



**8th meeting of the Council of Europe  
workshops for the implementation  
of the European Landscape Convention**

**8<sup>e</sup> réunion des ateliers du Conseil de l'Europe  
pour la mise en œuvre  
de la Convention européenne du paysage**

**Landscape and driving forces /  
Paysage et forces gouvernantes**

Malmö, Sweden, 8-9 October 2009  
Malmö, Suède, 8-9 octobre 2009



# Eighth Council of Europe Workshops for the implementation of the European Landscape Convention

Landscape and driving forces /

## Huitième réunion des Ateliers du Conseil de l'Europe pour la mise en œuvre de la Convention européenne du paysage

Paysage et forces déterminantes

Malmö, Sweden, 8-9 October 2009

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proceedings / actes



Meeting organised by the Council of Europe – Cultural heritage, Landscape and Spatial planning Division – in co-operation with the Swedish National Heritage Board and in partnership with the Region Skåne, the City of Malmö, the Municipality of Lomma, the Swedish Environmental Protection Agency, the Swedish University of Agricultural Sciences, the Environmental Objectives Council, the Federation of Swedish Farmers, the Swedish Road Administration, the National Board of Housing, Building and Planning, the Swedish Board of Agriculture and the Swedish Forest Agency.

Réunion organisée par le Conseil de l'Europe – Division du patrimoine culturel, du paysage et de l'aménagement du territoire – en coopération avec la Direction nationale suédoise du patrimoine et en partenariat avec la Région de Skåne, la ville de Malmö, la municipalité de Lomma, l'Agence suédoise pour la Protection de l'environnement, l'Université suédoise des Sciences rurales, le Conseil des Objectifs environnementaux, la Fédération des Agriculteurs suédois, l'Administration routière suédoise, l'Office national de l'Habitat, de la Construction et de la Planification, l'Office suédois de l'Agriculture et l'Agence suédoise des Forêts.

Statements in their original language as presented at the Meeting of the Workshops. The opinions expressed in this work are the responsibility of the authors and do not necessarily reflect the official policy of the Council of Europe.

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# **Opening of the Workshops/ Ouverture des Ateliers**

**Welcome speeches/  
Discours de bienvenue**



Lena ADELSON LILJEROTH

*Minister for Culture of Sweden*

As Minister for Culture during the Swedish presidency of the European Union it is a great pleasure for me to be here at the Eighth Council of Europe meeting of the workshops for the implementation of the European Landscape Convention. I would like to thank the Council of Europe and the Swedish National Heritage Board for inviting me to open this meeting.

Let me start by saying that I find it inspiring, and I hope you all feel the same, that this meeting brings together so many different actors, public authorities, universities, municipalities, regions and organisations. This is impressive and it's also exemplary. To me cooperation is the key to moving development and the public debate forward. And I am convinced that the new energy and the new ideas that will be generated here today can only come about through cooperation and understanding for one and another's situation.

Landscape and Driving Forces, a short, concise heading for this meeting, but as I understand it the area it covers is vast. The landscape is around us at all times, in cities, rural areas, suburbs or urban neighborhoods. It can be beautiful or ugly. The landscape affects us and it is important to our wellbeing. The landscape is also an arena for many values and resources in society. All aspects of society meet in the landscape, cultural, ecological, aesthetic, social and economic. We expect the landscape to have room for all these aspects, and so it does. But to avoid conflicts between the different social processes found in the landscape we all have to cooperate. One goal for cooperation is to learn how to resolve conflicts of interest where and when they arise, because they always do. In central government this can involve finding means of cooperation between many areas, such as environmental protection and nature conservation, agriculture and forestry, town planning, infrastructure and regional development. Landscape is not only important to the cultural heritage sector, but to everyone. So we understand this is not easy. But the cross-sectoral work and the ever more concerted approach, including the area of landscape, will be an important strategic issue.

As Minister for Culture this may involve promoting a more conscious and consistent use of a landscape perspective to increase understandings of the links between culture and nature. At the ministry of culture we are now working on the issue of what Sweden's position should be concerning ratification of the European Landscape Convention, and if it is ratified, how it should be implemented. The government will announce its decision on this issue in the near future. But an equally important factor is that all of you, who represent the driving forces governing the development of landscape, meet and discuss in which way we can all cooperate that are in the best interest of

landscape. I wish you all interesting, instructive and challenging meeting and with these words I now declare the Eighth Council of Europe meeting of the workshops for the implementation of the European Landscape Convention, Landscape and Driving Forces, for open.

Thank you and good luck.

Maguelonne DÉJEANT-PONS

*Head of the Cultural Heritage, Landscape and Spatial Planning Division of the Council of Europe, Executive Secretary of the European Landscape Convention*

Minister,  
Excellencies,  
Ladies and Gentlemen,

I am particularly pleased to be in Malmö, Alnarp, for this Eighth Council of Europe Meeting of the Workshops for the implementation of the European Landscape Convention on “*Landscape and driving forces*”.

I would like to thank warmly the Swedish authorities and particularly the National Heritage Board for their hospitality and warm welcome.

I would also like to address special thanks to Mrs Inger Liliequist, Director General of the Swedish National Heritage Board, Mrs Anita Bergenstråhle-Lind, Member of the Steering Committee for Cultural Heritage and Landscape (CDPATEP) of the Council of Europe and Deputy Head of Department for Sustainable Management of the Swedish National Heritage Board, Mrs Nataliya Hulusjö, Mr Jerker Moström of the Swedish National Heritage Board for their much appreciated co-operation. Many thanks also to Mr Leif Gren, who started to speak to me of driving forces in 2006 when I came to Stockholm for the important Swedish Annual Heritage Conference on “Holistic perspectives of the landscape”.

I would also like to extend warm thanks to the following organisers for their co-operation and support in hosting the Workshops and related events: the Skåne Region, the City of Malmö, the Municipality of Lomma, the Swedish University of Agricultural Sciences, the Federation of Swedish Farmers, the Swedish Environmental Protection Agency, the Swedish Road Administration, the National Board of Housing, Building and Planning, the Swedish Board of Agriculture, the Environmental Objectives Council and the Swedish Forest Agency. The Council of Europe would also like to thank the Swiss Federal Office of the Environment, Forestry and Landscape for its support.

The meetings of the Workshops for the implementation of the European Landscape Convention have been organised by the Council of Europe on a regular basis since 2002. They study the implementation of the Convention. In order to achieve strong, forward looking policies, strategies and effective measures for landscape governance, there is a need to explore and understand the forces of landscape transformation. The Convention considers also that each Party undertakes to identify its own landscapes

throughout its territory and “analyses their characteristics and the forces and pressures transforming them”.

The chosen theme of this meeting, “Landscape and driving forces”, provides a framework for us to discuss jointly the current developments in the area of climate changes, the globalisation of spaces, social transformations, shifts in production systems, consumption patterns as well as their meaning and impact on the landscape in an international context. We must examine and analyse the processes and chains of causalities which produce our landscapes.

We have a long road ahead of us, but the foundations for effective action have now been laid. The Convention is a new kind of international treaty, and should be considered as an environmental, social, cultural and economic convention. It is fully in keeping with the major objectives of the Council of Europe and reflects the concerns of our time: the aim is to look after the future of the environment in which human beings live. Human rights, democracy and the issues facing society are all questions that arise on the ground and are reflected in the landscape.

The Council of Europe has undertaken to continue to strive to ensure that land is used wisely, with due respect for the landscape and both natural and cultural resources. The Council of Europe has played a pioneering role in the international arena with the European treaties that have been introduced in recent years under its auspices, in particular the Bern, Valletta, Granada, Florence and Faro conventions. The co-ordination established with the work of the Council of Europe Conference of Ministers responsible for Spatial/Regional Planning is also essential, given that the whole territory – both exceptional areas and ordinary areas, including those where people live their daily lives – is concerned.

I am pleased to inform you that the Council of Europe will continue to promote this sensitive approach of the territory and that three main events will continue this process next year:

- the 15th Session of the Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT), which will be held in Moscow on 8-9 July 2010, on “Future challenges: sustainable spatial development of the European continent in a changing world”;
- the 9th Council of Europe Meeting of the Workshops for the implementation of the European Landscape Convention on “Landscape, infrastructures and societies”, Cordoba, Spain, 15-17 April 2010;
- the celebration of the 10th anniversary of the European Landscape Convention, in Florence, Italy, on 20 October 2010.

Landscape is all around us and heritage is no longer confined to museums. We now have a broader vision and must make sure that we promote new forms of intelligence where the land is concerned.

I would like to close my speech by informing you that the Ceremony for the presentation of the Landscape Awards of the Council of Europe will take place this evening on the occasion of the official dinner.

Thank you for your attention.



Carina OHLLSON

*Chair of the Sub-Committee on Sustainable Development, Parliamentary Assembly  
of the Council of Europe*

The Assembly adopted in 2006 the Recommendation 1752 on “Conservation and use of the landscape potential of Europe” (rapporteur: Mr Sudarenkov, Russia).

The report underlined that landscape management is intrinsically connected with the concept of sustainable development that the Parliamentary Assembly considers as a paramount stake of the XXIst century.

According to the report, quality and diversity of the landscape as a pan-European asset that requires needs common European standards. Member states were called upon to take general measures aiming at the recognition of the concept of landscape in national law and allowing the implementation of proper national, regional and local landscape policies as well as the participation of civil society and non-governmental organisations in schemes to preserve the potential of the landscape.

The Assembly also considered essential to take specific measures to educate the population and increase public awareness, in particular through school education.

The Recommendation recalled the Council of Europe’s legal instruments relevant to the protection and management of the natural and cultural environment and regional/spatial planning, in particular:

- the European Cultural Convention,
- the Convention on the Conservation of European Wildlife and Natural Habitats,
- the European Landscape Convention, which came into force on 1 March 2004.

The Assembly underlined that the European Conference of Ministers responsible for Regional Planning (CEMAT) is the political body best placed to help co-ordinate the achievement of shared objectives and joint spatial development strategies throughout Europe, particularly when it comes to protecting landscapes.

It drew particular attention in this connection to the existing expertise of the regions in numerous member States in terms of spatial planning and the existence of cross-border areas with exceptional biological diversity.

The Assembly stressed that Europe needs common standards of landscape classification in order to compare the various areas, mappings and landscape planning and management methods that make it possible to assess the impact of the economy on the environment and on landscapes.

The Parliamentary Assembly had therefore recommended that the Committee of Ministers, inter alia:

- asks the governments of member States to sign and/or ratify the European Landscape Convention if they have not already done so and, if necessary, ensure that it is transposed into existing legislation and implemented;
- sets up a Europe-wide programme to establish a “pan-European system of national socio-natural landscapes as a genuine mechanism for sustainable development”;
- sets up a pan-European international landscape centre.

We are all aware of the importance of the relationship between landscape conservation and the protection of biodiversity, as well as of the link between the latter and climate change. At the end of last month, during its fourth part-session 2009, the Assembly held a debate on the challenges arising from climate change, and it is planning to hold a further debate next year on biodiversity.

2010 will be the International Year of Biodiversity, and the Assembly will be holding the debate to mark this event. It will be adopting a special report, because, as we all know, the main threat to biodiversity comes from such human activities as land use, pollution and deterioration of soil and freshwater, etc. The Assembly will be working here in close co-operation with all the other sectors of the Organisation, particularly the Congress of Local and Regional Authorities.

This is why your Meeting today is so vital in ensuring that European landscapes, whose importance, sadly, is still underestimated by some policy-makers and by many members of the general public, are better preserved, as an effective measure to ensure improved quality of life for all European citizens.

Inger LINGE

*Vice-Chair of the Committee on Sustainable Development, Congress of Local and Regional Authorities, Council of Europe*

Mr Chairman,  
Excellencies,  
Ladies and Gentlemen,

Next year we will be marking the tenth anniversary since the opening for signature of the European Landscape Convention, a major tool for the protection and development of what is truly building blocks of European heritage – our landscapes.

Instigated by the Congress of Local and Regional Authorities of the Council of Europe, the Convention reflects our conviction, indeed our philosophy that landscapes, in all their diversity today – rural, industrial, modern and historic, ordinary and outstanding – represent an integral and indispensable part of our cultural identity, and that there exists an intimate link between the landscape and the well-being. The landscape plays a crucial role in individuals' daily relations with their environment, whether rural or urban, and its preservation, protection and management – all dealt with in the Landscape Convention – are a key component of sustainable territorial development, and a necessary condition for improving the quality of life of our citizens.

Driven by this conviction, the Congress and its Committee on Sustainable Development have put the issues related to landscapes high on their agenda. The importance of the landscape and of the Convention is substantially reflected in the Congress' integrated approaches to the environment and spatial planning, with an emphasis on sustainable use of space and the search for a balance between the needs of urban and rural areas.

We are currently preparing a report on the landscape as a new dimension of territorial public action, drawing on the practical experience of territorial communities and in particular of the European Network of Local and Regional Authorities for the implementation of the European Landscape Convention (Enele). The report, which is the Congress' contribution to the 10th anniversary of the Convention, will take stock of its application by territorial authorities in Council of Europe member States, analyse the impact of local and regional action with regard to landscapes and assess how authorities in different European countries integrate landscape-related issues into their public policies and regulations.

The Congress also participated in the international jury convened in Strasbourg last May for the first session of the Council of Europe Landscape Award under the European Landscape Convention. We particularly welcome this prize which awards local and regional initiatives or particularly remarkable contribution by non-governmental

organisations for sustainable protection, management and/or planning of landscapes. I am proud to participate tonight in the public ceremony which will to officially present this year's award.

The European Landscape Convention defines landscape as “an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors”. When planning their cities or regions, local and regional authorities must look at key areas which can be influenced. We immediately think of employment, mobility, air quality, climate change but only sometimes health.

One of the Convention's features is the key role it assigns to local and regional authorities in landscape protection, management, development and enhancement. Similarly, the importance of landscape and the Convention are reflected in the work of the Congress and its Committee on Sustainable Development: its integrated approaches to the environment, its emphasis on sustainable land use and its quest to balance the demands of the city and rural areas are just some examples.

It is reflected in the European Urban Charter II: Manifesto for a new urbanity, adopted by the Congress in May 2008 which gives voice to the Congress' philosophy for a new urban environment and modern urban governance. This Manifesto conveys an ambitious and demanding message to all those involved in urban development. It is an invitation to local authorities, in all their diversity and on the basis of shared European values, to implement the principles of ethical governance, sustainable development and greater solidarity in their public policies. We advocate a denser and more compact city, a city which gives better access for all to public facilities and services. In this context, landscape in the city is indeed a key point for urban planning and development, in our effort to reconcile heritage and modernity, industrial and residential, work and recreation.

Urban planning cannot deliver healthy living by itself, but it can help remove the barriers to better health and well-being. For us in the Congress, it is evident that a healthy urban and spatial planning means planning for the people. We promote the idea that the city is much more than just buildings, streets and open spaces, but a living, breathing organism, the health of which is closely linked to that of its citizens.

In this regard, allow me now to focus in somewhat greater detail on the experience of my native country, Sweden, and more particularly the Stockholm Region.

This year is an anniversary year for the protection of landscape in this country. It is 100 years since the first national parks were established in Sweden. In fact, it became the first country in Europe to introduce national parks when the parliament, on May 24th 1909, made the reservation of land for nine national parks, one of them Ångsö in the archipelago of Stockholm.

Regional and urban planning in the Stockholm Region and East-Central Sweden implies a comprehensive approach covering all parts of the landscape. The region

offers much in the way of cultural and architectural value as well as considerable natural and recreational value. The green structure in the Stockholm Region forms a network of green areas and water. The continuous areas of nature in the vicinity of built-up areas, stretching from the surrounding countryside in towards the regional centre, form what are known as the green wedges. The green wedges bring nature closer to built-up areas and provide large untouched areas for walking, with a diversity of functions and experiences. The green structure is an important part of the region's identity, cultural heritage and attractiveness.

The region has many attractive aquatic environments in the form of lakes, watercourses and the sea. The coast and the archipelago are popular areas for outdoor recreation, attracting large numbers of visitors. The apparently untouched and undisturbed natural environment in the outer parts of the archipelago is of particularly great value.

The Stockholm Region has one dominant central core, with a concentration of workplaces, higher education, various cultural activities, restaurants and entertainment. The aim is to establish a polycentric urban structure, to relieve the inner city, and to create living sub-regional cores offering a wide selection of workplaces, services and cultural events in sub-centres with the character of "real cities".

As recommended in the European Urban Charter II of the Congress, which I have mentioned earlier, the urban areas should be planned to be an attractive environment with parks and green areas, for residents, visitors and the business community. Dense urban areas offer good opportunities for satisfying urban living, access to public transport and energy-efficient infrastructure solutions. Increasing the density of the city, and endowing it with the qualities of traditional European cities, is a guiding principle: density, rich variety, public and green spaces.

Indeed, regional planning has been ongoing in the Stockholm Region for almost 60 years. Since 1971, the Stockholm County Council has been the responsible regional planning body. In an international perspective, Swedish municipalities hold a uniquely strong position in the planning system. The municipalities have a planning monopoly and the detailed plan is the legally binding planning instrument. Since the regional plan is only a guideline and not binding for the municipalities' planning, the municipalities and other actors responsible for the implementation have to be voluntarily involved in its preparation. The planning process for the new regional development plan, RUF5 2010, has introduced an outward-oriented approach. This has to a high degree contributed to a positive reception in the region.

When Stockholm was founded in the thirteenth century, during the Hanseatic Period, the city was a strategic place for trade in the Baltic Sea Region. Now Stockholm has once again achieved a strategic role as a gateway city in the Baltic Sea Region. There is a need for increased co-operation throughout the entire Baltic Region aiming at developing the area as a whole.

Today, the Stockholm Region has by far the highest population growth in Sweden. During the last 20 years the population has increased by around 350,000 residents, more than the total number of residents of the City of Malmö. We now assume that the population will increase by between 200,000 and 400,000 residents over the next 20 years. A growing population demands more housing, public transportation, roads, educational opportunities, and health services.

The capacity of the transportation network has not kept pace with population growth. The Stockholm Region needs a major expansion of its transport infrastructure. Congestion charges were introduced in the central parts of the Stockholm Region after the elections in 2006. The system made it possible to control congestion and at the same time generate funds for investments in the transportation network.

The Region also has to face the challenge of climate change, and takes measures to adapt to its consequences. Global climate change is affecting living conditions around the world. When compared with other industrialised nations, Sweden has low carbon dioxide emissions, since a large amount of energy is derived from hydroelectric power and nuclear power. Stockholm has low carbon dioxide emissions compared to the rest of Sweden, due to high urban density with good opportunities for public transport and district heating. A difference from many other countries is that we still experience elevation of the land after the last glacial period 10,000 years ago, which can reduce the risk of flooding.

The experience of the Stockholm County Council shows that local and regional authorities do not have to wait for national governments to act before applying the principles of the European Landscape Convention in their communities. In fact, many municipalities and regions are taking the lead and become the driving force behind innovative initiatives and practices with regard to landscapes. This is an integral part of their overall action for sustainable development of their communities. For example, the implementation of policies for the use of renewable sources of energy will certainly change our landscapes, with the introduction of photovoltaic and wind energy plants. There are already plenty of examples of such action at local level, and their number is growing.

This is also the case in Sweden. The European Landscape Convention is not yet implemented in the Swedish legislation. However, through practical regional planning in the Stockholm Region, we are already to a large extent working in the spirit of this Convention.

