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CEMAT MOSCOW DECLARATION

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Cultural Heritage, Landscape and Spatial Planning Division
Directorate of Culture and Cultural and Natural Heritage*

CEMAT Moscow Declaration

on “Future challenges: sustainable territorial development of the European continent in a changing world”

adopted by the Ministers responsible for Spatial/Regional Planning at the 15th Plenary Session of the Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) in Moscow, Russian Federation, on 9 July 2010

We, the Ministers of the Member States of the Council of Europe, attending the 15th Plenary Session of the European Conference of Ministers responsible for Spatial/Regional Planning, which also celebrates the 40th anniversary of the CEMAT, in Moscow, Russian Federation, on 8 and 9 July 2010,

considering:

- the commitment of the Council of Europe to the promotion of human rights and pluralist democracy, as embodied in various European conventions and charters, and the fact that CEMAT has given priority to promoting the territorial dimension of human rights and democracy, especially through stronger territorial cohesion and democratic approaches based on the increased involvement of regional and local authorities and civil society in territorial development processes;
- the considerable changes which have occurred over the past 40 years in the demands made on territorial development policies, caused by shifting contextual factors, emerging challenges and evolving societal values; the key role played by CEMAT over these four decades in promoting efficient territorial development activities at all levels, including across borders, in order to increase the well-being of European citizens and the quality and attractiveness of the European territory, as well as the need to provide CEMAT, on this memorable occasion, with an increased impetus adapted to the new context;
- the commitment of the Council of Europe to sustainable development, as recognised by the final Declaration of the Third Summit of Heads of State and Government (2005), the Committee of Ministers, the Parliamentary Assembly, the Congress of Local and Regional Authorities and the Conference of INGOs, and expressed by the CEMAT, through the “Guiding Principles for the Sustainable Development of the European Continent” (2000) and the related Recommendation of the Committee of Ministers to member states of the Council of Europe (2002), the Ljubljana Declaration on “The territorial dimension of sustainable development” (2003) and the Lisbon Declaration on “Networks for sustainable spatial development of the European Continent: Bridges over Europe” (2006);
- that in this year of economic and social challenges, the priorities of the Chairmanship of the Committee of Ministers of the Council of Europe (May-November 2010) focused on achieving greater territorial cohesion are fully in line with the CEMAT commitments towards sustainable territorial development of the European Continent;

Having regard to the European Spatial Development Perspective (ESDP) and the Territorial Agenda of the European Union and its First Action Programme agreed upon by the EU Spatial Development Ministers at their Informal Ministerial Meetings in Potsdam in 1999, in Leipzig and in Ponta Delgada in 2007;

Following the principles and objectives suggested in the work programme of the Committee of Senior Officials for the period 2007-2010, highlighting the theme “Future challenges: sustainable territorial development of the European continent in a changing world”;

Adopt the following Declaration:

1. Milestones in the history of CEMAT

CEMAT was established in 1970 for the purpose of developing transnational cooperation on common territorial development issues such as the growing regional imbalances generated by economic prosperity, the structural move towards a more service-based economy or territorial integration across national borders. Soon, new challenges emerged which had to be added to CEMAT’s agenda, such as increasing unemployment in manufacturing regions, the economic backwardness of European peripheries, the polarisation trends in and around metropolitan areas and recognition of the importance of environmental issues. More recently, major innovations in telecommunication systems and especially the worldwide introduction of the Internet and related communication technologies made possible both the emergence of the knowledge society and the acceleration of globalisation. Business clustering and area-based development then became appropriate strategies.

The most important political event of the post-war period on the European continent took place in 1989-91, right in the middle of the four decades of CEMAT activity, with the fall of the Iron Curtain. The transition period which followed, driven by the introduction of the market economy in the countries of Central and Eastern Europe as well as in Russia, had a considerable impact on territorial patterns, as regards both cities and rural areas. Territorial integration could now progress on a continental scale, and networks of all kinds have developed over the past two decades throughout the wider Europe. The European continent is again unified, in a context where territorial disparities remain, however, significant.

