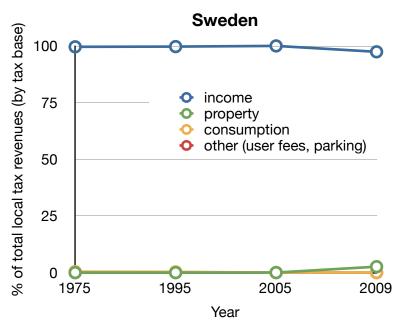
dependence: local taxes / grants (transfers) (OECD 2009)

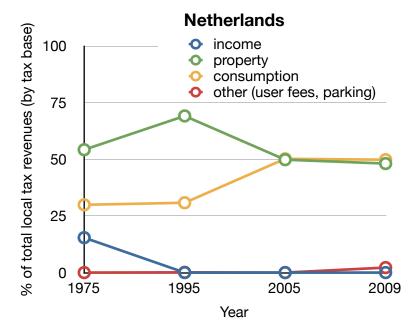
| | Subcentral tax revenue | | As share of sub-central tax revenues | | | | | | | | | | |
|-------------|------------------------|----------------------------|---------------------------------------|------------|------------------|--------------------------|-----------------------------------|--|-----------|---|-------|-------|-----|
| | As % of GDP | As % of total tax revenues | Discretion on rates and reliefs | Discretio | on on rates | Discretion on reliefs | Tax sharing arrangements | | | rates and reliefs set by CG | Other | Total | |
| | | | а | Full b1 | Restricted b2 | с | Revenue split set by SCG d1 | Revenue split set with SCG consent d2 | set by CG | Revenue split set by CG annual d4 | e | f | |
| Italy | 6.8 | 13.5 | | | | | | | | | | | |
| Regions | 4.6 | 11.3 | | | 58.7 | | | 25.2 | 16.1 | | | | 100 |
| Local | 2.2 | 2.2 | | | 53.3 | 20.4 | | | 19.9 | | 6.5 | | 100 |
| Netherlands | 1.5 | 3.9 | | | | | | | | | | | |
| Local | 1.5 | 3.9 | | 73.6 | 26.4 | | | | | | | | 100 |
| Sweden | 15.9 | 32.2 | | | | | | | | | | | |
| Local | 15.9 | 32.2 | | 100 | | | | | | | | | 100 |
| UK | 1.7 | 4.8 | | | | | | | | | | | |
| Local | 1.7 | 4.8 | | | 100 | | | | | | | | 100 |

discretion on rates and reliefs (OECD 2009)

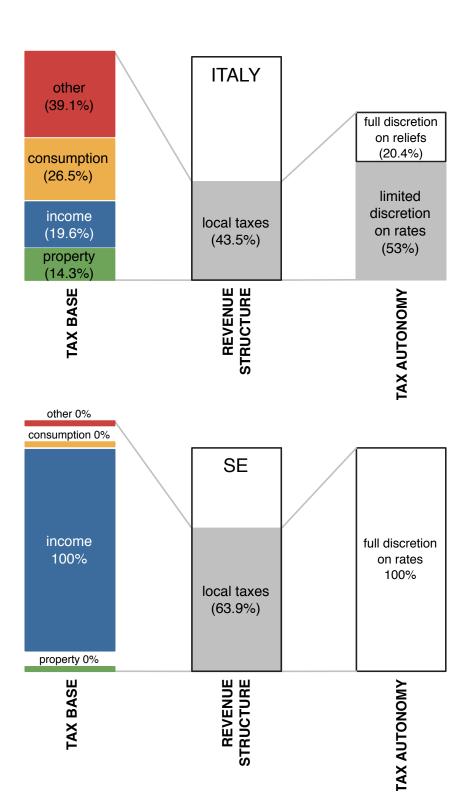


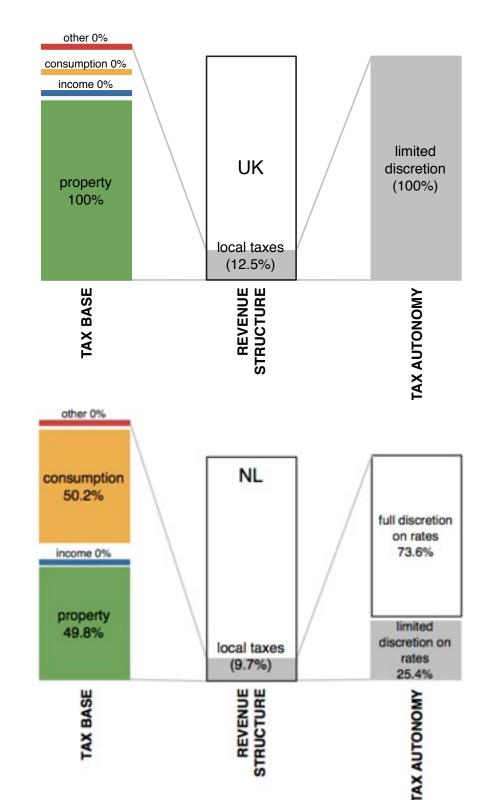






tax base (local structure) (OCSE 2009)