Thank you.

Lena ANDERSON-ECKLUND

*Deputy Vice-Chancellor, Swedish University of Agricultural Science, Uppsala*

Welcome to Alnarp, the southernmost campus of SLU, the Swedish University of Agricultural Sciences.

It is a pleasure for me to welcome you all to this beautiful campus in Skania. We are happy to be your hosts for this important Meeting and I am sure that the very special atmosphere here at our university campus, will add inspiration and amenities to your discussions. Alnarp is a well known meeting point – a platform – for interactions between the faculty members, the young students and a variety of practitioners from the green sector.

The Swedish University of Agricultural Sciences develops the knowledge about our biological natural resources – everything that lives and grows. We conduct research, we teach and inform about the opportunities and possible risks incurred when using our forest, landscapes, soils and animals in different ways.

SLU has four faculties and our activities cover the whole of Sweden in terms of geographical, ecological and climate areas: the northernmost is the Faculty of Forest Sciences, which is located mainly in Umeå, two faculties: the Faculty of Natural Resources and Agriculture Sciences and the Faculty of Veterinary Medicine and Animal Science based in Uppsala and here in Alnarp we have the Faculty of Landscape Planning, Horticulture and Agricultural Science.

The acceptance of the European Landscape Convention allows a possibility to overcome the gap between different sectors in society, and could help people to increase their understanding of the importance of natural and cultural environments when it comes to environmental concern and preparation for climate change and development of renewable energy sources in the landscape.

The European Landscape Convention also offers an opportunity to connect the main mission of our university to the development of a sustainable landscape in a European perspective. Research is needed for solving problems of, and adaptation to, emerging climate change, developing new sustainable management systems in agriculture and forestry, developing meaningful life conditions for new entrepreneurial businesses and for addressing the loss of biodiversity and ecosystem services.

In all this, Sweden and SLU are participating in the European collaboration, through different mobility programmes for students but also in the framework programmes for research as well as in many of the other European programmes.

We cannot predict the future but we can prepare for the change – and SLU will contribute through developing the understanding and sustainable use of biological natural resources through research, teaching and environmental monitoring.

I do hope that this conference will help to move the European Landscape Convention another step forward, and I wish you the best of luck in achieving the results we would like to see.

Again – warmly welcome to SLU in Alnarp!

Inger LILIEQUIST

*Director General, Swedish National Heritage Board*

Minister for Culture, Mrs Lena Adelsohn-Liljeröth, thank you for your welcoming speech.

Dear colleagues and delegates of the Conference,

As Director General of the Swedish National Heritage Board, I'm happy to see you all in Sweden for this important topic, Landscape and driving forces. We work with the historic dimension in the environment and we can provide inspiration for the future by handling the past. We are a part of the Swedish Government, and we have organised this meeting along with the Council of Europe.

I would like to thank the Council of Europe for the great pleasure and honour to let us organise the Eighth Council of Europe meeting of the workshops for the implementation of the European Landscape Convention. I also would like to thank the Swedish University of Agricultural Sciences for their kindness to host us in their excellent Campus in Alnarp. Furthermore I'm happy to thank all our partners, who are presented in the programme.

The landscape is the arena where everything happens. It is an active resource for economical development and regional growth but also a dynamic archive for perspectives on our existence in time and place.

Natural processes and human influences such as climate changes, infrastructure and forestry have always had a great impact on the landscape. The history shows us that their influence can be positive as well as negative for the landscape. But the history also provides knowledge and imagination to develop the landscape.

The European Landscape Convention offers a great opportunity to make a difference. Cultural heritage management with its historical knowledge can contribute to a better society that is more conscious of time. Today the aim is a sustainable landscape. I believe it is possible to unite production with biodiversity, cultural heritage and outdoor life. I believe we all can shape the landscape of tomorrow.

And again, most welcome to the conference and two days of creative discussions.



## **The European Landscape Convention: a close view from a distance**

Shelley EGOZ

*Senior Lecturer, School of Landscape Architecture, Lincoln University, New Zealand*

I was invited to talk to you today to share an outsider's perspective of the European Landscape Convention (ELC). Geographically I'm very much an outsider, as my current home in New Zealand is the farthest point on the globe from Europe. Culturally though it's not that far away. The South Pacific landscape I live in today has been very much shaped by European values and portrays the issues that have brought us together to this meeting. But it is not only the European landscape that connects me to the ELC. I was born and raised in the eastern Mediterranean landscape of Israel until the 1990s when I moved to Oregon in the Pacific North West of America and later settled in New Zealand. Having experienced living within the three different landscapes and examining the ELC from this distance reinforces my conviction that the concerns that are articulated by this document are not restricted to Europe. The ELC itself was inspired by the 1993 Mediterranean Landscape Charter of Sevilla, Spain. Its definition of landscape as

...the tangible expression of the spatial and temporal relationship between individuals and societies and their physical environment...

is at the heart of the ELC.

The theme of this meeting is Landscape and global drivers; we are all here because we recognise the importance and timeliness of discussing this topic in the light of major environmental challenges and how their impact on landscape, in turn, influences society.

We will be participating in workshops highlighting facets of global drivers and landscape transformations related to emerging patterns of energy production and consumption influenced by and also influencing economic and social transformations. I will argue that the ELC itself can become a landscape driver by inspiring a Global Landscape Convention a (GLC) that will become a tool to assist with the achievement of the ideal articulated in the preamble to the ELC:

sustainable development based on a balanced and harmonious relationship between social needs, economic activity and the environment.

Landscape has been defined by scholars as an ambiguous term – it expresses both an outsider's detached view of an entity but at the same time the term implies an involvement and experience of the insider. My attendance here is to offer both an outsider's view and at the same time a perspective of someone who is very involved

with landscape. As a landscape architect and educator in landscape architecture I would like to share my own interpretation of landscape, how I read the ELC and why I think the ELC is a powerful document that extends beyond a legal deed.

I share the ELC's understanding of landscape as a contributor to well-being and have expanded on this notion with the inception of the idea of a Right to Landscape, a recent initiative at the Cambridge Centre for Landscape and People (CCLP), proposing that Landscape, as an umbrella concept of an integrated entity of physical environments, is imbued with meaning and therefore comprises an underpinning component for ensuring well-being and dignity of communities and individuals. The Mediterranean Landscape Charter's definition of Landscape emphasises the relationship between humans and their physical environment. Landscape differs from environment and is not synonymous with Nature. Therefore, landscape is not an object but a relationship. Perhaps it is the geographer Yi-Fu Tuan to whom I should be indebted for his seminal introduction of the term *Topophilia* that allows me to read landscape as a relationship:

Topophilia takes many forms and varies greatly in emotional range and intensity... fleeting visual pleasure; the sensual delight of physical contact; the fondness for place because it is familiar, because it is home and incarnates the past, because it evokes pride of ownership or of creation; joy in things because of animal health and vitality<sup>1</sup>.

This same topophilia is what underpins my proposition for 'The Right to Landscape'. It is the assumption that all humans form a relationship with their surroundings. 'The Right to Landscape' is thus different than a right to landscapes, rights to landscape or landscape rights. It is also not about constructed 'legal' rights; it is rather the proposition that Landscape is an existential component of humans, and is something that cannot be taken away from them therefore relating the whole notion of landscape to human rights. This interpretation introduces a strong ethical dimension to the idea of landscape.

Further to the outsider/insider ambiguity of landscape there is another inherent paradox in landscape. Landscape is both specific and universal at the same time. It is an artefact shaped within a particular geography and culture but also a universal concept. Landscape is everywhere and whether we call it by this name or not we all exist and live in a landscape. I have often been asked how I can reconcile teaching landscape architecture in New Zealand when my practice experience was in a Mediterranean landscape context. How can a discipline that requires extensive familiarity with a local geology, botany and cultural nuances, be general?

It is through the ELC's definition of landscape that I explain my professional ethos as a designer and design educator. At the School of Landscape Architecture, Lincoln

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1. Tuan, Yi Fu 1974 *Topophilia: a study of environmental perception, attitudes, and values*. New Jersey: Prentice Hill, p. 247.

University, New Zealand we tell our students that landscapes don't have boundaries and are always within a larger context. This is true for the physical tangibles such as the need to find out where the rivers come from/go to and so on, and the intangibles – socio-economic, cultural, political, ideological etc contexts. Those relationships not only shape the landscape but will also influence the design solutions. We also emphasise to our students that every scale they work in allows for a different level of detail and attention and that it is imperative to zoom in and out in scale when designing. This act of moving through scales acknowledges that landscapes exist within context; at the same time it signifies that landscape is a whole that is more than the sum of its parts. Landscapes as a representation of a relationship cannot be analysed as an objective scientific artefact, I argue. We, as designers, planners and policy-makers do not act in a moral void. Our proposals are always underpinned by values. I therefore prefer to use the term “landscape evaluation” rather than “landscape analysis” as recognition of the human subjective dimension inherent in approaching landscape planning and design.

The ELC defines landscape character as “the result of the action and interaction of natural and/or human factors”. As such it can help us to categorise and build landscape typologies that are manageable but at the end of the day we cannot divide landscapes into separate containers. Landscapes denote a relationship and are always interconnected even when they are physically isolated. And this is where global drivers come to the fore. New Zealand for example is geographically an island but that does not prevent its landscape from being shaped by external forces such as global markets for food or tourism (for example, an increased global market demand for milk powder has had a significant influence on the degradation of the New Zealand landscape). So the uniqueness of landscape is in this sense a duality of particular and universal, local and global at the same time.

Landscape architecture I believe is the art of synthesis of all those influences. Landscape architects are trained to synthesise and integrate a wide array of information. This in turn feeds creativity to assist with complex problem solving. Such a process extends beyond linear methodological development but one which requires the ability to internalise different types of knowledge and then produce new responses; a creative talent which requires forward looking visionary skills – or in other words: imagination.

To address challenges landscape architects need to always be, not only forward looking, but aspire to an ideal and be optimistic. This optimism is inherent as evident for example in plans and drawings presented to clients where mature vegetation and fully grown trees are portrayed. Depending on unforeseeable natural forces such as climate and biology one has to be hopeful to believe that the landscape will indeed be the one we plan for. The visionary dimension of landscape architecture in planning as well as in policy-making is vital. To approach landscape projects is not only a matter of holistic thinking it also has to be visionary, inspirational and positive. Although not

said specifically about landscape, perhaps nothing captures this view better than the following quote from the late literary critic Edward Said when describing Raymond Williams' inspiration on his own thinking:

To every situation, no matter how dominated it is, there's always an alternative. One must train oneself to think the alternative and not the accepted *status quo* or to believe that the present is frozen (Edward Said)<sup>2</sup>.

It is no coincidence that landscape is so often used in the arts to express the most profound human aspirations. Emotions, ideologies and yearnings are reflected in and evoked through landscape. To present just one example from the Mediterranean landscape I am so familiar with: stone terraces in the landscape are symbolic of a long lasting and stable relationship with the land. As such, both Israelis and Palestinians claim the same landscape elements. In 'The Nativity Walls', a collaborative project by Walid azme al-Houmouze, Patrick Genty, Bruno Marmioli and Veronica Alcacer, the designers built dry stone wall terraces intended to be part of a Millennium Peace celebration in Palestine and Israel. A similar idea was reiterated in 'Murs de Palestine' 2000 – 2002 by Bruno Marmioli and Patrick Genty's installation at the Chaumont Garden Festival in the Loire Valley of France as a representation of "a plea for peace in an ever more troubled part of the world"<sup>3</sup>.

Hope, integration, idealism as well as a visionary and forward looking and an optimistic outlook are also reflected in the wording of preamble to the ELC when stating the Council of Europe's aspirations:

... to achieve a greater unity between its members for the purpose of safeguarding and realising the ideals and principles which are their common heritage.

It is thus also not by chance that IFLA, the International Federation of Landscape Architects, has recently adopted the principles of the ELC and is now proposing a Landscape Architecture Global Landscape Charter based on the same values.

Another innovative dimension of the ELC noted in the preamble is the casting of the landscape as an actor. Suggesting that the landscape is an entity that is more than a passive setting waiting to be shaped, but one that takes on an active position:

... the landscape has an important public interest role in the cultural, ecological, environmental and social fields, and constitutes a resource favourable to economic activity...

Identifying landscape as the key actor is where a landscape convention has the potential to become a driver for well-being and a mitigator of possible ill-effects of landscape transformations.

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2. Edward Said in interview with David Barsamian, *Design Book Review* 29/30, 1993, p. 23.

3. Jones, L. (2003) *Reinventing the Garden* (London: Thames & Hudson) p. 34.

But the most promising feature, I believe, is the commitment to ethical values. This dimension of the ELC is reinforced in the following statement in the preamble:

Believing that the landscape is a key element of individual and social well-being...

Landscape, as proposed here includes both tangibles and intangibles each affecting the other. Defining landscape in this way means it is a resource that although tangible aspects of it such as land or forests can be legally owned, a landscape cannot be owned. It is therefore Common Good.

One of the ELC's most important contributions, I therefore argue, is that it introduces a moral dimension to the landscape discourse. As a Council of Europe convention which represents the moral authority of Europe rather than state power<sup>4</sup> this agreement, while it might be idealistic and not legally binding, is underpinned by the spirit of common good and social justice. As such it holds the potential to inspire a global convention. Similar to the Universal Declaration of Human Rights, a Universal Landscape Declaration could become a moderating mechanism that addresses the challenges that we will be discussing at this meeting. Conceptually and philosophically related to human rights, a right to landscape is implicit in the essence of the ideas captured by ELC. President Roosevelt's 1940s vision for a need to define human rights emerged in the context of threats to freedom. Today, climate change poses another acute threat; it is apt therefore that landscape, in its holistic meaning as defined in the ELC becomes the driver to address such threats.

#### The ELC's vision

to achieve sustainable development based on a balanced and harmonious relationship between social needs [and], economic activity (Preamble to the European Landscape Convention, 2000).

might be an idealistic statement that in an international setting will face further challenges where it meets conflicting political and economic interests. Nevertheless, it is precisely this core spirit of the ELC that establishes values. These values will become the basis on which we build innovative solutions, plan our common landscapes and develop the appropriate policies to manage and protect them.

It is imperative that landscape is understood as the relationship between humans and their surrounding. And article 6 of the ELC indeed addresses commitment to awareness-raising and education.

This means instilling ethical values of landscape as common good. Implementation of a landscape convention would have to begin, as others have already identified, with

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4. Olwig, K.R. (2007), The European Landscape Convention as 'interface' in: Multiple interfaces of the European Landscape Convention *Norwegian Journal of Geography* Vol. 61, pp. 213-214.

this explicit understanding and a strong use of *landscape* related language in policy documentation<sup>5</sup>.

The ELC embodies a spirit of humanism and can become the driver to help materialise an ethos of social justice. If landscape, through the ELC, becomes a mainstream political concern<sup>6</sup> in international discourse about justice and power, the ELC holds this potential of itself becoming a driver. In this respect the ELC is also a pioneering document in that it foresaw the need for what political philosopher Michael Sandel in his 2009 Reith lectures promulgated as ‘The new politics of common good’, politics that foster deeper moral and spiritual values in our public life. „A new politics of the common good”, he says, “requires a more demanding idea of what it means to be a citizen, and it requires a more robust public discourse – one that engages more directly with moral and even spiritual questions”<sup>7</sup>.

For Sandel, who is an economist, it is about moral limits to markets and the recognition that there are some things that money cannot buy while other things money perhaps can buy but shouldn’t, for example, environmental protection. Instead, the need to cultivate a new environmental ethic arises in the context of decisions on global action on climate change. He also maintains that the building of a common life of shared citizenship relies on many public institutions, such as public transport, public libraries and public parks which are the sites for the cultivation of common citizenship. Places where, in his words,

*people from different walks of life encounter one another and so acquire enough of a sense of a shared life that we can meaningfully think of one another as citizens in a common venture.*

What Sandel is describing is the critical role that landscape plays in a democratic society; this idea is also nicely encapsulated in the preamble to the ELC:

... [Landscape’s] protection, management and planning entail rights and responsibilities for everyone; (ELC Preamble)

The landscape as we understand it in the ELC *is* common good. And to protect our shared resource, in light of our global climate change crisis the need to surpass national boundaries and focus on landscape as a universal agent for well-being is imperative.

I therefore echo Michael Sandel’s call for the building of institutions for civil society to transcend national boundaries and challenge existing paradigms. This is to be done,

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5. Roe, M., Jones Carys and Mell I. (2008), Research to support the implementation on the European Landscape Convention in England, Final Report (UK: Natural England).

6. Olwig, K.R. and Mitchell, D. (2009) Justice, Power and the Political Landscape (Oxon: Routledge).

7. Sandel, M. (2009) Markets and Morals, lecture no 1 June 9 2009 in *A New Citizenship* (BBC Reith Lectures).

as he suggests, by invigorating democratic discourse to provide ways of debating questions that spill across borders.

Kenneth Olwig argues that the idea of a convention in itself encapsulates public discourse: “The ‘*Res Publica*’ is a political community shaped through discourse and the core of its power is thus essentially invisible because it depends upon a process of agreement about things that comes about through deliberation – the kind of deliberation that takes place through a convention, for example”<sup>8</sup>.

In Article 5 C of the ELC the democratic nature of decision-making about landscape is highlighted.

“to establish procedures for the participation of the general public, local and regional authorities, and other parties with an interest in the definition and implementation of the landscape policies mentioned”.

If a convention is the embodiment of public discourse and landscape is common good, it is apt then that in the context of the impending threats of Climate Change it is a landscape convention that initiates this type of public democratic debate about a global protection and management of landscape. Although the ELC may not, as it currently stands, specifically address global drivers<sup>9</sup>, it is a document that stems from supranationalism in Europe and as such has a moral authority that is a potentially influential force to drive public engagement with discourses about landscape and introduce the power of the universal nature of the concept as the framework to address the complex challenge of global drivers.

And I would like to end this address by paraphrasing a saying by one of the pillars of landscape studies, the geographer JB Jackson whose humanistic values and influence are well encapsulated in the European Landscape Convention:

... a coherent, workable landscape evolves where there is a coherent definition not of humans but of humans’ relation to the world and to their fellow humans<sup>10</sup>.

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8. Olwig, K.R. (2009) The practice of landscape ‘conventions’ and the just landscape. In: Olwig, K.R. and Mitchell, D. *Justice, Power and the Political Landscape* (Oxon: Routledge) p. 201.

9. Prindahl, J. (2007) The interface with globalisation in: Multiple interfaces of the European Landscape Convention Norwegian *Journal of Geography* Vol.61, pp. 214-215.

10. Jackson, J.B. Jefferson, Thoreau & After in Zube, E. H. *Landscapes Selected Writings of J.B. Jackson* The University of Massachusetts Press 1970, p. 9.