In the past four decades, the internal organisation of statutory powers within the Council of Europe member countries has changed considerably. The process of the democratisation and the subsequent change of polarisation resulted in the allocation of significant territorial development responsibilities to regions and municipalities in most countries. In central and eastern Europe too, the decentralisation process, which started later, has progressed significantly, generating, as in western Europe, structures of multi-level territorial governance.

Since its foundation in 1970, CEMAT has played an invaluable role in promoting efficient territorial development policies throughout Europe, in line with major changes in the general context:

Activities to raise awareness, exchange good practice and jointly explore future trends have marked the course of its forty years of activity. CEMAT has had an unquestionable impact on the

improvement of territorial development legislation, policies, procedures, practices and tools in numerous countries. Its influence has been particularly strong when new groups of countries have joined the Council of Europe, as happened in the case of several countries of southern Europe in the 1970s and of central and eastern Europe in the 1990s.

A particularly valuable and influential achievement of CEMAT has been the joint formulation and political adoption of common forward-looking territorial development doctrines, such as the “European Charter for Regional/Spatial Development” adopted in Torremolinos in 1983 and the “Guiding Principles for the Sustainable Spatial Development of the European Continent” adopted in Hanover in 2000, on the occasion of CEMAT’s thirtieth anniversary.

CEMAT has advocated the subsidiarity and reciprocity principles with a view to actively involving regions and municipalities in territorial development policies, and also as a means of preserving the unity in diversity bequeathed to Europe by its history and geography.

CEMAT has further demonstrated that well-conceived and efficiently implemented territorial development policies are essential to ensure sustainable development in the long-term, as stipulated by the Rio and Johannesburg Declarations, and to protect and enhance landscapes according to the provisions of the European Landscape Convention.

In the period 2007-2010, with the Russian Federation in the Chair, CEMAT has devoted specific attention, in the context of its international symposia, to following topics: “Accessibility and attractiveness of rural and landlocked areas: sustainable transport and services of general interest” (Andorra, 2007), “Challenges and strategies for metropolises and metropolitan regions in a context of growing globalisation with regard to economic, social, environmental and cultural development” (Saint Petersburg, 2008), “The spatial dimension of human rights: for a new culture of the territory” (Yerevan, 2008), “A comprehensive approach to balanced sustainable spatial development of the European continent” (Kyiv, 2009).

The overarching objective of territorial cohesion, as promoted by the Guiding Principles, should be interpreted primarily as a basic territorial dimension of human rights. It represents a fundamental value of European society that can reconcile European citizens and their daily aspirations in terms of human dignity, equity and security, and good living, working and cultural environments, with the unavoidable transformations in production systems and in the international and interregional division of labour, with changes in natural conditions such as climate change, and with the move towards a more multicultural society. Territorial cohesion is the most comprehensive and ambitious objective which territorial development policies, in conjunction with other public policies, must strive to achieve.

2. Climate change, population ageing and social polarisation call for appropriate and efficient territorial policy responses

New challenges with significant territorial impacts have emerged over the past decade, which were not at all, or not sufficiently, taken into account in the Guiding Principles of the year 2000. They call for urgent policy responses, especially on the part of territorial development policies in conjunction with other public policies.

The acceleration of climate change and the need for a new energy paradigm call for urgent territorial development initiatives

Climate change, hardly noticeable a few decades ago, has been accelerating to the point of becoming one of the most serious global issues. Fossil energy systems, which generate the majority of greenhouse gas emissions, are widely recognised as the main drivers of climate change. This has a growing impact on biological and physical systems and affects basic access to water, food production and other economic sectors as well as the environment. It also causes increasingly frequent natural disasters with social, economic and environmental damaging impacts. Curbing the speed of climate change and limiting the extent of its negative impacts requires significant initiatives in many public policy areas and also presupposes major changes in the functioning of society.