• Main findings: planning decisions

| | Plan | Development rights | Development initiative | Development charges |
|--|---|---|---|--|
| and the second second | hierarchical legally binding negotiated | Charge is required TDR | Private initiative Market and plan led | standard charges and negotiatied extra contributions social housing |
| | hierarchical Iegally binding | land is nationalised Active development model | private initiative - plan led | standard charges negotiations in regeneration |
| and the second s | non-binding guidance | charge is required NDR | Private initiative Market led | negotiated - charges (CIL) |

• Regional scale

- Regional scale
 - voluntary fiscal cooperation under threat (IT, NL)

- Regional scale
 - voluntary fiscal cooperation under threat (IT, NL)
- Urban Scale

- Regional scale
 - voluntary fiscal cooperation under threat (IT, NL)
- Urban Scale
 - land assembly (IT, UK)

- Regional scale
 - voluntary fiscal cooperation under threat (IT, NL)
- Urban Scale
 - land assembly (IT, UK)
 - greenfield vs regeneration (IT)

- Regional scale
 - voluntary fiscal cooperation under threat (IT, NL)
- Urban Scale
 - land assembly (IT, UK)
 - greenfield vs regeneration (IT)
 - plans viability (UK)

- Regional scale
 - voluntary fiscal cooperation under threat (IT, NL)
- Urban Scale
 - land assembly (IT, UK)
 - greenfield vs regeneration (IT)
 - plans viability (UK)
- Development scale

- Regional scale
 - voluntary fiscal cooperation under threat (IT, NL)
- Urban Scale
 - land assembly (IT, UK)
 - greenfield vs regeneration (IT)
 - plans viability (UK)
- Development scale
 - limits of current market led development initiative model (UK, IT)

- Regional scale
 - voluntary fiscal cooperation under threat (IT, NL)
- Urban Scale
 - land assembly (IT, UK)
 - greenfield vs regeneration (IT)
 - plans viability (UK)
- Development scale
 - limits of current market led development initiative model (UK, IT)
 - development procurement models (quality?)

• Budgetary constraints

- Budgetary constraints
 - capital receipts to current expenditure (IT)

- Budgetary constraints
 - capital receipts to current expenditure (IT)
 - long term borrowing (IT, UK)

- Budgetary constraints
 - capital receipts to current expenditure (IT)
 - long term borrowing (IT, UK)
 - municipal banks (all)

- Budgetary constraints
 - capital receipts to current expenditure (IT)
 - long term borrowing (IT, UK)
 - municipal banks (all)
- Void autonomy?

- Budgetary constraints
 - capital receipts to current expenditure (IT)
 - long term borrowing (IT, UK)
 - municipal banks (all)
- Void autonomy?
 - property tax: politically unpalatable (IT, NL)

- Budgetary constraints
 - capital receipts to current expenditure (IT)
 - long term borrowing (IT, UK)
 - municipal banks (all)
- Void autonomy?
 - property tax: politically unpalatable (IT, NL)
 - localism vs viability (UK)

• Governance models

- Governance models
 - Conflict of interest or alliance between budget and planning decisions

- Governance models
 - Conflict of interest or alliance between budget and planning decisions
 - managerial to entrepreneurial to mix model (management of property portfolios)

- Governance models
 - Conflict of interest or alliance between budget and planning decisions
 - managerial to entrepreneurial to mix model (management of property portfolios)
- Role of planning

- Governance models
 - Conflict of interest or alliance between budget and planning decisions
 - managerial to entrepreneurial to mix model (management of property portfolios)
- Role of planning
 - New competence / educational programmes (IT, UK)

- Governance models
 - Conflict of interest or alliance between budget and planning decisions
 - managerial to entrepreneurial to mix model (management of property portfolios)
- Role of planning
 - New competence / educational programmes (IT, UK)
 - From leadership to active coordination of private initiative (NL, regeneration)

- Governance models
 - Conflict of interest or alliance between budget and planning decisions
 - managerial to entrepreneurial to mix model (management of property portfolios)
- Role of planning
 - New competence / educational programmes (IT, UK)
 - From leadership to active coordination of private initiative (NL, regeneration)
 - Infrastructure and services delivery plans

Report October 2012

RICS Research

Fiscal arrangements and planning decisions in Italy, the UK and the Netherlands

full report available on RICS website

http://www.rics.org/uk/knowledge/ research/research-reports/fiscalarrangments-and-planningdecisions-in-italy-the-uk-and-thenetherlands/