# Workshop 1/ Atelier 1

## **Climate change and the new energy paradigm of Europe / Le changement climatique et le nouveau paradigme énergétique de l'Europe**

### **Chairs/Présidents**

**Anna-Mary FOLTYN**

*Swedish National Board of Housing, Building and Planning/  
Administration nationale suédoise du logement,  
de la construction et de l'aménagement du territoire*

**Maria José FESTAS**

*Deputy President of the Council of Europe Conférence on the European Landscape  
Convention/Présidente adjointe de la Conférence du Conseil de l'Europe sur la  
Convention européenne du paysage*

### **Moderators/Modérateurs**

**Mats WIDGREN**

*Representative of Denmark for the European Landscape Convention/ Représentant  
du Danemark pour la Convention européenne du paysage*

**Alexandra KRUSE**

*Bureau for Landscape and Services, Germany/  
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## Climate change and landscape

Markus ERHARD

*Project Manager Environmental Accounting, European Environmental Agency*

Several levels of interaction between climate change and landscape can be identified. There are (i) the direct impacts of changes in temperature, precipitation, wind or humidity in combination with frequency and intensity of extreme events, (ii) the efforts to mitigate and adapt to these changes by human action, and (iii) the interaction of these impacts with other effects of human land use and management such as nature protection, intensification of food production or urban sprawl. The combination of these three major forcings have significant impacts on our European landscapes, their structure, function and the human – landscape interference.

Due to the burning of fossil fuels and human land-use climate has changed significantly over the last century. Global average temperatures increased by more than 0.8°C since mid of 19th century and are expected to rise by +1.1-6.4 °C until end of this century. Europe has faced higher rates of warming (ca. 1.0°C) than global average. In parallel precipitation has already changed significantly with 10-40% increase in parts of northern Europe and decrease by up to 20% in southern Europe in the 20th century. At the same time heat waves and extreme precipitation events also changed. These changes and their spatial heterogeneity lead to very complex patterns of climate change over Europe which varies even within small areas. No climate change induced trend has been identified in terms of storms and storm surges over Europe so far.

The described changes are inducing significant impacts on European landscapes and their ecosystems. Glaciers are retreating as well as the other components of the cryosphere such as snow cover, lake and river ice coverage. Distribution of plant and animal species are changing with a general trend of migrating north and upwards. At the same time migrating animals are adapting their behaviour to the new environmental conditions. Forests tend to grow faster in central and Northern Europe. At the same time tree species are more and more at the edge of their abundance which increases their vulnerability for pests' diseases and storm damages. Risk of forest and wild fires also increased especially in central and southern Europe. Other processes such as desertification are known to be important risks also triggered by climate change but still need to be quantified. A comprehensive overview about these processes and related studies can be found in EEA (2008). In parallel first quantification of European land-cover are showing significant changes by human activity, mainly an increase in urban sprawl and reduction in arable land (EEA 2006).

The combinations of these effects are analysed using integrative studies on vulnerability which are also taking into account the social and economic capacities of

societies to cope with the environmental changes. The combined mapping of natural and industrial hazards or special analyses of multiple forcing in sensitive systems such as coastal areas are other ways of integrating environmental related information. These studies should help to identify feasible strategies to cope with the challenges of climate change.

How do these changes and their different spatial patterns affect European landscapes?

Ecosystem structure, functioning and stability due to species-specific responses to climate change can lead to different abundance patterns with the consequence of the disruption of existing biotic interactions. These trophic mismatches will change plant and animal competitiveness and will benefit generalists at the expense of specialists, both putting additional pressures on ecosystems and affecting their structure and function. New ecosystem types may also evolve from expansion of invasive alien species (e.g. oak – palm forests in Northern Italy).

Mitigation measures such as the use of renewable energies are changing landscapes due to new infrastructure (e.g. windmills, solar power plants) and change in the use of arable land and forests by more intensive growth of bio-fuel crops and use of fuel wood.

Adaptation measures include the cultivation of crops like vine in new areas e.g. UK, Denmark, Sweden, the installation of new infrastructures such as dykes and dams, facilities for producing artificial snow etc. Adaptation may also lead to loss of traditional cultivation forms which might be replaced by more intensive management. For example the replacement of old varieties in orchards often also very valuable due to their high biodiversity might be replaced by new better adapted varieties in more industrial fruit production systems to increase productivity but with the consequence of losing biodiversity. Adaptation affects many sectors such as water demand management (scarcity and droughts), natural hazard risk management, reinforcing infrastructure, land-use management and spatial planning, greening of cities, ecosystem management, health/heat action plans and health system planning. Adaptation requires actions on many scales at the same time from local to national and European strategies (see also EU 2009).

It has been shown that climate change impacts across Europe are very heterogeneous. Various trends are already visible and it is very likely that pressure and competition on land will increase. There is also more and more co-forcing by the global market driven by the growing demand for food, fibre and biofuels. At the same time there is an increasing bias in agricultural land-use with areas of intensification on the one hand and areas of low intensity production and nature protection on the other. Consumption patterns, norms, technologies and the way how societies will cope with climate change

will trigger the rate and extend of climate impacts on land across Europe. This implies the answering of a series of questions such as:

- How much will we reduce our greenhouse gas emissions?
- How much of our adaptation and mitigation measures will we exported outside Europe (e.g. biofuel production)?
- How will perception of climate change affect consumer behaviour?
- How much will new technologies affect our life style and use of natural resources?
- How much will global market affect European land-use? The knowns and unknowns of these processes finally control the quantity and quality of changes in European landscapes now and in the future.

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## Anticipating landscape policy – Driving forces

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### Landscape as a product

The European landscape is the product of centuries-long interaction between the physical world and human intervention. Climate change is one of the drivers in this interaction. We see that landscape has almost always been on the receiving end of physical processes and human intervention. In other words, landscape evolution is dependent on, and the expression of, a series of autonomous forces (physical and society-induced) and on policy-driven developments in other policy sectors. This can be illustrated by the fact that almost all the landscape values we now cherish so much, came about as unintended side effects.

Chance, short-sightedness, ignorance, political opportunism and other similar factors which are difficult to predict or control, have often ultimately had a decisive influence on the end product.

One positive example of this process is the Oostvaardersplassen, a forgotten corner in one of the newest polders in the Netherlands, which was occupied immediately by numerous wetland birds, and which now is one of the most precious Dutch nature reserves (Kampf, 2002). But we have also seen well-intentioned environmental policy producing negative landscape results, just to mention the numerous noise buffers and screens along our motorways.

### Landscape policy in a narrow sense

Governments do not take a neutral stance and formulate policy targets for landscape, in the Netherlands e.g. laid down in the targets for conservation and development of core qualities in the National Landscapes and basic qualities for all landscape. Government interventions aimed at conservation and restoration of landscape qualities are, however, given their ambitions, generally limited in size and effectiveness (Klijn, 2004).

### Cause and effect

Because landscape is dependent on other developments, whether autonomous or as part of a wider policy, landscape policy would be better served by gaining more insight into the driving forces themselves, their consequences for spatial planning, and finally, their impact on the landscape. Such insight could enable unused opportunities to be exploited and change or mitigate negative consequences at an early stage.

In considering the driving forces behind landscape development work, it is important for us to realise that:

- a) these forces influence the landscape through a series of cause and effect chains; climate change e.g. works through a multitude of effects on landscape;
- b) the real world is always subject to several driving forces at the same time, that may work together to have a cumulative effect, or conversely, slow each other down;
- c) there is not only one-way traffic from independent/dominant to dependent/subordinate; but the reverse can also be the case, i.e. determined by the landscape, for instance because of lack of space; and finally;
- d) the way these forces operate on the landscape has its own dynamics. They can have the effect of spreading slowly but surely, or work as a magnet. This is one of the aspects that determine the extent to which they can or cannot be reversed.

Climate as a driving force has impact on landscape in mainly three different ways:

- the direct effects of climate change on landscape, as a transformation of natural vegetation or the emergence of new agricultural crops;
- adaptation: measures that are being implemented to adapt to changing conditions, like flood protection measures, increasing water retention capacity, etc.
- mitigation: the landscape effects of policy measures to reduce emission of greenhouse gasses. Examples of the latter are the raising of the water table in wetland areas, the use of agricultural land for production of biofuels, and the adoption of alternative means of energy production (e.g. wind parks).

### **National policies on landscape**

Landscape is a public commodity. This implies that public appreciation for this commodity cannot properly be expressed through the markets (Buijs *et al.*, 2006). This justifies government involvement. But it is important what role government adopts in the landscape dossier and what role it actually plays. After all, because of various initiatives, and because of its role as supervisor of new land use, the government itself is one of the most important driving forces when it comes to landscapes, and this amounts to more than specific landscape policy and the associated instruments.

The position of national governments is influenced in two directions; some people would say weakened. The first is the increasing influence of EU policy and European regulation. In addition to formal rules, the member states are requested to take more and more responsibility in the international context, for instance in the conservation of special landscapes of international significance. At the same time much of landscape policy and its implementation is being delegated to lower government authorities.

The government is then required to identify national criteria for supra-local and supra-regional interests and responsibilities and indicate what is the responsibility of national government and what is not.

At the same time, in many countries regulations are being substituted by stimulation measures. For example in the Netherlands, the government, and specifically the Ministry of Agriculture, Nature and Food Quality, has not made it easier for itself by changing its management model, under the motto: 'from direct intervention to indirect incentives'. Various interest groups are being encouraged to participate more and more in the development of ideas and in local solutions, and co-financing for implementation is actively sought from third parties. The Ministry is increasingly taking the position of facilitator, in contrast to its classical managerial, or at the least, directive role. Government institutions, not only the Ministry of Agriculture, often have difficulty in adapting to their changing role and this is sometimes noticeable in their reticence, even in areas that typically come under the government's remit.

The shifting of tasks, authorisation and responsibilities certainly hold the promise of solutions better suited to the case in hand and greater involvement of the people concerned. But it also carries the risk of not always getting the priorities right and of lacking supra-local or supra-regional coherence. It must be recognised too that the absence of professionalism, and short-term thinking, coupled with a lack of knowledge, will ultimately take its toll. Because the emphasis of responsibility has shifted to lower government authorities and third parties, it has become vital to transfer knowledge and know-how. This is the responsibility of central government. But as in a relay race, where it happens that the baton is not successfully passed on, so it occurs in administrative reforms as well. The consequences of a lost race are, however, considerably less serious than the irreversible loss of landscape values.

Which conclusions can then be drawn from the administrative developments sketched above in the light of the peculiarity of landscape policy, that will allow us to better deal with landscape development in practice?

### **Towards a more pro-active role and long-term view**

Governing means looking ahead. To make any meaningful contribution to conservation, restoration and the positive development of landscape values, it is essential to timely identify what should be done and recognise potential consequences, exploit opportunities and avert threats. A *tour d'horizon* along the possible developments that may impact on the landscape has been given by Klijn & Veeneklaas (2007). They conclude that these developments are partly autonomous in character, and thus cannot be influenced at all, or at the most, only to a small degree. But in many other cases they can be influenced. However, this almost always concerns issues where others than landscape policy – other policy sectors, other levels of administration, other players – have a dominant say. Recognising the role that others play in decision-making at an

early stage can help in establishing your own agenda and determining a strategy for consultation and collaboration, as well as in presenting your own view in the right way at the right time.

### **The language of others**

Social change is an ongoing process, everywhere, driven by economic, demographic, socio-cultural, technological and other factors. The line of reasoning is also grounded in that vocabulary, value assessments rest on matters other than landscape quality, on, for instance, safety or economic benefit. It is always desirable to understand the interests and motives of other parties and to make the role and significance of landscape clear against this background and even in those terms. Economic arguments in particular can be useful in expressing the desirability or suitability of landscape objectives. In short, try to understand the language of others and make it your own. The reverse strategy can also be applied more often. Other parties in society, other ministries can be 'instructed' in the nature and meaning of landscape values and their role in conserving them. In the same way that thinking about and acting on sustainability seems to have become formally and informally internalised in all government departments, levels of government and the private sector, this is also conceivable when it comes to landscape quality.

And although the Dutch tax authority has to admit in its publicity that "we can't make it any more pleasant", landscape policy still holds the trump card, that actually, it can make it more pleasant.

### **Utilising knowledge and design**

Klijn & Veeneklaas (2007) discuss a number of themes that are likely to impact on landscape in the coming decades. Knowledge development is already underway, as are various research programmes. It is therefore vital to obtain a better picture of the landscape aspects and most of all, to communicate them to those involved (Pedroli *et al.*, 2007). Making people more aware of opportunities and threats by means of early warning and early alert systems is basic.

Design can play an important supporting role here. It can serve as a verbal and visual discussion medium. To discover what it is exactly that we are talking about and what alternatives there may be. Designs are eminently suitable for a first test to see what impact interventions or developments would have on the landscape. By employing new technology, in the design and by spatial classification, designs can usefully be employed in the orientation phase. They can generate alternatives and inspire those involved to develop the project further along promising paths. Alternative designs can be assessed against various criteria and weighed against each other. In the assessment phase the various alternatives do not need to include all the effects in statistics and be given a final score. One thing, however, is certain: the perception and weight of

landscape values are so layered, so complex and so subjective that quantifying all those values objectively in assessments and decision-making is neither feasible nor sensible. Raising awareness, demonstrating consequences and offering alternatives in land use, development and management will contribute much more realistically to a discussion in which politics holds sway.

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## Climate change – Politics beyond time and space

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Thank you for this opportunity to give a brief reflection on some social and economic drivers for landscape change related to the challenges posed by climate change.

I am doing futures studies. Futures studies within the social sciences are not so much about prediction. The future is not something that “is” somewhere out there and which we can discover and describe. The future is something that is “in the making”, something that will be produced between “now” and “then”. So for democratic reasons; be careful with future studies.

“The future”, is also an arena for the struggle today between various interests. Anyone who has the discursive power to describe the future will have an advantage in relation to others in achieving this future. So, exploring the future is to try to see how actors today try to colonise “the future” with their specific interest.

The IPCC Scenario’s for climate change tells us that land use, whether it is the production of food and fibres or the built environment or the transport systems is likely to be affected by climate change and climate politics. With these dramatic scenarios, with glaciers already melting and with a shortage of rain in tropical areas? – why not a massive popular reaction that force political action?

The sociologist Giddens emphasise that there is a specific paradox built into the climate issue: since the dangers posed by climate change are not visible or immediate in everyday life. Most people will do very little concrete to avoid it. And the paradox is that waiting until the problems become immediate will be too late.

And also – the spatial dimension: the lack of institutions to handle global issues. Political mandates are always geographically bounded. The arguments for *free riding*, that someone else should take the turn, are frequently employed as we approach the Copenhagen Conference.

So, the climate change issue is demanding from us actions beyond the normal limits of time and space.

We also have the path dependency. We have what we have of buildings, transports, and not the least of values, education, and understanding - institutions that cannot be changed too quick. The landscape is a museum over needs and values in past time. Buildings stand in 100 years. Trees grow for 80 years in Sweden. Our education and skills are supposed to last until retirement.

Humans and human institutions tend to continue like before, to do things as usual, to organise new information into the existing frame.

But, look, there are also changes taking place in a scale and speed that would have been unthinkable just a few years ago. Climate change is moving to the top of the political agenda. There are many agents of change, seeing new opportunities and threats.

I am responsible for one of the component projects within the major research programme Future Forest working with economic, natural and social aspects of the future for the Swedish forest sector. It is a sector with many actors: land-owners, the timber industry, the pulp and paper industries. There are environmental NGOs of various kind, the bio energy sector with many new actors stretching for the forest resources. And also interests from the public sector, from rural inhabitants and urban tax payers who may want something in relation to the forests.

They all have their roles and interests institutionalised since long. Then comes the climate issue along the skyline sailing. First it looks like a mirage, an illusion at the horizon, nothing real. Then it starts to look more like a cloud, far away, diffuse in its form and content. And so, it gets obvious enough to call for a reaction.

What happens with the actors in the forest system: they start to interpret the phenomenon in relation to their institutionalised interest. They download pieces of information about that cloud.

They all seem to agree that:

- forest use and forest management and the physical forested landscape will be highly affected ;
- forests can play an important role in mitigating climate change;
- the global demand on wood fibres will increase;
- the increasing demand drives forestry to further production in the south;
- generally within the sector; climate change certainly offers new opportunities.

Going further into this, the expectations are more diversified and actor centred: a very rough and simplified picture of various interests:

- The land owner: Options: yes, bio-energy is yet another segment. Maybe we can be paid for forest as a carbon sink. Maybe intensified production, etc. Someone said: since long we have been asked to save rare birds in the forest. Now climate change is the political issue. We shall say: thanks a lot for this gift and we shall take care of what it offers as long as it lasts. No worries.
- The pulp and paper industry: Options: produce and reuse and then transform to energy as an end use. Produce electricity and utilise surplus heat. Worries: a) The competition over biomass with the bio-energy sector. b) The decline in paper consumption in Europe.

- The timber industry: Options: Forest plantations in order to sequester carbon. More intensive forest production. More use of fertilizers; forest plantations, acceptance for clearcutting. Increased use of wood for buildings etc. Increase added product value. No obvious worries.
- The bio-energy sector: Option: to exploit this new segment in forestry. Plantations of energy forests in a massive scale. Sugar cane, salix etc. Forest owners in joint actions with energy companies. Worries: Energy efficiency/competition from coal (CCS).
- Environmentalists: Option: climate change proves the need for a 1) conservation: standing forest as carbon sinks, and for biodiversity and resilience, etc to some new economic world order, 3) new social world order. Worries: the effects of climate change.

To sum up:

- these actors produce their own specific picture of the “climate change cloud”;
- they drive in various directions and their conclusions mismatch to a certain extent: more conservation or less, timber plantations or bioenergy, burn coal in large scale and trust that carbon capture and storage will work. So what we see is a struggle over futures;
- and not the least, time has come for large scale solutions and wild ideas: to some of our informants there are billions of hectares worldwide that should be used for bio-energy production. To others: there are billions hectares that should be used for forest plantations around the world.

These pictures often pay little attention to existing forms of land use, to the peoples living in these extensively used areas, to traditions, culture, etc. Also little reflection over the time scale: over the institutional friction that limits the large scale solutions.

It seems to me that we are moving into the time of fantastic ideas. Sometimes it looks as if there were an opening towards both dystopia and utopia that is now coming close to be the normal.

Of course, this picture calls for political interventions. A post-Kyoto regime will have to pay much attention to land use issues. And politics at EU level will have to address to these changes. But the member states will remain the key institutions to safeguard the necessary territorial control on a democratic basis.

The nation states can provide property rights institutions, legal frameworks, monitoring and enforcement. Detailed and deep understanding of the existing landscape; establish basement scenario's for calculating credits, monitor so called leakage and additionality, safeguard permanence in various measures taken.



## Conserving our climate, renewing our landscapes? The emerging research agenda of renewable energy in the European landscape

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### Introduction

The most intense period of landscape change in Europe has been since the industrial revolution. A string of innovations, from coal-fired steam power to oil-fired piston engines and gas turbines brought huge social transformations, including urbanisation, increased mobility, and with increased wealth, a greater demand for rural recreation. It was the factor of cheap fossil fuels which pushed the industrial era to its zenith. Looking at the next hundred years, we can anticipate a set of different, but perhaps equally dramatic processes of change to affect the European landscapes. These drivers for landscape change include:

- the threats of climate change;
- ‘peak oil’ / era of cheap oil and gas is over;
- changes in Society (population growth in developing countries, ageing population in western countries, changing expectations of rural space);
- changes in the economy (effects of globalisation and re-localisation, economic power is shifting from the west towards Asia, increased cost of energy, economic recession, end of the Washington consensus?);
- technological innovation (information and telecommunication, smart meters and smart grids, hybrid energy systems, new building methods and materials).