Territorial development policies have crucial tasks to fulfil in this field. With regard to facilitating a change of energy paradigm, they have to contribute to the adaptation of transport systems, to the implementation of energy-efficient measures in the design of buildings and urban settlements, to the good management of mobility needs, to the promotion and use of renewable energy sources, while ensuring environmental sustainability, social equity and to optimisation of the economic benefits to be reaped, in European regions, from these new approaches, ranging from research and development activities to the widespread implementation of new practical solutions tailored to each individual region. Where territorial development measures are concerned, minimizing the negative impacts of climate change requires on the one hand the intensification of preventive measures against potential damage from natural disasters (floods, drought, storms, landslides...) and, on the other hand, the development of structural measures aiming at facilitating the adaptation both of productive systems (agriculture, forestry, tourism) and urban settlements at strengthening the protection of natural resources and biodiversity, where potentially affected by climate change. Territorial development policies have to be significantly improved by integrating mitigation and adaptation measures into local, regional and national development strategies and into the various levels of decision-making.

Developing appropriate territorial policy responses to the new demographic and socio-cultural challenges

Several decades of low fertility rates are now resulting in accelerating population ageing and, in some countries, population decline. These trends will amplify in the future, with a greater intensity in central and eastern Europe as well as in some west European regions. The relative importance of migration resulting in total population change, which is currently significant, still could be expected. These demographic changes, combined with low birth rate and growing social polarisation in European society, will call for significant upgrading of the territorial development policies.

The relative importance of immigration in total population change, which is currently significant, will further increase. These demographic changes, combined with the growing social polarisation in European society, will call for significant improvements in territorial development policies.

With regard to the impact of accelerating population ageing, anticipation of labour shortages in a growing number of European regional labour markets - these improvements must include through the upgrading of qualifications, employment rates, productivity and innovation capacity; the strengthened provision of/and proper access to appropriate services and infrastructures (health care, culture, transport, accommodation facilities) for the elderly; and development of the residential and heritage-based economy in regions with valuable natural and cultural assets, based on the attraction of a growing numbers of retirees.

In regions (mainly remote rural and low density population areas and old industrial districts) affected or threatened by vicious circles of social deprivation generated by the simultaneous effects of depopulation, loss of jobs and closure of services, territorial development policies have to ensure the provision of essential services and promote economic development and social cohesion in order to maintain the vitality of settlements and prevent further deprivation. In order to facilitate the integration of young people, and especially of women, into the labour market of their home region, curb outmigration trends and make the region more attractive for these groups and enhance their personal prospects, opportunities for higher education, life-long learning and access to skilled jobs have to be significantly increased, in particular through better provision of services and infrastructures also promoting intra-regional mobility, twinning it with the efforts to counteract the process of decline by creating new jobs.

In order to counterbalance the effects of growing social polarisation, especially in cities, which often result in social segregation, growing intolerance, insecurity and even violence, territorial development and urban planning measures, in combination with other public policies and against the background of the Council of Europe's objective of social cohesion, have to prevent such tensions, ensure social inclusion and alleviate social segregation by rehabilitating and regenerating problem neighbourhoods.

Cities also have an important role in economic recovery because of their added value for innovation.

3. Promoting innovative, sustainable and cohesive territorial development in a context of accelerating globalisation and as a means of responding successfully to economic challenges in the post-crisis period

Gaining increased benefits from the globalisation process through more efficient territorial approaches

The globalisation of economies, which has been the dominant trend since the 1990s, is driven by trade liberalisation and the development of information and communication technologies, which has increased the tradability of goods and services, facilitating the transnational fragmentation of production processes according to the most profitable locations. While a number of European regions significantly benefit from the globalisation process, others are confronted with increasing external competition. In the future, it is likely that the globalisation process will have substantially

different characteristics, with competition moving more and more from low-wage production segments to technology-intensive products, including also, increasingly, services and agriculture.

Territorial development policies have the task of contributing to better positioning of the different European regions in the global context. Growth, stagnation and decline not only cause problems and challenges, it also provides an opportunity to stress differences between different regions and gives the change to enlarge the attractiveness of the European continent as a whole. Policies can do this by providing appropriate local responses to global challenges through the promotion of local economic development taking into account the territorial potential and in particular, heritage, local assets and resources, while linking it with sustaining and preservation of such heritage and local identity. In this connection, they have to promote the territorial anchorage of businesses by strengthening their regional links with research and development, training, education, administrative and cultural institutions and civil society. They are required to facilitate the adjustment of labour markets and enable production systems to move closer to the frontiers of technology, mainly through the upgrading of education and skills in regions. They are also expected to help overcome the still significant fragmentation of the European economic/technological system by facilitating the creation of cooperation networks, and especially clusters, throughout Europe, involving businesses, research and development and education institutions, technology transfer centres...