These drivers may combine in different ways, or manifest themselves differently in different regions, dependent on the dynamic and area specific interplay of a wide range of bio-physical, techno-infrastructure, socio-political and other factors. This throws up a set of challenges to the implementation of the European Landscape Convention (ELC). Clearly we need to have a better understanding of this interplay if we are, in accordance with the ELC, going to protect, manage and plan the European Landscapes. In the limited space of this short paper, I will focus on what is currently perhaps the most acute, but certainly the most hotly debated driver for landscape change; the building of wind farms and other renewable energy facilities. The interplay between renewable energy and landscape triggers questions about our expectations and aspirations with regards to each individually; what energy futures do we want, and what landscape futures? It throws up questions about our sense of aesthetics, not only

what we do or don't like to see, but also why? Our response to the threat of climate change, the quest for energy security, the desire by individuals, interest groups and the authorities to protect (only) certain landscapes, are all questions of morality and equity. What the preferred modes of delivery of renewable energy are, depends on the political and economic landscape, and that too is dynamic<sup>11</sup>.

Under an EU wide agreement, member countries have now adopted ambitious national targets for renewable energy. Efforts to achieve these targets invariably impact on the appearance of the physical landscape, and raise issues of spatial planning. These issues are faced at the national level, when translating supra-national regulations into the national legislative framework and implementing the ensuing national policies. However, the impacts on the physical landscape are not considered in the design of supra-national legislative frameworks, unless negatively, as “barriers” to policy or market efficiency<sup>12</sup>, which results in undue pressure on planning processes. While we are faced with a global ecological imperative to reduce greenhouse gas emissions, streamlining the planning and implementation process does not necessarily result in a faster growth of the renewable energy sector. Gaining planning permission through top-down fast-streaming of the decision process carries the risk of alienating stakeholders and publics – a risk which could be ameliorated through a lengthier but more inclusive process of participative planning.

In the 1990s, wind energy grew hard in Denmark, Germany and Spain, while the tension between landscape and renewable energy was mainly expressed in the Netherlands and the UK (especially England and Wales). These last two countries share a centralised planning culture and both failed to embed community involvement and ownership in the policies to stimulate the renewable energy sector. In response to this top-down approach, local protest groups sprung up and often managed to block the development. With the further growth of renewable energy sector and the scaling up of commercial applications of wind turbines<sup>13</sup> and other renewable energy technologies, tensions are appearing in many other countries, including some of the early leaders. Modern renewable energy technologies are opening up a new resource frontier in a crowded landscape and an increase of ‘spatial conflicts’ between renewables and other interests appears to be inevitable. Some of these conflicts are ‘hard’ in the sense that they are about physically incompatible modes of land use, air use and resource

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11. For a more detailed exploration of the emerging research agenda on landscape and renewable energy, see A. Nadai and D. van der Horst (2010). Landscapes of Energies. *Landscape Research* (a forthcoming special issue).

12. See for example; European Commission, 2007, The support of electricity from renewable energy sources, Communication from the Commission, COM 627 final, Dec. 7th, Brussels.

13. Larger turbines are more efficient because they can capture much more and much stronger wind. They also cost much more, and this means that local and community ownership is less feasible. Obviously they are more visible, and out of scale with existing structures in the landscape.

use. Many of the conflicts however, are more subtle in nature, and are played out in discourses that draw on symbols and myths. The word myth has several meanings, but I use it to refer to narratives that are unproven, but not necessarily fictitious or, under all circumstances, false <sup>14</sup>.

The first myth in the debate of landscape and energy developments, is that it can be managed through value-neutral scientific approaches. These approaches have been very popular with planners who were keen to develop objective criteria for the siting of (mainly) wind turbines. Usually these approaches utilise GIS to examine (i) the visibility of the new facility in the landscape and (ii) the spatial extent of ‘protected’ areas which should be safeguarded against these developments.

With regards to visibility mapping, we must be very careful. Several authors have pointed out that visibility itself is not the key issue with renewables. We can try to avoid conflicts by hiding things from the public, and that has been the gut response of policy makers when they observed the growing opposition. However in a mature democracy we should be able to agree on an open and fair process to develop and site technologies that bring wider benefits to society, and some disbenefits to the local area. Furthermore, the use of (modelled) visibility as a proxy indicator of undesirability is both value-laden and morally flawed. Some sections of society do like to see these facilities, in some local landscapes and communities these facilities are more welcome than in others and – importantly – it is often the perceived threat of facilities being built which creates a negative local response. There is clear evidence that once the wind turbines have been built and are operational, the level of local opposition is very much diminished. This is not to say that opposition should be simply ignored. It is rather that much of the protest is about the decision process itself, and less about the actual physical shape of a new facility in the local landscape. Some proponents of renewables argue that the visibility of renewables is a good thing, because it reminds us of our energy use and our moral obligations to reduce the negative impacts of that. This too may be a myth; there are cases which show that people take local pride in a leading new development, but the educational and moral effects of the towering presence of such ‘green monuments’ are yet to be fully understood. Linked with the question of ‘seeing’ is of course the question of aesthetics (although again aesthetics goes far beyond the visible). Much has been written about aesthetics and landscape and it should be clear that it is not something that our current society would wish for a handful of ‘experts’ to decide on without a wider, and more actively debated, public input.

The second use of GIS is sometimes known as ‘sieve mapping’. It is an approach in which different interests which might be harmed by windfarm developments are mapped in GIS. These maps are overlaid in order to identify ‘what’s left over’,

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14. Myth can, amongst others, be defined as “an unproved collective belief that is used to justify a social institution”. see <http://dictionary.reference.com/browse/myth>.

i.e. areas where wind farms could not negatively affect any of the listed interests. This approach can be seen as a type of spatial multi-criteria analysis, which takes only negative criteria into account. It is a form of negative spatial planning, answering only the question ‘where don’t we want windfarms?’. The flaws of this approach are obvious; it takes existing legal and administrative lines on the map and reinterprets them as being anti-wind. It too is therefore an implicitly value-laden exercise.

Another myth about opponents, is that ‘landscape impacts’ are the reason why people object to renewable energy facilities. It is true that landscape impacts are consistently one of the most frequently mentioned reasons for opposing such facilities. However the short response of ‘worried about landscape impacts’ is unarticulated and practically meaningless if taken at face value. What do people actually mean by landscape impacts? How do they frame ‘the’ landscape, and how do they frame the function, shape and symbolic value of the proposed facility in respect to this landscape? There is no reason to assume that peoples’ responses are not genuine, it’s just that the remark of ‘landscape impacts’ really needs to be unpacked if we are to develop a better understanding of the underlying nature of the conflict, and the possible ways to resolve it.

Some of the debate is not about the landscape, but about the need for particular amounts of types of renewables, or even the need to agree on the rationale for renewables. It is yet another myth that we don’t need agreement on the reason for developing renewables, as long as we have our individual reasons to support them. The subsidies for renewables are usually justified on the basis of climate and energy security, and development, both rural and industrial. Yet these four different justifications create different priorities in the development of renewables. The apparent agreement between George W. Bush and Greenpeace that the US and other western societies are ‘addicted’ to oil, breaks down when we examine if they would prescribe the same treatment for the patient. For example off-shore wind does little for rural development. The development of renewable energy may increase energy security, but utilising domestic coal reserves may do so much more efficiently. Co-firing biomass in existing coal-fired power plants is one of the cheapest and most efficient ways to use biomass to reduce carbon emissions, but it does very little to increase energy security, which would be much more enhanced if biomass would displace the use of fossil oil and gas. A lack of agreement about the reasons why we need renewables, will result in the development of a renewables sector which performs poorly in achieving these objectives, and which may create path dependencies which will be difficult to escape in the long run.

The last myth I wish to point at, is the notion that we can choose which interventions we like. If we are to achieve the level of systemic change needed to arrest runaway climate change, we will need all hands on deck, and very rapidly too. We need the interventions we like, the interventions we don’t care about, those we don’t dislike too much, and probably also quite a few of those we dislike but which happen to be

really quite effective in our beloved landscapes. This is not the same as saying that we have no choice. We have the choice of picking a particular balance in the mix of interventions to achieve our 80% (or so) emission reductions, and we can choose how these individual measures will be spread over time, space, ownership etc. There are decisions to be made about the decision process itself; who will be involved and how will they contribute? Who will be included in the decision making and how we can choose who will own and operate these facilities, which technologies do we place first?

In many ways the landscape provides a forum, a stage at which these questions can be discussed, contextualised and even tested. It is a forum where we can observe and reflect on our past and ongoing use of energy, from roman roads to airports and from peat-bogs to coal mining landscapes. Ultimately, energy technologies provide us with social services and disservices and energy transitions are processes of social change. These are contested, and so they should be – to avoid decisions that are informed only by the most powerful of vested interests. The ELC is an existing framework which has an important capacity to host some of this discussion. It is good to see that it is doing so at this meeting.



## From industrial area to solar city

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### Abstract

Once a centre for coal mining and steel production – with more than half of the workforce employed in these sectors until the 1960s – the city of Gelsenkirchen is now on a track towards a new energy future based on renewable energies and energy efficiency. A key element of the city's urban planning policy is to explore and implement clean energy options for the revitalisation of coal mine brownfields and the renewal of related buildings like miners' estates. Projects implemented range from individual industrial buildings with spectacular architecture to solar housing estates for some 2,000 inhabitants. This approach is further upscaled in a project underway on the level of a new city district to be built on the grounds of a former mining area.

### Context of the Municipality

The city of Gelsenkirchen is part of the Ruhr region (Ruhr valley, German: *Ruhrgebiet*), with 5.3 million inhabitants (2008) Germany's largest conurbation and centre of coal mining, steel production and electricity generation<sup>15</sup>. The region lies in the middle of the state of North Rhine-Westphalia, Germany's largest and most densely populated state with an overall population of 18 million. Once a major coal and steel city, Gelsenkirchen was named the 'City of the thousand fires', referring to the many small fires in the steelworks.

With a high dependence on the traditional industry sectors, the crisis hit Gelsenkirchen and the neighbouring communities exceptionally hard. Since 1960, Gelsenkirchen has lost more than 30% of its population.

Environmental degradation became a public issue as early as the late 1950s when lung cancer rates doubled due to dramatic declines in air quality. Dust emissions from coking plants, steel mills and coal fired power plants led to permanently grey skies and frequent smog situations in the early 1960s. Almost three decades later, by the end 1980s, after numerous legislative efforts on both national and local level, after billions of euros invested in filter technologies and fostered by the above mentioned decline of polluting industries, the air quality in the Ruhr region finally reached acceptable levels. Today's problems with air quality such as photochemical smog (high

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15. Administratively, the region is characterised by the Regional Association of the Ruhr (*Regionalverband Ruhr, RVR*). Founded under a different name in 1920, the RVR is the oldest and, with 53 members, one of the largest associations of local governments in Germany.

near-surface ozone concentrations) and fine particulate matter are largely caused by traffic and industrial pollution as a background influence. They are comparable to those in other metropolitan areas.

### **A new paradigm for the energy city**

The story of Solar City Gelsenkirchen can be told as a continuous positive feedback loop between the strategy and the project level. The starting point of this virtuous circle were the late 1980s, when industrial decline was at its peak and unemployment rates went up to about 17% for the first time.

Facing this difficult situation, the local government together with the state government of North Rhine-Westphalia conceived the idea of steering the structural change into a new, positive direction without neglecting the roots of economic development in the region: Gelsenkirchen, the energy city, the city of the thousand fires should become the city of the thousand suns – a solar city. The main goal was to create new business and employment in a modern industry sector and to improve the image of the whole region in order to attract investment capital and skilled labour – not only in the energy sector.

How to get started with the implementation of this ambitious agenda? Almost three decades of economic decline in the coal and steel sectors produced a large number of industrial brownfields in the city, many of them large in size and heavily polluted. In many cases, ownership of these sites was transferred from (bankrupt) private industry companies to the North Rhine-Westphalian state development corporation (*Landesentwicklungsgesellschaft - Grundstücksfonds Ruhr, LEG NRW*). At that time, the LEG had already specialised in the clean up and redevelopment of contaminated industrial areas – in cooperation with the respective local governments in the region.

### **Starting point: Science Park Gelsenkirchen**

The starting point for the implementation of the above programme was the idea to build Science Park (*Wissenschaftspark*) Gelsenkirchen, a modern technology park, on the grounds of a former steel foundry close to the city centre (*Gelsenkirchener Gußstahl- und Eisenwerke AG*). After 125 years of coal mining and steel production on this site, the Thyssen foundry was finally closed in 1984, while the nearby mining site *Rheinelbe* had been closed as early as 1930. The idea of building Science Park Gelsenkirchen first came up in 1989 and was closely linked to the start of the *Internationale Bauausstellung (IBA) Emscher Park* – a 10 year multi-billion euro investment programme for the regeneration of the whole Ruhr region, with individual projects co-funded largely by the state of North-Rhine Westphalia and the European Union<sup>16</sup>.

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16. For a brief overview of the programme see: Ingrid Helsing Almaans (1999): Regenerating the Ruhr – IBA Emscher Park project for the regeneration of Germany's Ruhr region. In *Architectural Review*, February 1999.

Science Park Gelsenkirchen was inaugurated in 1995 and became a flagship project of both – the IBA Emscher Park and Gelsenkirchen’s solar city strategy. At the heart of the 45 hectare park area, a 300 m long technology centre was built, offering 12,500 m<sup>2</sup> space for offices and laboratories. Major parts of the overall investment of 50 million euros came from the EU, the state of North Rhine-Westphalia and the federal level.

In 1996, a 210 kW photovoltaic power plant was built on the roof of the technology centre – the largest of its type in the world at this time. The 3 million euro investment was co-funded by the state of North Rhine-Westphalia, the European Union and the local utility. The spectacular architecture and the high profile of the building allowed – at least in parts – for a targeted recruiting of research institutions and businesses as tenants of the technology centre. As one of the first tenants, the Institute for Applied Photovoltaics (INAP) was founded in 1996. INAP carried out research on a new generation of dye-based solar cells, an activity later taken over by the Freiburg-based Fraunhofer Institute for Solar Energy Systems (FhG ISE). Research, development and marketing of renewable energy technologies have become one – but not the only – cornerstone of activities hosted at the Science Park.

The so called glass-glass modules of the 210 kW PV plant of the Science Park were produced by a local company and enabled it to scale up and automate its production. Today, *Scheuten Solar Technology* is a leading producer of building-integrated photovoltaic systems worldwide. The inauguration of Science Park Gelsenkirchen together with the large scale application of locally produced solar technology defined the common starting point for two major pathways for implementing the solar city strategy: a) joint efforts of the local and state governments to support the growth of a clean energy industry cluster; b) a series of spectacular demonstration projects serving to substantiate the cluster strategy and to create local identity and support for the strategy.

### **PV industry: the nucleus of a clean energy cluster**

An obvious step towards strengthening the city’s nascent PV industry was to climb up the PV value chain and attract investment for a solar cell factory. This goal was achieved in 1999, when Shell Solar opened a facility with advanced production technology and an annual capacity of 25. The investment of 30 million euros was supported with funds from the state government and the EU.

To support innovation and optimisation in solar cell production technologies, the Freiburg-based Fraunhofer Institute for Solar Energy Systems (FhG ISE) opened up a PV laboratory and service centre in Gelsenkirchen close to the solar cell factory in 2000.

The combination of modern production facilities and spectacular demonstration projects began to raise interest in the Gelsenkirchen example far beyond the borders

of the city. Science Park Gelsenkirchen, the Shell's solar cell factory and the Academy Mt. Cenis in the neighbouring city of Herne, the latter equipped with 1 megawatt solar modules produced in Gelsenkirchen and fully integrated into the glass façade, formed the so-called *Solar Triangle Emscher-Park*, a project of the World Expo 2000 in Hanover and attracted thousands of visitors worldwide.

Spurred by the emergence of a local PV industry and improved support schemes for PV at state and federal levels in the late 1990s, a growing number of companies in the region engaged themselves in the planning, installation, maintenance and marketing of solar technologies –thus adding to the development of a “solar service sector”. To support this development, training programmes for architects, project developers, workmen and unemployed persons have been established on a regular basis – many of them initiated and hosted by the Science Park<sup>17</sup>.

Today, the portfolio of companies attributable to the clean energy cluster goes far beyond the PV sector and includes production facilities for solar thermal collectors, ground-based heat pumps and components of wind power stations as well as engineering companies focusing on biogas and wind parks, to name only the most important<sup>18</sup>.

### **Getting citizens involved: solar housing estates**

Parallel to these cluster management activities, the city administration worked on the above-mentioned second pathway of implementing the solar city strategy, i.e. the development of further demonstration projects. Projects implemented until then (Science Park, solar cell factory, Academy Mt. Cenis) pointed at the economic potential of solar technology and its suitability for modern industry architecture. This message was easily spread to politicians, entrepreneurs and architects – but not exactly suitable for general public involvement.

The latter was achieved by the *Gelsenkirchen-Bismarck solar housing estate*, a project demonstrating that clean energy technologies – as part of integrated housing concepts – have great potential to improve urban living environments. The project was the first of its kind in the Ruhr region and part of the state programme *50 Solarsiedlungen NRW* (50 solar housing estates NRW) – a unique effort to stimulate innovation in solar and low energy architecture. The programme was launched in 1997 and is still running today.

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17. H.P. Schmitz-Borchert and W. Jung (2002): The Role of Science Parks in the Development of Regional Industry Clusters: The case of the ‘Solar City Gelsenkirchen’ Contribution to XIX IASP World Conference on Science and Technology Parks, September 3-6, 2002 – Québec City – Québec – Canada.

18. For a comprehensive overview see [www.solarstadt-gelsenkirchen.de](http://www.solarstadt-gelsenkirchen.de) > Company Guide.

The solar housing estate was developed at the edge of the former mining site consolidation, at the heart of the Gelsenkirchen-Bismarck district, two kilometres from the city centre. Planning for the greater area goes back to 1993 and started with an urban planning competition leading to a) an integrated school with eco-friendly architecture and progressive teaching methods; and b) a housing estate comprising partly self-built houses with intentionally simple architecture.

The construction of the solar housing began in 1999 and was completed in 2001. On an area covering about four hectares, two property developers constructed 72 terraced houses sold in a short period of time for turn-key costs ranging between € 170,000 and € 240,000 largely to young middle-class families. The estate is located close to the centre of the district.

The buildings' average space heat requirement of 20-38 kWh per m<sup>2</sup> and year is 40-60% lower than the standard mandated by federal law at that time. For urban planning reasons, the use of passive solar energy in the northern part of the estate is limited (because of west-east-facing facades). Solar energy is utilised here primarily through active solar thermal and photovoltaic systems installed on the roofs. These systems operate in a decentralised stand-alone mode.

In the southern part of the estate, buildings face southwards, which, in conjunction with good zonation of the layout within the buildings, allows both active and passive solar energy use. The active systems serve at the same time as shading elements in order to prevent summer time overheating (see picture). Houses in the southern part are supplied with heat from central energy units for each group of buildings to save costs of joint storage system supported by an efficient gas-fired burner with condensing technology.

As part of the project evaluation, a life-cycle assessment was conducted to calculate the total energy required to construct the entire housing estate <sup>19</sup>.

Awareness about the project goals among inhabitants of the estate was furthered through information meetings and brochures. A high level of identification with the project is indicated by the fact, that inhabitants of the estate founded a local environmental advocacy group: *SOL – Förderverein für solare Energie und Lebensqualität der Sonnensiedlung Gelsenkirchen-Bismarck e. V.* (Association for solar energy and quality of life). The group organises information events and guided tours through the estate.

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19. Energie-Cités (2002): Solar Energy: Experience in Gelsenkirchen. [http://www.energie-cites.eu/db/gelsenkirchen\\_140\\_en.pdf](http://www.energie-cites.eu/db/gelsenkirchen_140_en.pdf); C. Petersdorff, F. Wouters and W. Wiesner (2000): Evaluation of the solar residential area Gelsenkirchen. Architectural City Environment, Proceedings of PLEA 2000, Cambridge, UK (July 2000). Pages 266-267; EnergieAgentur.NRW (2008): Solarsiedlung Gelsenkirchen-Bismarck (Projektbrochüre). [http://www.energieagentur.nrw.de/\\_database/\\_data/datainfoool/solarsiedlung\\_bismarck.pdf](http://www.energieagentur.nrw.de/_database/_data/datainfoool/solarsiedlung_bismarck.pdf)

The positive ramifications of the project were manifold and went far beyond environmental issues. Most importantly, perhaps, the project offered an attractive living environment for many young families who otherwise – in line with the general trend – might have chosen to move out of the city, contributing to the downward spiral in population. Moreover, it helped to stabilise the social mix and raise the profile of a city district in urgent need of regeneration. It also set the stage for the systematic integration of clean energy solutions in housing projects in the city and beyond. Last but not least, it helped to engage the public in the implementation of a solar city strategy, which was initially conceived in top-down direction.

The positive social effects of solar housing projects were underlined in a second project within the state programme 50 solar housing estates. The *Gelsenkirchen-Lindenhof solar housing estate* of the housing company *Landesentwicklungsgesellschaft (LEG) NRW*, is an example of the successful integration of solar technology in the modernisation of old buildings. The Lindenhof housing estate was originally built for miners and their families in 1952. The renovation measures were targeted at significantly raising environmental standards and – at the same time – keeping rents at a socially acceptable level.

An improved heat insulation of the building envelope and a ventilation system with heat recovery reduced the heating energy demand of the 224 apartments by 80% from more than 300 kWh/m<sup>2</sup> to 60-65 kWh/m<sup>2</sup> per year. Through the above measures, overall CO<sub>2</sub> emissions were reduced by more than 85%. Energy costs per m<sup>2</sup> were reduced by almost 60%, allowing the housing company to increase the base rent and still keep the final rent at an acceptable level of 6.25 €/m<sup>2</sup> (compared to 5.45 €/m<sup>2</sup> before renovation)<sup>20</sup>. Even more importantly, the solar modernisation helped to increase the leasability of the apartments. Almost all of the former inhabitants moved back into the estate and vacancies existing before the renovation were easily filled.

To facilitate the replication of solar housing projects, the city administration launched a programme in 2003 to support smaller housing companies and cooperatives in analysing their building stock and setting investment priorities. The initiative resulted in some other solar renovation project of the city-owned housing company.

Public participation in the implementation of the solar city strategy was further increased by numerous activities conceived and organised within the Local Agenda 21 network, founded in 1998 with core funding coming from the city of Gelsenkirchen and the Protestant church. The most prominent project example is the *Solidar 21* charity race, organised annually since the year 2000. In these races between 3,000 and 5,000 pupils, running some 10,000 km altogether, are sponsored by some 10,000 individuals.

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20. EnergieAgentur.NRW (2008): *Solarsiedlung Gelsenkirchen-Lindenhof* (Projektbroschüre). [http://www.energieagentur.nrw.de/\\_database/\\_data/datainfopool/solarsiedlung\\_lindenhof.pdf](http://www.energieagentur.nrw.de/_database/_data/datainfopool/solarsiedlung_lindenhof.pdf)

## Second wave of large-scale projects

The noticeable appreciation of clean energy as a marketable paradigm for Gelsenkirchen was helpful for the launch of further large-scale projects. In 2007/2008 four remarkable projects have been completed, partly initiated by actors new to the local solar scene.

*Gelsendienst*, a city-owned company responsible for the management of waste and green spaces, made available one of its depot roofs for an investor installing a 185 kW photovoltaic plant. The project is the first of its kind in the city. Earlier attempts often failed because potential roof providers perceived the risks involved with long-term leasing contracts as too high.

The 360 kWp PV installation on the depot of the logistic company LOXX demonstrated that large scale PV-projects can be attractive to private sector companies in many respects, not least as an economically viable investment and as a credible “green statement”. One of the most spectacular projects so far is the 355 kWp PV system on a leftover concrete colossus of the steel era. PV engineering company *Abakus Solar* together with other private investors installed the plant on the ore and coal bunker of the former steel works *Schalken Verein*, creating another landmark symbolising the city’s transition from coal to solar energy.

The *Gelsenkirchen-Schaffrath solar housing estate* provides another superlative for the solar city project portfolio. By the end of 2008, the housing company THS installed almost 800 kWp of solar modules on the south-facing roofs of the modernised former miners’ estate, creating the so far largest PV community in Germany and the second largest in the world<sup>21</sup>. The project is the city’s third contribution to the state programme 50 solar housing estates. As part of the modernisation project, the annual heat requirement of the buildings was reduced to an average of 60 kWh per m<sup>2</sup> and heat supply was switched to district heating.

## From solar housing estates to solar city districts

The positive experience with solar housing projects encouraged the city administration to further develop and upscale the concept by applying solar urban planning methods at city district level.

The *Stadtquartier Graf Bismarck* (City Quarter Graf Bismarck)<sup>22</sup> is being planned on the largest industrial brownfield of the city, the power plant location of the former coalmine Graf Bismarck, close to a waterway. The 80 hectare quarter is envisaged to include 5,000 workplaces and 700 dwellings. The area will include residential and office buildings, trade, commerce and recreation with high requirements for energy

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21. <http://www.pvdatabase.org/>

22. <http://grafbismarck.gelsenkirchen.de/Projekt/default.asp>

efficiency, solar urban planning and applications of solar systems. Infrastructure development was started in 2008; completion of the whole project is not expected before 2012.

The energy concept for the site does not prescribe certain technologies but a high standard for overall energy efficiency. The tender for the heat energy supply stipulates a maximum value of 0.7 for the so-called primary energy factor – a measure for the total primary energy requirement of buildings set under new federal legislation. This requirement can be met only with a heat energy supply system based on cogeneration and/or a significant share of renewable energies.

In an innovative approach, the city is imposing solar requirements in the contracts for land purchases. This approach is possible because the State Development Corporation (see above: LEG NRW) is the owner of the land. An overall urban plan has been developed, which includes a simulation of shading and solar irradiation on building surfaces. It is hoped that the advanced objectives of a city district realised with solar architecture will be reached by working with investors, convinced of the potential of clean energy solutions and the growing public demand for corresponding living conditions<sup>23</sup>.

## **Conclusion**

To be successful, local strategies for climate protection and renewable energies have to be linked to major development trends of the respective city or community. In cities marked by industrial decline, high unemployment rates and loss in population, clean energy strategies should try to offer solutions to these socio-economic problems.

In Gelsenkirchen this was achieved by implementing innovative clean energy concepts for the redevelopment of industrial brownfields and the renovation of old building stock.

Many elements of the Gelsenkirchen case – ranging from agenda setting, strategy development and institutional design to the implementation of individual projects – should be relevant particularly to cities in economic transition, like those in former European coalfield regions.

## **Key contact**

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23. S.Lindner (Ecofys) (2007): <http://www.pvupscale.org/IMG/pdf/Gelsenkirchen.pdf>

# Workshop 2/ Atelier 2

## The globalscape/ Le “globalpaysage” – paysage mondialisé

### Chairs/Présidents

Danica PAVLOVSKA

*Representative of “the Former Yugoslav Republic of Macedonia”  
to the European Landscape Convention/  
Représentante de “l’ex-République yougoslave de Macédoine”  
pour la Convention européenne du paysage*

Tapio HEIKKILÄ

*Representative of Finland for the European Landscape Convention/  
Représentant de la Finlande pour la Convention européenne du paysage*

### Moderators/Modérateurs

Peter STALAND

*Head of Forest Policy Unit, Federation of Swedish Farmers/  
Chef de l’Unité des politiques forestières, Fédération des  
exploitants agricoles suédois*

Vyacheslav OLESHCHENKO

*Member of the Koretsky Institute of State and Law,  
National Academy of Science of Ukraine/  
Membre de l’Institut d’Etat et du Droit Koretsky,  
Académie des Sciences d’Ukraine*



## Landscape, identities and development

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### Introduction

Landscapes treasure past, frame current and affect future environmental, economic and cultural change. As custodians of the time-space interface and of the sense of place, landscapes also encourage our spatially steered memories, emotions, perceptions and knowledge, as well as our interests, decisions and actions. By providing support to the spatial fixes and flows, landscapes are everlasting witnesses of the local/global (re)production and consumption of material and immaterial features of territorial identities (Roca and Roca, 2007).

Modern societies are marked by identity crises that are often consequence of cultural landscapes disruption. Landscapes are not any more just visual translations of economic activities, but, rather, have economic values of their own (e.g., “energy farming”), and contribute to the attractiveness of places (e.g., for tourism, or new housing). However, the transformations induced by these activities threaten the landscapes of the places and regions which thrive on them. Sustainable development planning has to trim down some and favour new activities. Landscapes are deeply and increasingly affected by such transformations and the key dilemma today is how to reconcile these changes with the preservation of valuable inherited features and with the (re)shaping of harmonious new forms (Claval, 2008: 2).

Scientific response to this dilemma was attempted at the 23rd Session of the PECSRL – The Permanent European Conference for the Study of the Rural Landscape,<sup>24</sup> entitled “Landscapes, Identities and Development”, held in Lisbon and Óbidos, Portugal, 1-5 September 2008<sup>25</sup>. The meeting focussed on four main themes: (i) landscapes as a constitutive dimension of territorial identities, (ii) landscapes as development

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24. Established in 1957 at an inaugural conference in Nancy, France, organised by Xavier de Planhol, the Permanent European Conference for the Study of the Rural Landscape (PECSRL) has been one of the most stable European networks of landscape researchers. Initially it consisted mainly of historical geographers, but today its membership is diversified to include nearly 500 ecologists, social scientists, rural planners, landscape architects, human geographers, physical geographers, historians, archaeologists, landscape managers, as well as other scholars and practitioners interested in European landscapes. See more at <http://www.pecsrl.org>.

25. Organised by TERCUD (<http://tercud.ulusofona.pt>) and held under the High Auspices of the President of the Portuguese Republic, the 23rd Session of the PECSRL was part of the project “IDENTERRA - Territorial Identity in Regional and Local Development”, financed by the Portuguese Foundation for Science and Technology, and implemented from 2004 to 2008 by TERCUD in cooperation with e-GEO - Centre for Geographical and Regional Planning Studies, Universidade Nova de Lisboa. See more at <http://tercud.ulusofona.pt/PECSRL/PECSRL2008.htm>.

assets and resources, (iii) landscape history and landscape heritage, and (iv) landscape research and development planning.

Far beyond the organiser's most optimistic expectations, this meeting attracted 384 scholars and practitioners in the area of landscape and development research and planning from 38 countries of all parts of Europe (Scandinavia, Western, Eastern, Central and Mediterranean), Anglo- and Latin America, Australia and East Asia. The wealth of topics and issues raised in 236 oral and 22 poster presentations on research, planning and policy-related theoretical and methodological concerns and experiences was brilliantly encapsulated and interpreted in a transversal manner by Professor Paul Claval in his final keynote lecture, entitled "Impressions and Conclusions" (Claval, 2008) that he prepared during the conference itself and presented it at the Closing Session<sup>26</sup>. Extensively drawing on this key document, as well as on the presentations in plenary, parallel and special sessions,<sup>27</sup> an account of lessons-learned on the landscape-identity-development interface from the 23rd Session of the PECSRL is summarised hereunder.

### **Landscapes as a constitutive dimension of territorial identities**

Changes in spatial fixes and flows, provoked by the local, global and glocal agents, are reflected in constant (re/de)generation of the natural, economic and cultural uniqueness of territories. Landscapes are pivotal in the recognition of these changes. As constitutive elements and factors of territorial identities, landscapes are the media through which the existing and emerging identities of places and regions are generated, recorded, assumed and claimed (Roca *et al.*, 2008). As Claval recalled (2008: 6-7), many traditional landscape features have been underestimated because the services they offer in identity building at all levels, from local to national, have been ignored until recently. The PECSRL 2008 Conference addressed the issue of landscape *vs.* identity in the framework of (i) the process of identity construction, (ii) the nesting of hierarchically structured identities, and (iii) the pro-identity teaching about landscapes.

#### *Landscapes and the construction of identities*

While the notion of landscapes as important constituent elements and factors in the construction and preservation of identities was widely shared among participants, their

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26. Prof. Paul Claval, University of Paris I – Sorbonne, was invited to act as the Editor Emeritus of TERCUD's discussion forum on the Internet, entitled "Identerra Forum", aimed at promoting debate on the landscape-identity-development interface. See more at <http://identerraforum.darkbb.com>.

27. See the Proceedings at <http://tercud.ulusofona.pt/PECSRL/Presentations/1PECSRL2008FINALPROGRAM.html>, and the Book of Abstracts at <http://tercud.ulusofona.pt/PECSRL/Book%20of%20Abstracts%20-%20PECSRL%202008.pdf>.

curiosity reached different directions. What aspects of the landscape do people prefer: as a whole or partially, specific forms of scenery, such as mountainous or coastal regions? What roles play specific landscape features, such as trees (e.g., olive trees, carob trees), or cultures (e.g., vineyards) in the representations that prevail in specific geographical settings? Case studies on these issues were made for many places, regions and countries of Europe and beyond. Furthermore, how most European landscapes are subject to rapid modernisation due to the decline of traditional farming, new forms of farming, growth of tourism industry, and/or urban sprawl and urbanisation, and how are identities affected by these changes was also in the focus of many papers.

#### *Nested identities and landscapes*

Feelings of identities are often hierarchically structured and the way landscapes play a role in identity building differs according to scale. Some participants reflected on the choice of scale at which landscapes have been instrumental in building and/or strengthening local, regional, national or European identities. Others found out that the most straight forward relation is at the local scale, where people tend to be instinctively attached to the common, livelihood-related landscape features, either rural or urban. That the link between identity feelings and the local landscape as a reference is stronger in vernacular societies was shown in the case of the role of landscape in the social integration of young immigrants in North-Western Italy (Castiglioni *et al.*, 2008). The regional and national identity construction in Western Europe of the 19th century was largely carried out by writers, essayists, painters, or musicians. In this, landscapes generally, or some specific landscape ideal, played a central role in the building of national identities at that time, as was clearly the case of Great Britain and Italy, each in accordance with the specifics of its national-state formation (Agnew, 2007). As Claval recalled (2008: 6-7), Vidal de la Blache pinpointed the diversity of local environments as the major factor of unity in France.

#### *Teaching landscapes as a tool for identity building*

Various participants focussed on the fact that in urbanised societies most people ignore the way rural landscapes were created and operated, and have no feeling for them (Wang *et al.*, 2008), as well as that the concept of landscape is almost unknown to lay people who commonly use notions of “neighbourhood”, “nature”, or “home areas” (Palang, 2008). In this context Claval argued (2008:7) that rural landscapes should be taught to the groups that had no reasons to know and appreciate them, and asks if it is possible to build a new European identity on European agricultural landscapes. This has also been the basis of the Eucaland Project, which considers European agricultural landscapes as part of our cultural heritage and identity, including the values and meaning they have for their people. Rural landscapes of the past are almost everywhere threatened by modernisation and new ones appear, for instance related to new agricultural and other economic activities and leisure lifestyles based on the valorisation of regional identity. This problematique was examined in great detail in

the Special Sessions “Emerging Energies, Emerging Landscapes”, organised by Alain Nadai, Dan van der Horst and Charles Warren, and “European Culture in Agricultural Landscapes”, organised by Gloria Pungetti, Alexandra Kruse and Anu Printsmann.

### **Landscapes as development assets and resources**

It was widely demonstrated in papers that the (re)affirmation of natural, economic, cultural or other territorial identity features has gained strategic importance in the era of globalised economy and culture. This applies equally to places and regions that already benefit from favourable, attractive, “globally competitive” identities based on sustainable growth and development, and to lagging, mostly peripheral, rural areas that suffer from environmental degradation due to land-use conflicts and/or from weak economy and fading cultural authenticity due to overexposure to globalised goods, services and ideas, or to their indiscriminate adoption. It was also widely accepted that landscapes have been increasingly regarded and treated as repositories of material and intangible resources, as well as that landscape preservation and (re)qualification have become synonymous, implicitly and explicitly, to the removal of undesirable identity features, and the strengthening of existing and/or the creation of new favourable ones, aimed at promoting economic and cultural emancipation and sustainable development. This kind of concern was communicated in many case studies from different geo-cultural settings.

The energy crisis has prompted new landscape valuation for the energy resources they offer, which, as Claval (2008:5) recalled, have ceased to be only those based on photosynthesis: they rely on wind, or photovoltaic and photothermic energies. The problem of these new resources is that they generate visual pollution. What is the best, to preserve beautiful landscapes, or to rely on non-exhaustible sources of energy? The topic has been widely explored by the Conference, for example by Pérez Pérez, *et al.*, Möller, Afonso and Mendes, Hammardlund, Vanderheyden *et al.*, Garcia and Baraja, or Prados-Velasco (2008).

The use of intangible landscape amenities plays a growing role in contemporary society, ranging from the visual consumption of attractive sceneries to the promotion of the joy of living, both working and relaxing, in a pleasant setting, with preference for open air activities. These amenities have transformed poor farming regions into prosperous tourism regions, rural settlement for better off social classes, or into areas of refuge for post-modern marginal and/or alternative communities. As Claval evoked (2008: 5-6), this is actually not a novelty: Roman senators and emperors had second homes in the bay of Naples, and hermits congregated in the desert areas of the Middle East. The Grand Tour of British aristocrats signalled the rebirth of this way of consuming landscapes, but the consequences of this evolution changed with mass tourism or suburbanisation, and in parallel, with the decline of traditional forms of farming.

In her keynote lecture, Pinto Correia argued that “in the present post-productivist times, landscapes are increasingly changing from a space of production into a space of consumption, where multiple demands and expectations from different users are concentrated. For example, in the Mediterranean many landscapes carry the expression of a multiple layer complex interaction, along time, still expressed in a multifunctional reality. Some of the most diversified landscapes have disappeared, others are maintained. But these are nevertheless under pressure, as the farming systems and community that created them, are no longer in place or have ceased to be viable. Current issues are, thus the management options for landscape quality, which cannot be guaranteed by preservation only, and has to deal with change” (Pinto Correia, 2008: 2).

The multifunctional realities of landscapes, offering goods and services, allow an understanding of the economics of landscapes. On one side, the assessment and financing of landscape goods (e.g., agricultural or forestry production) may be provided by market mechanisms, while, on the other side, landscape services are rooted in the externalities they offer (e.g., amenities, tourism, identity building, etc.). As Claval stressed (2008:5), their creation, management or preservation have a cost, and the services they provide have a value, but the persons who benefit have nothing to pay for their use. To be financed, these services have to be considered as public goods. The problem, however, in the liberal systems is that “actors do not care very much about public good and public interest (which landscape definitely is), but more of their own interests” (Seferagic, 2008).

Research and policy-related interests in intangible landscape amenities permeated different sessions of the conference and a Special Session “Landscapes, Regional Products and Regional Tourism”, organised by Oliver Bender and Kim Schumacher.