Innovative, sustainable and cohesive territorial development contributing to overcoming the consequences of the economic crisis

Europe is emerging from the deepest global economic depression of the post-war period. With the sharp decline in world trade and exports, the globalisation process has, for the first time, temporarily slowed down. It is essential that Europe's global positioning does not worsen as an outcome of the crisis and that Europe's regions efficiently exploit the potential of the new context to make a quantum leap in terms of competitiveness. Spatial and regional planning should contribute to economic recovery. Furthermore, the crisis and its consequences should also be considered and used as an opportunity for boosting territorial cohesion, especially in promoting place-based strategies which permit more rational and economical use of public resources. It is therefore of primary importance that the capabilities of territorial development policies be fully utilised and this requires a number of significant adjustments.

Territorial development policies should be helpful in reconciling the short-term, often sectoral measures adopted by governments to overcome the crisis with long-term values and principles, such as territorial cohesion and sustainable territorial development. In pursuing the aim of revitalising and consolidating the economy, more emphasis should be given to integrated approaches, the only ones capable of generating synergy effects and preventing long-term inconsistencies, and support should be given to regional and local initiatives aimed at mobilising endogenous resources and territorial potential. For the decades to come the economic strength and competitiveness of the European continent is more and more determined by the skills of people and the strengths of our cities in which knowledge, education, innovation and research find a powerful base.

The debate on climate change is far from being incompatible with the need to revitalise the economy, as significantly curbing greenhouse gas emissions offers considerable opportunities for economic development in European regions in terms of innovation and investment and makes

demands on numerous areas of territorial development (energy, transport, construction and renovation of buildings, agriculture and forestry, tourism...). The adoption of new adaptation and mitigation solutions tailored to the local and regional contexts throughout Europe is likely to generate a great many new activities and significant numbers of new jobs, while contributing to improved quality of life and reduced risks related to climate change.

4. The quality and efficiency of territorial governance are key factors in responding successfully to new challenges

Territorial governance is increasingly recognised as being of primary importance in ensuring successful and harmonious territorial development, as was particularly stressed at CEMAT's 14th Plenary Session in 2007¹. The present context is even more challenging in this respect, with the need to recover rapidly from the economic crisis and efficiently manage the transition to a more environmentally-friendly energy paradigm.

Considering the increased number of member countries since 1989, with new borders and new administration systems and with higher cross-border permeability within the European Union and the Schengen area than outside, new forms of cooperation have to be developed to permit satisfactory and efficient territorial integration in all parts of the European continent.

As global competitiveness is rooted in the territory, especially in the numerous formal and informal networks of influence and cooperation existing in and between regions, significant European initiatives and impetus for sound, innovative and sustainable territorial development are necessary in the new context.

Territorial development policies should facilitate the transformation, in this new context, of European regions' territorial capital into concrete economic, social and environmental added values. This requires innovative territorial governance, in which regional and local authorities define concrete development strategies in cooperation with economic players and civil society, mobilise and organise institutions and stakeholders to carry out operational projects, including on the basis of public-private partnerships, and ensure the coherence and sustainability of the various initiatives by providing a long-term vision and a development framework. The development of new infrastructures and services and the delivery of essential services are particularly challenging issues, especially in relation to population ageing, social inclusion and the continued vitality of communities and settlements.

With regard to the numerous valuable initiatives of regional and local authorities aimed at promoting the development of territories, reducing their social, environmental and economic vulnerability and counteracting climate change, it should be ensured that their future involvement will not be endangered by insufficient financial resources, as a result of the crisis.

Considering that development in the post-crisis period will necessarily be based on more endogenous approaches, closely associating regional know-how, assets and innovation potential, cooperation and subcontracting networks, local business clusters, voluntary associations and other

¹ CEMAT Resolution N°2 on "Territorial Governance: empowerment through enhanced coordination", adopted in Lisbon in 2007.