Furthermore, as Claval also stressed (2008:6), services provided by landscapes are mostly based on the forms generated by traditional land uses. The areas which enjoyed valued environments take advantage of resources which appeared as renewable ones, but are not renewed in present conditions: the social and economic conditions in which they were born and maintained – often for long periods – are over. New consumers are encroaching on the most genuine areas, either natural or cultural, and destroy their soils, their vegetation and their structure because of overcrowding.

A variety of conceptual and methodological considerations and case studies dealt with landscape and heritage authenticity *vs.* integrity, cultural landscape conservation *vs.* innovation, and similar dilemmas in Europe and other parts of the world, a great deal of which were presented in the Special Session “Limits to Transformations of Place Identity”, organised by Lionella Scazzosi.

### **Landscape history and landscape heritage**

Although the landscape history and heritage theme was close to the traditional orientations of the previous PECSRL Sessions, it was very well integrated with other three themes

covering new trends and issues inherent to the landscape-identity-development nexus. An important contribution in this respect was made by Johannes Renne in his keynote lecture “European Landscapes: Continuity and Change”. Recalling that it is often taken for granted in landscape planning that the recent transformation of European landscapes was more or less unique, Renne argued that the vision of a distinction between modern, dynamic cultural landscapes on the one hand, and ‘traditional’, relatively stable landscapes on the other needs to be opposed. Many landscapes have gone through a number of transformations during the last millennia. Between such dynamic periods, there have been periods of relative stability, in which landscapes could become ‘old’ (which in the present period often leads to an interest for the heritage-sector). Continuity and change in European landscape history can be connected to a variety of factors, such as demographic and economic fluctuations, changing core-periphery-relations, technological developments and changes in the organisation of society. Besides, visions on historic continuities are also subject to the changing perceptions of researchers. Renne also illustrated with case-studies from different parts of Europe the complexity of continuities and transformations. (Renne, 2008).

Claval stressed the importance of landscape archaeology that, according to different conference presentations, is rapidly progressing by providing new insights into the genesis of the rural landscapes of the past on the basis of evidence on the techniques and tools used by the groups which created them and give some clues on their social organisation. Furthermore, landscape history does not cover only the origins of landscapes, but also allows the reconstruction of their evolution over long stretches of time. Hence the idea of landscape biographies. (Vinardi *et al.*, 2008). But, though reconstructing the history of landscape is fascinating, Claval (2008:3) raised a fundamental question: how to base normative policies on such historical results, when the social and economic forces at work are changing?

### **Landscape research and development planning and management**

A common understanding among participants was that bridging the gap between the pro-identity/development rhetoric and the anti-identity/development reality, as evidenced in landscape negligence and degradation, calls for grasping landscape change as a fundamental part of territorial diagnoses and strategic planning. Sustainable development policies, plans and projects call for assessments of landscape transformations, and this is why the scope and importance of theoretical and applied, both macroscopic and, especially, participatory landscape research needs to be reinforced and expanded. Furthermore, the trans-disciplinary character of landscape research and planning enables for comprehensive insights and sound advice on the design, implementation and assessment of developmental goals and interventions that imply the (re/de)generation of natural, economic, cultural and other territorial identity features. Landscape research is, in fact, an increasingly attractive platform of knowledge on the complex linkages between time-space interface, local-global nexus and development.

In her keynote speech, Saraiva called for the need to make sure that policy orientations for landscape planning and management are consistent with the outcomes of landscape research and questioned whether and how experts' approaches or citizens' involvement in landscape planning can actually meet together towards the implementation of the European Landscape Convention. Based on Portuguese planning experience, she also brought forward sets of ideas for the development of more effective links between research and practice, and between policy options and management results (Saraiva, 2008).

*Landscape planning, modernity and post-modernity*

In summarising the conference presentations on landscape research and development planning today, Claval suggested (2008:7-8) that two phases in the genesis of contemporary problems need to be distinguished. First, the explosion of modernity and the decline of traditional landscape forms due to land use pressures in Western Europe since the 1950s and 1960s and in Eastern Europe since 1989, marked by mass tourism and the expansion of second homes in the Mediterranean, Alps and Scandinavia, and by the proximity of tourism infrastructures and services in the most populated parts of Europe. In this respect, Claval drew attention to the fascinating maps of tourist pressures, showing that the impact of new activities is important on all margins of Europe, i.e., Ireland, Scandinavia and, especially, the Mediterranean countries, but that higher levels tend to coincide with the zones of high densities: from South-Eastern England to Northern Italy through Belgium, the Netherlands, Germany and Switzerland. In this core area, the retreat of traditional rural landscapes is often dramatic and the problems of landscape planning today result mainly from this first phase of rapid change.

In the second phase, which coincides with the energy crisis and the search for new forms, i.e., post-modernity, and sustainable landscape management, the prevailing ecological and social concerns prompted issues of how to maintain the links that people had with land, how to avoid the disappearance of valuable natural or cultural landscapes and how to pay for their maintenance, how to shape the landscapes which will result from new lifestyles and how to manage landscape preservation when the main objective is sustainable living (Claval, 2008:8).

These concerns permeated in many papers throughout the conference. Also a Special Session on "Landscape and Public Policy", organised by Daniel Terrasson, Yves Luginbuhl and Peter Howard, attracted many presentations on the issue.

*New methodologies for analysing the perception of landscapes*

The definition of landscape as "an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors" accelerated the shift towards perceptual studies of landscapes, which, together with the emphasis on landscape as a constitutive dimension of identities, explain the use, in many studies,

of interview techniques in order to understand how landscapes are valued (Wang *et al.*, 2008). It is a fundamental change when compared, as Claval reminded (2008:4), with the methods which until recently dominated landscape studies. Narratives about landscapes (Syse, 2008) and the use of films are increasingly explored (Krzywinski and Danielsen, 2008). Online participation is sometimes used for assessing scenic landscape quality (Roth, 2008) and sophisticated techniques are often mobilised to assess the psychological dimension of what we observe. In some cases, landscape research explores the possibilities offered by cognitive sciences.

*Landscape research: innovative cartographic techniques and the use of GIS*

Mapping present landscapes today largely relies on photos and remote sensing, often combined with interviews in order to detect which and why landscape features are valued differently. For past landscapes, studies rely on topographical or cadastral maps, as well as on the sketches drawn by travellers, explorers or topographers (Fancelli and Mariani, 2008). Claval also observed (2008:4) that when studying the forms in which past landscapes were preferred, researchers turn to paintings, novels or travel accounts. When searching for the ways identities are built, reconstructing the landscape dynamics, or planning their future forms, the identification and description of landscape units is increasingly performed by means of GIS, usually combined with cluster analyses, as shown by Isaia *et al.* (2008) in North-Western Italy. GIS may also be used to detect landscape change as shown by Borgogno and Drusi; Zeballos Velarde and Borre; Eetvelde and Antrop (2008).

As also acknowledged by Claval (2008:4), many papers have shown that landscape cartographers are increasingly imaginative in order to make good use of all information they could gather. For example, mapping leisure and landscape is an interesting way for showing the pressures that the development of tourism is inducing on European landscapes (Wascher and Schulling, 2008). It was reconfirmed throughout the Conference that landscape cartography, including “imaginative mapping of past landscapes” (Hooke, 2008), appears as a fundamental tool for planning, since it offers comparative perspectives on overall patterns, the unequal pressure on environments and on the vulnerability of their visual dimension.

*The impact of the European Landscape Convention*

The participants gave a great deal of attention to the new perspectives that are opening up with the implementation of the European Landscape Convention (ELC). Earlier, as Claval evoked (2008.8), when the aim was primarily to preserve the ecosystems or when cultural features and local spatial organisation qualities of landscapes appeared important, landscape planning expertise used to be the domain of natural scientists, archaeologists, art historians and landscape architects. Nowadays, landscape planning has to respond to the ELC’s insistence on the subjective dimension of landscape. The democratisation of landscape planning implies search for answers to new sets of

questions, such as, for example: if it is not possible anymore to plan without citizens' participation, what are the right scales and, also, if the locals have a prime say on local landscape features, how to grasp policy-wise and operationally the symbolic and economic value of local landscapes to wider populations? Furthermore, how much participation is a reliable procedure, and, as questioned by Hannes Palang, how to be certain that a reasonable protection of landscapes will be insured when most of the people do not know what a landscape mean?

By bringing forward conceptual dilemmas and different experiences in search for answers to these and related questions, many participants were attracted to the Special Session "European Landscape Convention and Participatory Development Planning", organised by Michael Jones and Marie Stenseke.

#### *The issue of expertise and the democratisation of landscape planning*

In the closing part of his "Conclusions and Impressions", Claval argued that both the general approach to landscapes, with its increased emphasis on their subjective dimensions, and the European Landscape Convention result in a dramatic change in planning strategies and call for the recognition of a new role of the landscape planner: "Today, new forms of expertise are required in order to evaluate the value and limits of participation. In a way, the idea of expertise itself is undermined by the participation project. The landscape planner appears increasingly as an interpreter and a mediator. The idea that landscapes never are stable realities is today widely accepted. The way they are evaluated also changes, and varies according to the social groups or their cultural heritage. As a result, expertise has taken a different meaning: experts have ceased to be those who design the best environments according to prevailing values; they are those who facilitate transformations and minimise disruptions in conflictual settings" (Claval, 2008:9).

### **Conclusions**

Given the inter- and transdisciplinary relevance and international scope of its focus on the theory and empirics of the landscape-identity-development nexus, the 23rd Session of the PECSRL was a valuable contribution to the body of landscape-related knowledge, for it brought forward a remarkable collection of new findings and interpretations on:

- past, current and prospective linkages between changing landscapes and natural, economic, cultural and other identity features of places and regions;
- landscape-related identities as local and regional development assets and resources in the era of globalised economy and culture;
- the role of landscape history and heritage as platforms of landscape research and management in European contexts and beyond; and

- the strengthening of the landscape research as a constitutive element of sustainable development planning and the implementation of the European Landscape Convention.

Judging from the results of the post-conference evaluation, the 23rd Session of the PECSRL fulfilled the expectation to further contribute to the landscape-related knowledge and to promote further conceptual, empiric and policy research.

The basic common denominator of the threefold focus on the landscapes-identities-development nexus and, in fact, the central *leitmotiv* of the Conference – that landscape changes affect territorial identity and, thus, economic and cultural development – proved itself as ground-breaking in terms of combining theory and practice-related perspective. It permeated throughout presentations that landscape research, planning and management are essential in territorial development policy-making and planning. Furthermore, great emphasis was given to the multifunctional character of the landscape and the need for landscape perception studies as part of detecting and reconciling asymmetrical power-relations among development stakeholders at all levels, from local to global, including by means of participatory research and planning methods, innovative cartographic techniques and the use of GIS as planning tools.

On the basis of inputs to this conference, a book is being prepared. With the objective to offer a state-of-the-art survey of conceptual and methodological research and planning issues dealt with at the 23rd Session of the PECSRL, the book will be edited by Zoran Roca, Paul Claval and John Agnew and, under the title “Landscapes, Identities and Development”, it is expected to come from press by Ashgate Publisher, by mid 2010.

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## Interacting landscapes: towards a truly global environmental history

Alf HORNBORG

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The study of landscape change is today dominated by the expansive trans-disciplinary project of “environmental history”, which has managed to unite historians, geographers, archaeologists, anthropologists, sociologists, economists, ecologists, agronomists, foresters, and a host of other academic professions in tracing environmental transformations over time.

This paper reviews some recent contributions to this field – with vantage-points from disciplines as diverse as economic history, archaeology, and biogeography – in terms of their more or less explicit theoretical frameworks. Although rich in empirical detail, studies in environmental history often strike social scientists as theoretically underdeveloped. For example, Joachim Radkau’s *Nature and Power* (2008), while illustrating how concerns with sustainable human-environmental relations have been central to European consciousness many centuries before the colonisation of the New World, offers very little theoretical treatment of the historical data. In rich anecdotal detail, Radkau’s narrative shows how local populations and central administrators have dealt with recurrent problems of soil degradation, deforestation, irrigation, and the pollution of water and air, but his “global environmental history” is not “global” in the sense that it shows how environmental changes in different parts of the world are interconnected. It offers a flow of national and local case studies, focusing more on the environmental records of individual nations, religions, and peoples than on the global historical processes that generated their problems as well as their options. Radkau lists the features that supposedly made Europe uniquely sustainable: the many domesticated animals; the abundance of forest; the robust soils; the regularity of rainfall; the many streams suitable for water mills; the legal and political institutions; etc. Where others have seen European expansionism as a strategy of environmental load displacement, i.e. as a response to socio-ecological crisis, Radkau sees it as a sign of stability and success. Radkau’s concern with “power” seems almost completely restricted to the sphere of politics and policies, whereas serious critical analysis of the environmental implications of economic systems is as absent as world-system analysis.

This paper critically discusses such contributions to environmental history as illustrative of the Eurocentrism predominant in current studies of European landscapes. It argues that landscape changes in Europe for centuries have been recursively interconnected with landscape changes on other continents, and that the major challenge for European environmental history is to develop theoretical tools for understanding such global interactions.



## Managing rapid changes

Dong WEI

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### Background

This presentation is based upon a research and planning work related to the conservation of China's Grand Canal from Beijing to Hangzhou. The first phase of the work is ended by October, 2009, and the second phase is start early of 2010.

The Grand Canal Beijing-Hangzhou is formally in use in the 13th century during Yuan Dynasty and as long as 1740 km. But actually the main part of the Grand Canal started much earlier then that time and can reach to the 6th century B.C when China was at a war time called the Spring and Autumn Period (770-476 BC).

### Concept

Landscape is one of the important results of civilisation as well as a form of it. Today, both Silk Road and Grand Canal are in the tentative list for world heritage. According to present understanding to such kind of heritage, people name them as "cultural routes" or "lineal heritage". But as mentioned above, the Grand Canal is not just a "cultural routes" nor "lineal heritage", it is a civilisation, a cultural network and an integrated landscape. If it is a heritage, it is the kind that full of all the characteristics. Comparing with some canals in western countries, the Grand Canal in China is not only much longer, older, and it is a real living heritage that is still in use, especially in the Yangtze River Delta. So, if the Grand Canal could be conserved as cultural heritage, it would not like any other existing single heritage nor lineal heritage, it is a huge and complicated cultural and social heritage complex, and a sustainable landscape. To understand this kind of heritage or landscape, one must has a fully understand to the history and cultural background in depth.

### Landscape as part of civilisation

Civilisation is an endless development process of cultural accumulation and filtration. That is why it is always shows different images from time to time. As the oldest and the longest canal in the world, the Grand Canal is not in one line but has different major courses in different time and with many branches covered a vast area in east China. It acted as set of artery infiltrated into all cities and rural areas it across and offering and transferring various products from one place to the other. An advanced civilisation in Eastern China was thus developed. More importantly, the Grand Canal covers multiple local cultural regions in the early times and improved a frequent economical and social

exchange among them. During the long changeful and unpredictable history, the Grand Canal plays an irreplaceable role in maintaining China's prosperity and unification.

Benefited from the early advanced civilisation, Chinese developed some trading roads linking with the world. Among them include the Tea Road between China and Russia (15-19 cent.), Silk-Tea Road between China and India and Burma (3-19 cent.), and certainly the Silk Road on land and the Maritime Silk Road, both established the cultural and economical relations between China and Europe for centuries. All these trading roads are recognized a part of China's great contributions to the world, as well as that of cultural heritages.

In modern society, the heritage is not only a witness of the past, but also the bridge between future and today. Part of urban landscape play or can play an crucial role to enhance the identity of a society.



*Figure 1-1 – Map of Ancient Silk-Road, which is now in the tentative list of World Heritage.*



*Figure 1-2 – The Dunhuang fresco reflects the facts of cultural road in the past.*



Figure 2-1

Left: Tea set in Fujian Style – Right: Tea cake from Yunnan Province

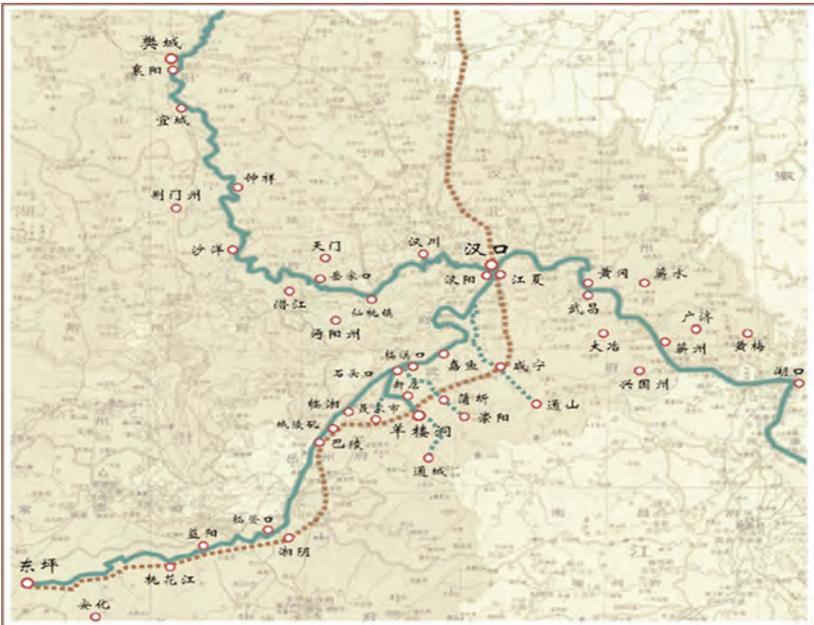


Figure 2-2

Map of Ancient Tea Road in Hubei Province



Figure 3-1  
The Silk-Tea Road between China and India/Burma, 3-19 cent.  
Left: Old town of Lijiang, Yunnan Province  
Right: The peddlers on the trading road, Yunnan Province

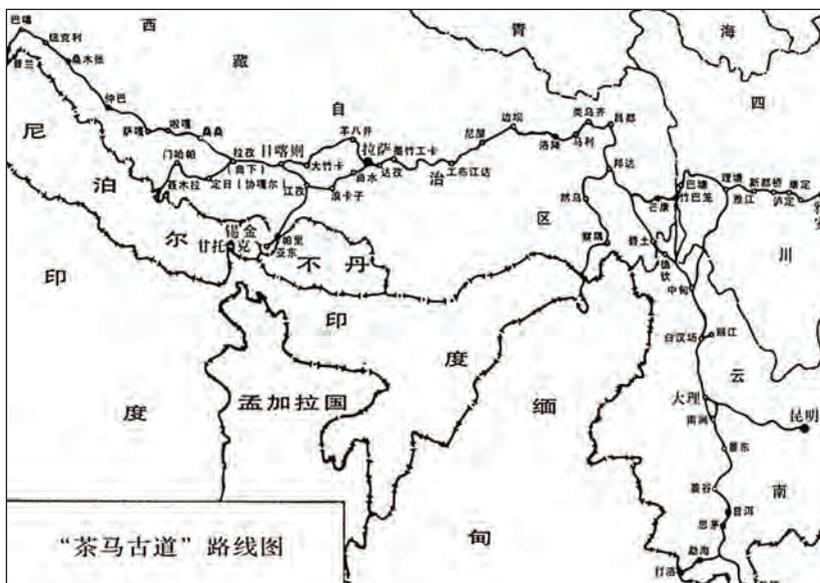


Figure 3-2  
Top: Map of Ancient Silk-Tea Road

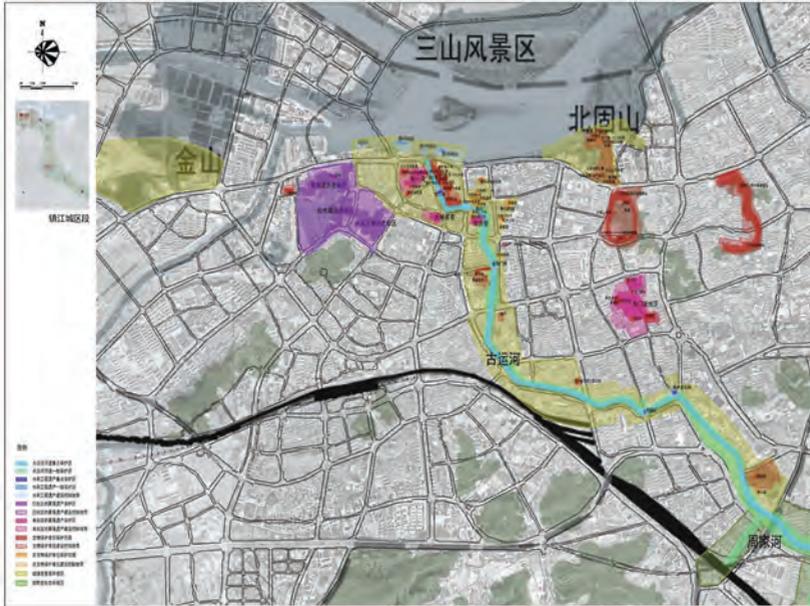


Figure 4-1 – Conservation plan of the Grand Canal in Zhenjiang section



Figure 4-2  
Left: A typical landscape of the Canal  
in the Yangtze River Delta  
Right: Busy transportation

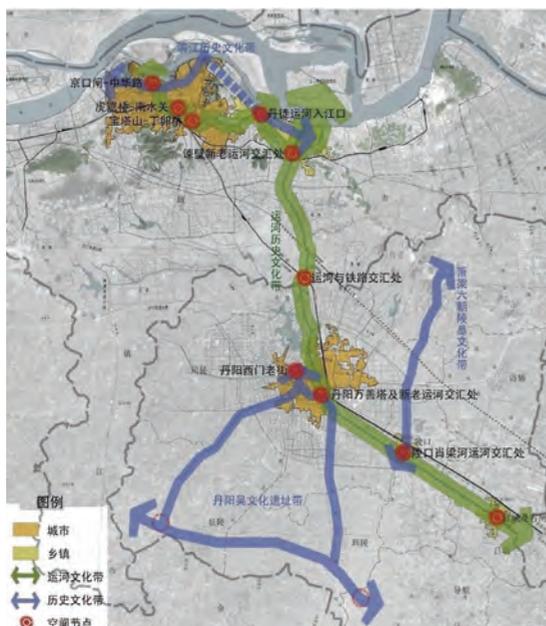
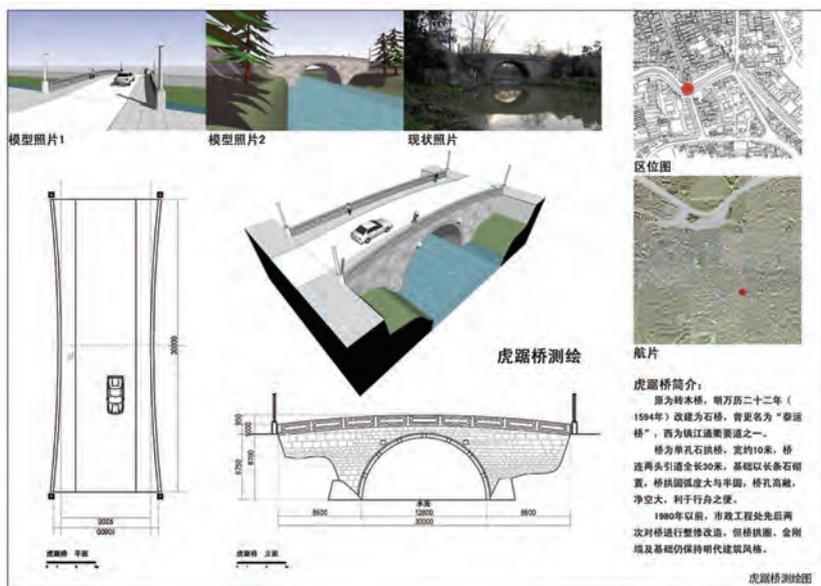


Figure 5  
 Top: Survey of Huju Bridge, one of a few old bridges left in Zhenjiang, 14th century  
 Left: Landscape planning

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## **Conclusions from the Seminar “Reassessing landscape drivers and the globalist environmental Agenda”**

Kenneth R. OLWIG

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Tomas GERMUNDSSON

*Professor, Lund University Sweden*

On 7 October 2009, the Nordic Landscape Research Network (NLRN) and the Landscape Research Group (LRG) hosted a Seminar, co-sponsored by the Swedish Heritage Board, that was concerned with Reassessing Landscape Drivers and the Globalist Environmental Agenda. It was held in conjunction with the Council of Europe (CoE) International Workshop on the European Landscape Convention (ELC) that was held on October 8-9, 2009, on the related theme of “Landscape and Driving Forces.” The idea of the Seminar was to provide a forum for about 20 senior researchers and doctoral students to present their ideas on the topic as a means of preparing for the CoE Meeting of the Workshops. There would also be space for about 10 guests representing key organisations involved in the workshop. The results of the Seminar were also to be presented at the Meeting of the Workshops. Kenneth Olwig, professor in the Department of Landscape Architecture, Planning and Heritage, of the Swedish University of Agricultural Sciences, Alnarp, which hosted the meeting of the workshops, and Tomas Germundsson, professor in the Department of Cultural Geography, the University of Lund, which hosted the Seminar, and Professor Peter Howard, LRG, Bournemouth University organised the Seminar and prepared a short presentation at the workshop. This is the brief report presented at the Meeting of the Workshops.

### **Background**

The background for the Seminar was the fact that the UN’s Climate Conference was to be held in Copenhagen from the 7th to the 18th of December 2009, and it was expected that the world attention of politicians, public authorities and research bodies would be drawn to the issue of global climate change at the time of the October CoE Meeting of the Workshops, just across the Öresund from Copenhagen. This was thus a time when it was particularly relevant to address the question of the relationship between the globalist environmental agenda and the landscape agenda in the context of Europe. Is the relationship between the two agendas simply that between the global and the local, where landscape plays the role of the local? Or does the landscape agenda provide an alternative to the global/local binary? – and how does Europe fit

within this binary? Is there a possible conflict between the two agendas? For example, will those who seek to ameliorate climate change through the construction of giant wind turbines and the planting of energy crops tend to see the landscape agenda as a barrier to their goals? Or is it possible to see, in landscape, a terrain in which a resilient synergy can be found?

The dawning of the new millennium marked a growing millennialist globalism, symbolised perhaps most aptly by the rising rounded shape of London's *Millennial Dome*. Great expectations were held for the growth of a new global economy. Great fears were also held for the effects of global warming and other global environmental issues, including the loss, or insufficiency of, global resources. The *local*, furthermore, tended to be subsumed to the *global*. One might act "locally," but one should think "globally," the *local* belonging to the realm of bodily activity, whereas the *global* belonged to the realm of the mind and thought. One consequence of global thinking was that many nations abandoned agricultural policies designed to assure local foodstuff self-sufficiency in favor of a reliance on the global market. Another consequence was that many local companies, both private and public, were sold to global concerns and hedge funds in the interest of maintaining global competitiveness in a global market. At the same time, global environmental concerns led to large-scale international programs to, for example, create fuel from foodstuffs or to build gigantic wind turbines, dams, etc. Global millennialism, in this way, became something of a self-fulfilling prophecy, creating global economies, global markets, global dependencies and global environmental interventions, where they had not existed before.

The juggernaut of the new global millennium came to something of a halt with the recent collapse of the global financial market and with a related period of wild fluctuations in the global food commodities market that drove some populations to the brink of famine, and which raised serious questions about the advisability of turning food into fuel. We are thus in a situation when it is time to reconsider the relationship of globalism to the drivers of landscape change. It seems to be clear that European nations, and regional authorities, in the future will need to give greater consideration to national and regional food security and, likewise, there is an obvious need for national and regional economic firewalls to prevent future global economic meltdowns. Finally, awareness that the cure might be worse than the disease, with regard to the threat to the landscape environment constituted by large-scale global scale environmental measures, seems to be growing. Landscape, in this situation, could perhaps provide an economically and environmentally resilient alternative to the simplicities of the local-global binary.

Landscape, as defined in the European Landscape Convention, was seen as providing, by the Seminar organisers, a possible door to an actor centered understanding the complex social/environmental drivers of landscape change, be it sustainable and

resilient, or destructive. At the same time, it was felt that it was still necessary to consider the role of the global economic drivers society has constructed in transforming the landscape, just as it is necessary to evaluate the potential landscape role of world encompassing environmental factors such as climate change and resource scarcity.

This is the program that emerged:

Opening remarks	Tomas Germundsson
<i>THE POLITICAL LANDSCAPE</i>	<i>Chair: Tomas Germundsson</i>
Landscape as a driver for well-being: The ELC in the international arena	Shelley Egoz
Landscape and the “Globalist” Agenda	Kenneth R. Olwig
Landscape democracy in a globalizing world - the case of Tange Lake	Finn Arler
When can we expect that our perception of landscape character will change?	Ingrid Sarlöv Herlin
Discussion	
<i>LANDSCAPES, ENVIRONMENT AND THE GLOBAL CONCERN</i>	<i>Chair: Peter Howard</i>
“Conceptual battles” as landscape drivers	Gunhild Setten & Marie Stenseke
Interacting Landscapes: Toward a Truly Global Environmental History	Alf Hornborg
A landscape beyond environmentalism and localism	Graham Fairclough
The Landscape in a Globalised Economy	Jørgen Primdahl
Discussion	

<i>REGIONAL LANDSCAPES AND DRIVING FORCES</i>	<i>Chair: Kenneth Olwig</i>
Driving forces in recent rural European landscape change – accessibility of mountain areas	Sebastian Eiter & Kerstin Potthoff,
Landscape change as usual – weak impact of global environmental agenda on landscape in Poland	Stanisław Krysiak & Anna Majchrowska
Integrating trees in Germany’s agricultural landscapes: Realigning the climate change mitigation and the landscape agenda	Tobias Plieninger
Driving Forces for Preservation and Enhancement of the Rural Heritage in Russia	Tamara Semenova & Marina Kuleshova
Discussion	
<i>LANDSCAPE CHANGES AND ENERGY</i>	<i>Chair: Tomas Germundsson</i>
Perspectives of global change and prospects of European landscapes: The example of rural landscapes in Brittany	Laurence Le Du-Blayo
Discourses of morality and landscapes of ownership in the quest for low carbon energy	Dan van der Horst & Saskia Vermeylen
Renewal energies as landscape consumers: Minimizing solar energy impacts through planning issues	Maria-José Prados
Wind Power as Landscape Driver in Sicily and Sweden: A Comparative Approach	Thomas Oles & Karin Hammarlund
Discussion	
Concluding Remarks	Peter Howard

### Seminar summary

The first session was on the Political landscape. The presentations elaborated the impact on the landscape in the continuum between the local and the global, and then identified some crucial questions in relation to often taken for granted concepts. We received presentations from different parts of the world discussing the ELC in a global/local context. One paper showed how the democratic process can manifest itself concerning landscapes issues, with an example from Denmark and the differing local/national/global interests concerning the restoration and reconstruction of a river course. Another example showed very clearly how both internal and external driving forces have given shape to a most restricted landscape of territorial conflicts in the Israel/Palestine region. One conclusion here is that the concepts of the global/European/national/regional/local involves not just spatial levels on the earth, but also socially constructed imaginations. And that they do play a role in this respect.

The second theme elaborated further on the question of global concern and environmental issues. One subject here was the call for a theoretical framework for an environmental history that addresses the global interdependency of different regional landscapes. Also, examples of investigations that demonstrate what people actually do in landscapes and how they perceive it were treated. These are studies that are based on the asking of people about their landscape, and the results show that people often are attached to landscapes that for an outsider could be labelled as spoilt or uninteresting. A conclusion here is that investigations concerning people's perception of landscape are important, not the least against the background of the definition of landscape in the ELC. But also that such investigations are not that easy to make; to get an insider perspective takes time, and is not uncomplicated – you can hardly ask people “How do you perceive this landscape?” As reflected in one of the titles of the papers, such studies reveal that landscape goes beyond concepts like environmentalism or localism, but rather that landscape should be a goal in itself, and not simply a means of meeting previous environmental goals.

The third session focused on regional experiences in relation to global driving forces. How are they unfolded in different settings, and how do changes in regional landscapes depend on different driving forces? We thus had a paper on how the marginalisation of agricultural areas and the growth of tourism changed the accessibility to mountain areas in Norway; new roads to go there but disappearing paths to walk the local landscape. Could historically inspired agro forestry be a way of enhancing landscape quality in different aspects? Can a diverse heritage landscape become an environmental good in order to assimilate and sequester carbon? Yes, probably, said the case study from Germany. There were also papers on the relatively limited impact of the environmental agenda on landscapes in Poland, and another on the complicated question of landscape and heritage in Russia. Such regional studies are very important in order to stress that even if we have a ELC, we do not have one European landscape.

The fourth session focused on landscapes and energy. Examples from Sweden, Italy, Spain, and France showed how aspects like life-style, personal preferences, moral, ownership, the understanding and belief of “the public” and so on play a great and complicated role in the development of “energy landscape.

Our overall conclusion is that the concept of globalisation, for instance in the expression global driving forces, must be understood not as a natural force but rather as an often rhetorical concept comprising a variety of processes and politics, expressing different power relations. A selection of the papers from the seminar is planned for publication in a special issue of *Landscape Research*, and we also hope to be able to publish the results in book form.

## **“Starlight Initiative” and skylscapes**

Cipriano MARIN

*Coordinator of the Starlight Initiative*

The sky, our common and universal heritage, is an integral part of the environment perceived by humanity<sup>28</sup>. Starting from this general idea, the Declaration in Defence of the Night Sky and the Right to Starlight<sup>29</sup> adopted in 2007, states that “an unpolluted night sky that allows the enjoyment and contemplation of the firmament should be considered an inalienable right of humankind equivalent to all other environmental, social, and cultural rights”. Paragraph 6 of the Declaration also makes specific reference to nightscapes, inspired from the European Landscape Convention: “mindful that a starry night sky forms an integral part of the landscape perceived by the inhabitants of every territory, including urban areas, the landscape policies established in the different juridical systems need to adopt the pertinent standards for preserving the quality of the night skyscape, thus allowing them to guarantee the common right to contemplate the firmament”.

For many people, it can seem surprising that an initiative aiming to recover and defend something so evident like the vision of the firmament from the Earth, is launched at the eve of the new millennium. Nonetheless, if somebody would have openly stated a few decades ago that humankind was changing Earth’s climate, and that the fight against climate change would become one of the biggest challenges of the international community, he would have simply been classed as a crazy scaremonger.

The same is happening with our capability to access landscapes created by starlight. Like a silently approaching plague, the starry sky started disappearing for a large part of European population, and also in the rest of the world. This phenomenon is mainly caused by light pollution, but also by atmospheric pollution. Nowadays we know that almost 90% of the European population cannot see the Milky Way. As a matter of fact, from a growing number of European cities only one star, Sirius, is nowadays visible. But the worse is that stars, as soon as they disappear from our sight, they also fall into oblivion and disappear from our culture.

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28. Explanatory Note concerning the Proclamation of 2009 as International Year of Astronomy (33rd session of the UNESCO General Conference).

29. The Declaration was adopted on the occasion of the Starlight Conference (La Palma, 2007), promoted, amongst others, by UNESCO, IAU, UN-WTO with the support of several international programmes and conventions, such the World Heritage Convention (WHC), the Convention on Biological Diversity (CBD), the Ramsar Convention and the Convention on Migratory Species (CMS), MaB Programme, relying on the participation of the representative of the Council of Europe ([www.starlight2007.net/starlightdeclaration.htm](http://www.starlight2007.net/starlightdeclaration.htm)).

An essential element of our civilisation and culture is rapidly becoming lost, and this loss is affecting all countries on Earth. Starry skies were one of the most powerful driving forces related to landscape throughout the time, and they have been losing their original power across times and continents. That is why the Starlight Initiative was created: to approach the several dimensions of night sky landscapes, beyond astronomy itself. The final aim of the Initiative is to rediscover the importance of clear skies and of starlight for humankind, introducing the value of this endangered heritage for science, culture, nature and landscape conservation. It is open to the participation of all scientific, cultural, environmental, and citizens' organisations and associations, as well as public institutions and other public and private bodies willing to effectively cooperate in the conservation of clear skies and the dissemination of the knowledge related with their observation<sup>30</sup>.



### **Cultural and scientific dimension of starscapes**

The power of the cultural dimension is irrefutable. The simple contemplation of starry skies has always had profound implications for philosophy, science, arts, culture – and for the general concept of the universe in every community all over the world. Each place has its own vision of starlight handed down through generations: legends, folk tales, sacred and ritual landscapes, objects, monuments and traditional festivals. However, we find ourselves in the face of manifestations that we can now consider as endangered. A large part of the present generation has grown up without any

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30. Website of the Starlight Initiative: [www.starlight2007.net](http://www.starlight2007.net).

direct contact with the beauty of a starry sky, in an environment where these cultural references are falling into oblivion.

Astronomical heritage – cultural heritage and cultural landscapes relating to the sky – needs to be recognised as a vital component of cultural heritage in general. It is not just that every human culture has a sky, but that for most human societies in the past it formed a prominent and immutable part of the observed world, its repeated cycles helping to regulate human activity as people strove to make sense of their world and keep their actions in harmony with the cosmos as they perceived it (Ruggles, C.)<sup>31</sup>. Along this line, Unesco’s thematic initiative “Astronomy and World Heritage” shows us the tight relationship existing between the observation of the firmament and many, still existing sites, landscapes and monuments which were reference points of cultures and civilisations<sup>32</sup>. They are places of mystery and wisdom based on the “knowledge of stars”. Teotihuacán, Stonehenge, Giza, Carnac, Chichen Itzá, Delos, and Jaipur are only a few examples symbolising this legacy made up of an infinity of artistic and ethnographic manifestations conserved at all latitudes. If we consider stars as a common resource and heritage, we will see that their observation allowed humankind making impressive leaps in its advancement.



Along their history, all cultures have identified the most privileged sites for the observation of firmament. The Starlight Initiative defines these areas as “Windows to the Universe”. The sites where these natural observatories are found could often

31. Ruggles, C., 2009. “Astronomy and World Heritage”, World Heritage Review n° 54.

32. Astronomy and World Heritage Initiative: <http://whc.unesco.org/en/astronomy>.

be defined as “landscapes of science and of the knowledge of the universe”, that is to say areas keeping the legacy of the sky. Our planet’s present-day and historical astronomical sites, which man used to detect and interpret data from outside the world we live, should be considered as landscapes and areas that contributed to enriching the world heritage.

The protection of these “Windows to the Universe” is now one of the most significant objectives of the Starlight Initiative. The motivation is based on the lack of a clear awareness of the need to preserve the quality of these sites for modern astronomy. It looks contradictory that current areas devoted to astronomical observation do not enjoy appropriate recognition, except of a few cases. Ground-based observatories have historically provided the vast majority of our knowledge of outer space and are now a limited and disappearing resource that must be protected.