NGOs, territorial development policies should enable civil society to be more heavily involved in the preparation and implementation of territorial development strategies and projects at the regional and local levels. In this connection regional and local authorities should be encouraged in their functions as facilitators for the setting up of project-related partnerships while ensuring the provision of necessary administrative and material support as well as the necessary links with upper-tier authorities. National policies and state interventions should be as effective as possible to provide transparency and predictability as far as national governmental actions are regarded. This also provides the necessary space for public-private partnership.

Because of their horizontal, cross-thematic character and orientation towards sustainability, territorial development policies are an invaluable tool for ensuring the protection, management and planning of landscapes, according to the provisions of the European Landscape Convention (2000), in a way which reflects the identity and diversity of the population living in the different European regions. Managing landscapes in the spirit of the Convention is an integral part of modern territorial governance.

In order to enable appropriate decisions to be taken in due time, conventional territorial monitoring systems should be complemented, at times of rapid economic and social change related to crises and unexpected events, with more qualitative, expert-based short-term reporting of territorial changes.

In the light of the foregoing, we, the Ministers responsible for Spatial/Regional Planning of the Member States of the Council of Europe,

Emphasize that:

The Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) of the Council of Europe, bringing together European Union and non-European Union member states, is a unique forum for discussion on the future of the European continent and for promoting cooperation and partnerships with regard to new, emerging challenges and to all territorial developments generated by structural changes.

With the aim of promoting sustainable and cohesive territorial development on a pan-European scale, while addressing highly strategic issues of common European interest, CEMAT is currently particularly committed to contributing to the recovery from the economic crisis and to implementing efficient and adequate mitigation and adaptation solutions regarding the challenge of climate change, as spatial development with its integrated and cross-sectoral approach and multi-level governance system can provide an adequate framework and a basis for implementation of adaptation strategies and measures respectful of the European territorial diversity. It also devotes particular attention and significant efforts to the territorial impact of population ageing, migration issues, growing social polarisation and accelerating globalisation.

With a view to promoting innovative territorial governance, making it possible to coordinate different policies at different levels and also efficiently involving the regional and local authorities and civil society, CEMAT is encouraging the formulation of long-term visions permitting comprehensive approaches and preventing undesired territorial effects.

Call on:

- the Member States, the Committee of Ministers and the Secretary General of the Council of Europe to consider not only the importance of the work carried out by CEMAT over the past forty years in promoting territorial development on a pan-European level while supporting human rights and democracy, but also its present strategic activities on crucial issues in a rapidly changing and challenging context, and therefore to maintain their support by providing CEMAT with sufficient resources as mentioned in the Annex to the final Declaration of the Third Summit of Heads of States and Governments (2005);
- the Committee of Ministers, the Parliamentary Assembly, the Congress of Local and Regional Authorities and the Conference of INGOs of the Council of Europe to provide appropriate support to CEMAT's policy recommendations in order to facilitate and strengthen their implementation by mobilising wider circles of public authorities and stakeholders of civil society;
- the European Union to counteract the declining trends in the territoriality of European policies and to promote coherence and synergies between policies which have significant territorial impacts, with the aim of strengthening territorial cohesion and sustainability as well as the competitiveness of European regions in a context of growing territorial challenges. In this connection, neighbourhood policies should also be given a greater territorial dimension.

Commit ourselves, within our means and competences, to:

- provide fresh impetus to our cooperation efforts on the occasion of CEMAT's fortieth anniversary and against the background of a highly challenging context and to give a sharper focus to CEMAT's activities with the aim of contributing significantly to cohesive and sustainable solutions regarding the territorial development of the European continent;
- pay particular attention, in the territorial development policies of our respective countries, to the new challenges described above and to take all initiatives, both within our respective countries and in the context of cross-border co-operation, enabling territorial development policies to be efficiently combined with efforts to regenerate the European economy in a sustainable way and to provide efficient and adequate mitigation and adaptation solutions to the issues related to climate change;
- mandate the Committee of Senior Officials to adapt the Guiding Principles to the new territorial challenges.

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