In fact, the best astronomical sites must be located at high altitudes, in areas with little turbulence, such as on the west coasts of continents or on oceanic islands. They must also be located at sites with slight air pollution and low aerosol content. With few exceptions, high mountain areas isolated from the temperature of the ocean and coastal mountains near to cold oceans with stable, subtropical anticyclone conditions are the only possibilities for deep space observation. There are only a few places on the planet where we find this unique combination of environmental and natural circumstances: well conserved spaces with very little alteration to natural starlight. These joint qualities justify the inclusion of these sites in the Thematic Study on Heritage Sites of Astronomy, that will bring new visions about the values to be included in the World Heritage Convention, identifying areas such as Hawaii, Canary Islands, and Northern Chile.

### **An eroding nightscape**

The landscape dimension and the conservation of nature as it relates to the beauty and quality of the night sky are essential aspects of the Starlight Initiative. The light of stars and other heavenly bodies has always enriched terrestrial nature’s display as well as human habitat, creating reference landscapes traditionally perceived by people as an integral part of their natural and cultural heritage. Nevertheless, the nocturnal dimension of skylscapes, in spite of its diversity and magnificence, is still the most hidden aspect of the concept of landscape.

Concealment and oblivion of starscapes is evident. The World Heritage Convention refers to science in Articles 1 and 2. More specifically, in Article 2 it establishes that the following shall be considered as natural heritage: ‘natural sites or precisely delineated natural areas of outstanding universal value from the point of view of science, conservation or natural beauty’. But, similarly to other Conventions, nocturnal skylscapes are only taken into account as accessory, regardless of how exceptional they are. The day is considered immutable, while night is ephemeral.

Nightscape can be very diverse, starry landscapes related to rural areas, urban oases, protected areas or sites associated with astronomical heritage, all of which are worthy of special attention because of their increasing deterioration rate. But, in spite of their extreme fragility and rich diversity, it is very infrequent to find references that include this resource in present land-planning documents and urban proposals. It also contrasts with the architectural perception from Lao-Tsé to Le Corbusier, who used to say that “architecture is the wise, correct and magnificent play of volumes collected together under the light”.

It is even more surprising that the oblivion of the night has a negative effect on nature protection and environmental conservation. When we talk of natural or cultural landscapes of outstanding beauty, there are very few references to nightscapes – even fewer if we talk about nationally or internationally protected landscapes or natural areas. However, there is hope. Evaluating nightscapes as a promotion of the starlit scenery at Arches NP (USA), La Palma (Spain) and Easter Island (Chile), highlights the enormous potential of incorporating the quality of the nocturnal skies into the concept of conservation of landscapes and natural areas.

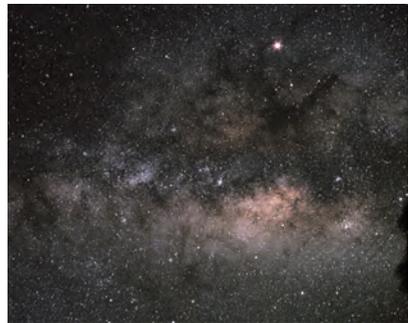
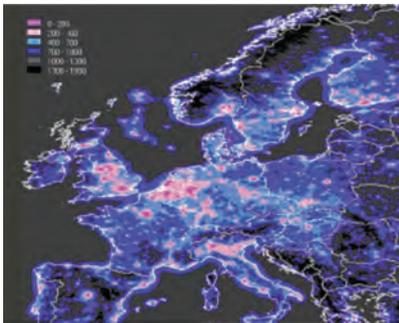


The experience accumulated in some protected areas such as the Natural Heritage Programme of Torrance Barrens (Canada) or the experience in emblematic places for nature conservation such as Doñana (Spain) or Hortobágy (Hungary), forces us to seriously consider the importance of night sky quality for conserving nature and the exceptional values that certain spaces have with regard to the night. Darkness and natural night light are indispensable for the healthy functioning of organisms and ecosystems. We tend to forget that life goes on 24 hours a day and that ecosystems

have adapted themselves to the natural rhythms of the moon and stars in the course of millions of years of evolution. As over half of the creatures living on this planet are nocturnal, any degradation in the quality of sky, by day or by night, is having a profound effect on their behaviour and on the equilibrium of the biosphere. In addition, many diurnal species adjust their life cycle according to the duration of the night.

Light pollution, in particular, has been shown to have a widespread, negative impact on many different species. Scientific evidence for this impact in migratory birds, hatchling sea turtles, and insects is striking, because of the large-scale mortality that has occurred as a result of artificial night lighting. Light pollution can confound animal navigation (many species use the horizon and stars for orientation), alter competitive interactions, mutualisms and reproduction behaviour, change the natural predator-prey relationship and even affect animal physiology. Amphibians are well-studied in this sense, as well as a number of nocturnal or crepuscular mammals such as bats, some primates, many rodents and marsupials, which all suffer from what is now called “biological photopollution”. Disturbing data on light pollution effects on flora and phytoplankton are also being obtained. This is because many plants time their development, growth and flowering behaviour by measuring the seasonally changing length of the night, which is impossible when there is light pollution.

The effects of artificial light at night on wildlife, ecosystems, and diversity are widespread and can be devastating. However, compared to climate change, acid rain, exotic species, habitat destruction and other stresses, natural darkness and artificial light are often overlooked when considering and protecting biodiversity and our appreciation of the natural world.



### **There is another way to light up the night**

Just as how we identify noise as an environmental impact, which even affects the perception of landscapes and quality of life, can we talk of the same concept in the case of artificial light? Natural sounds are perceived as a value. Therefore, why light

cannot be dealt with the same way? We are learning to control noise and differentiate it from sound in our cultures. Why cannot we relearn how to differentiate the noise of light from natural light? And we can go even further. Talking in terms of landscape and human satisfaction, universe's light and sound are related, a concept that Jafar Jafari has once very well synthesised under the Teide's sky, creating the slogan "The Sounds of Silence under the Stardome".

The natural night sky light comes from starlight, zodiacal light (sunlight scattering from dust in our solar system), and airglow (atoms and molecules in the atmosphere that glow in the night after absorbing solar radiation) in roughly equal quantities. Even a small amount of artificial light interferes with this delicate balance, changes the colour of the sky, and overwhelms the starlight. Light pollution has become a worldwide problem as it is gradually diminishing the capacity to observe the stars. This new kind of waste originates cultural, environmental and even energy impacts, with unforeseeable consequences.

Light pollution can be defined as the introduction by humans, directly or indirectly, of artificial light into the environment. Avoidable light pollution refers to light flow emitted at night by artificial light sources which are inappropriate in intensity, direction and/or spectral range, unnecessary to carry out the function they are intended for, or when artificial lighting is used in particular sites, such as observatories, natural areas or landscapes. Among all causes having a negative effect on night sky quality, light pollution shows the highest immediate risks but, at the same time, it can be reduced through viable solutions.

Irresponsible lighting includes over-illumination, which makes an excessive and unnecessary use of artificial light, as well as poorly designed luminaires which cause glare or sky glow. Nowadays the existing technology can minimise the adverse effects of artificial lighting. Changing our attitude is not difficult. We can use luminaires which prevent the emission of luminous flux towards the sky or the horizon. It has no sense directing artificial light towards the stars and dazzling the horizon of our landscapes using inappropriate luminaires that waste a great deal of energy, since more appropriately designed and energy-efficient luminaires and lamps are available in the market. Supporting intelligent lighting systems contributes to the double objective of fighting against climate change and recovering starry skies.

Just like it happens with sound, our culture should rediscover natural rhythms, establishing times for artificial light and for natural light. The Starlight Saving Time takes into account when artificial lighting is strictly necessary. Dark Time saves energy, saves our heritage, and promotes life quality, since we often forget that continuous intrusive lighting has negative effects on human health, altering circadian rhythms.

The common factor of a misunderstood lighting concept is the loss of the capacity to observe the stars, together with unnecessary impacts on people life quality, waste

of energy, habitat deterioration and negative effects on wildlife. The combination of increased awareness of the need to minimise impacts of light pollution, growing need to promote energy efficiencies in rural and urban development planning for mitigating climate change consequences, and greater public appreciation of the recreational and educational benefits of a clear-night sky, could help to move the Starlight idea into mainstream development processes. This is what is being achieved in places such as the Amalfi Coast, in Italy, where the Starlight Declaration was officially adopted and signed not only by politicians, but also by a large part of the population, during an event where people's representatives were the youngest and the eldest of the region. Recovering the night sky of the Costiera completes the pride that these people feel for their land and their sky, as it is summarised by this sentence engraved in a square of Amalfi: "On Doomsday, when the people from Amalfi will go to paradise, it will be a day like any other one".

It is worth reminding that in the last years several proposal and initiatives, supported by regulations and by-laws, are being implemented, aiming to guarantee the night sky quality as a common right. There are plenty of references on this regard, from the first Sky Protection Law, which appeared in the Canary Islands twenty years ago and was promoted by IAC's astronomers, to the most recent and elaborated ones, such as that of the Lombardy Region<sup>33</sup>.



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33. Sky Law ([www.iac.es](http://www.iac.es)), Cielo Buió ([www.cielobuió.org](http://www.cielobuió.org)).

### Starlight destinations and starlight reserves

In order to identify and recognise those sites that have outstanding cultural and landscape values related to stars, the Starlight initiative, in cooperation with the UNESCO World Heritage Centre through its Thematic Initiative “Astronomy and World Heritage”, has developed the “Starlight Reserve Concept”. A Starlight Reserve is defined as a site where a commitment to defend the night sky quality and the access to starlight has been established. Its main function will be to preserve the quality of the night sky and its associated values. A Starlight Reserve must have a core, or dark zone, an unpolluted area where natural night sky conditions are kept intact. This core will be protected by a buffer or protection zone, which will be surrounded by an external zone where criteria of responsible lighting will be enforced<sup>34</sup>. Starlight Reserves are not intended to establish starry ghettos, but rather to show places where human activity can be developed respecting the quality of the night sky and recovering its values. This is the case of sites where these criteria are being applied: La Palma, Großmugl Starlight Oasis in Austria and Lake Tekapo in New Zealand.

The Starlight Reserve concept comes with an operational guide (Starlight Reserve Guidelines) that has been made official at the International Workshop and Expert Meeting de Fuerteventura (Starlight Reserves and World Heritage: scientific, cultural and environmental values), held in March 2009. The Starlight Reserve Guidelines were prepared with the participation of over 100 international experts and developed in cooperation with the World Heritage Centre and organisations like the International Astronomical Union (IAU), the IAC (Canary Island Astrophysics Institute), UN-World Tourism Organisation, the International Commission on Illumination (CIE) and the MaB Programme, with inputs from IDA representatives<sup>35</sup>.

The SR Guidelines provide two essential tools. First, the guidelines delineate the cultural, landscape, astronomical and ecological functions, that certain places on the planet can fulfill by preserving the quality of night sky and its associated values. Second, the guidelines provide an efficient guide to “intelligent lighting” – lighting that covers the real needs for nighttime illumination without degrading the quality of the night sky.

Regaining our sky is also opening new windows to sustainable development. The fragile light of stars can become the development engine for several local communities. New possibilities for responsible tourist destinations and products appear before our very eyes in an enormous spectrum. Such diverse activities as watching starry skies, aurorae, eclipses, visits to astronomical observatories, sailing holidays featuring navigation by the stars, some pilgrimage routes, or the innovative experiences offered

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34. [www.starlight2007.net/pdf/StarlightReserve.pdf](http://www.starlight2007.net/pdf/StarlightReserve.pdf) (English, French, and Spanish versions available).

35. Final Report, April 2009 ([www.starlight2007.net/pdf/FinalReportFuerteventura SL.pdf](http://www.starlight2007.net/pdf/FinalReportFuerteventura SL.pdf)).

by desert tourism at night are becoming viable, sustainable sources of income for an increasing number of areas around the world. With this motivation, and in cooperation with UN-WTO, the concept of Starlight Destinations and Tourism has been developed for the first time in the world, and the Starlight Tourism Certification System has been defined. The Starlight Tourism Certification was created with the aim of encouraging, at world-wide level, the improvement of the quality of tourist experiences and the protection of the night skies in Starlight Destinations. Starlight Destinations are visitable places characterised by excellent quality for the contemplation of starry skies and the practice of tourist activities based on this kind of landscape<sup>36</sup>. This is the case of tourist destinations like Fuerteventura or Monfrague which have turned their eyes to the sky and to the beauty brought about by stars.

The right *coupage* of science and tourism could contribute to the global acceptance of the “new ways”, the “green economy” and the “global sustainable village”. In this framework, the StarLight Certification also sets a model for the use of Science both as a resource for tourism and an essential part of sustainable tourism practices. The StarLight Certification indicates that a tourism destination complies with a voluntary standard involving the preservation of nightscapes, including the night sky and the nocturnal bio-systems<sup>37</sup>.

The vision given by the Starlight Initiative took on a special meaning in the last years. In 2009 (International Year of Astronomy), two emblematic events have been celebrated: the 400th anniversary of Galileo building his first telescope and the 150th anniversary of Darwin’s publication of his work “On the Origin of Species”. 2010 is the International Year of Biodiversity. Within this context and references, where science, technology, knowledge, nature, beauty and the heritage of the star-studded sky converge, we can better understand the need to open some creative windows to the universe.

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36. [www.starlight2007.net/pdf/StarlightCertification.pdf](http://www.starlight2007.net/pdf/StarlightCertification.pdf)

37. E. Fayos, Representative of Europe of UN-WTO. “A New Visiun: Science and Tourism under the Stars”.

# Workshop 3/ Atelier 2

## Social transformations/ Les transformations sociales

### Chair/ Présidente

Mireille DECONINCK

*Representative of Belgium for the European Landscape Convention/  
Représentante de la Belgique pour la Convention européenne du paysage*

### Moderators/ Modérateurs

Lionella SCAZZOSI

*Professor, University of Milano, Italy/  
Professeur, Université de Milan, Italie*

Yves LUGINBÜHL

*Professor, University of Paris, France/  
Professeur, Université de Paris, France*



## Landscape of cities

Marta FAJARDO

*Former Chair of the International Federation of Landscape Architects (IFLA), Colombia*

### Introduction

Landscapes change because they are the expression of the dynamic interaction between natural and cultural forces. Cultural landscapes are the result of consecutive reorganisation of the land in order to adapt its use and spatial structure better to the changing social demands.

Particularly in Latin America, history recorded consecutive and overwhelming landscape changes, after years of cataclysm, violence and other social problems which have left immense impact. Cities, towns and villages are being shattered by social exclusion and isolation, urban sprawl, waste of land and cultural resources, and a loss of respect for local and regional culture. Today, the changes are seen as a menace, as a negative evolution because they cause a loss of identity, diversity, humanity and coherence, which were characteristic for the traditional cultural landscapes that rapidly vanished.

The adoption of the European Landscape Convention is causing a quiet evolution in how most European nations view, legislate, plan and manage their landscapes. It is also being seen as a model for non-European countries, especially in South America. The treaty is cause of re-examination of planning practices relating to the landscape, and has focused attention on the need for the education and provision of professionals to deal with landscape issues at urban, regional, national and international scale.

This growing concern on the landscape has taken place on other latitudes and other organisations. The success of the ELC has been the catalyst in the International Federation of Landscape Architects (IFLA) for the implementation of a Global Landscape Charter. The Charter highlights the need to recognise landscape in law, to help association's members to develop landscape policies dedicated to the protection, management and creation of landscapes, and to establish procedures for the participation of the general public and other stakeholders in the creation and implementation of landscape policies. It also encourages the integration of landscape into all relevant areas of policy, including cultural, economic and social policies.

From the ELC we have being inspired that physical improvement cannot stand alone. Many Europeans care passionately about their landscapes and take pride in their distinctive character and diversity. Cities, towns, villages and the landscape

are a reflection of their social, political, economic and environmental context, consequently that any improvement should be part of the well-being of the people. That cities, towns and villages must make efficient and sustainable use of land and other resources; be safe and accessible by foot, bicycle, car and public transport; have clearly defined boundaries at all stages of development; have mixed uses and social diversity; have streets and parks, spaces that respects local history, the landscape and geography; and have a variety that allows for the evolution of society, function and design.

### **Landscape of cities**

Transforming the urban fabric of any city is an overwhelming task. The alignment of public support, political will, financial resources, professional innovation, and human capacity is a rare event. To achieve a transformation on the scales of a mega-city, a medium city and a Unesco world Heritage City, in the developing world is virtually unknown. However, the cities of Bogotá, Medellín and Cartagena have indeed achieved a remarkable renaissance through its infrascapes traffic, transports, social, education and public space as drivers of landscape change, in just a few years.

Planners, politicians, landscape architecture, and design fields must have noticed already that Colombia is becoming indeed part of the urban good practice scene. What is most remarkable is not only the great opportunity for Latin American cities transformations to exhibit their work, which is varied, and interesting, but the chance for professionals from around Europe to get in touch with other ways to transform the cities landscapes.

The intention of this presentation is to document the case studies of the city in areas: social urbanism, citizen security, social inclusion, art and culture, and quality education; through four mechanisms: citizen participation, humanity, public communication and planning.

These urban transformations and the public concern on the landscape diversity are creating the bases to implement the Colombian Landscape Charter, lead by the Colombian Society of Landscape Architects (SAP) and other institutions with legal advice. The charter highlights the need to recognise landscape in law; we are working to bring landscape into its legal ordinances. The Law officially will recognise the landscape and promotes policies for its conservation, protection, planning and management. Hopefully it will become a point of reference for the whole legislative system (POT) – Plan of Territorial Ordering – and for regional plans and programmes which may affect the landscape and, especially, when affecting areas of high natural and cultural value.

### Structure of the presentation

1. Landscape an integrative concept

Approaches to landscape
Positioning landscape architects in the new era
The European Landscape Convention beyond Europe

2. Developing public awareness of the Landscape

Social transformations
Tourism, leisure, heritage
Infrascapes traffic and transport systems

3. Cities transformation Case Studies

The Bogotá challenge: a thinking exercise
Medellin model: build a culture of peace
Cartagena de Indias Unesco world heritage site: humanising the urban experience
Landscape Charter SAP

### The learning outcomes

1. Landscape an integrative concept
2. Developing public awareness of the landscape.
3. Landscape of cities humanising the urban experience, through case studies

### The Bogotá Challenge: A Thinking Exercise

Affordable landscapes solutions for people... simple places to be happy

Prioritizing the Pedestrian  
Sidewalks for people  
Parks for people city  
Roofs of green  
Bicycle lanes  
Planting trees  
Tree planting in the streets

Menu

### Medellín

## THE PROCESS

Management axes

- Social Urbanism
- Security and citizen coexistence
- Economic Development
- Social Inclusion
- Art and Culture
- High Quality Education

Management Mechanisms

- Planning, monitoring and evaluating
- Citizen Participation
- Finance and Transparency
- Public Communication and Internationalization

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Menu

### Cartagena de Indias\* A City for All

UNESCO World Heritage City

Public Space Transformation

A human city for ALL

Menu

MF/2009.09.02

## The heritage of landscape – driving force or counterforce?

Michael JONES

*Professor, Department of Geography, Norwegian University of Science and Technology*

### Preamble: The landscape of allotment gardens

By “the heritage of landscape” I mean valued landscapes that have been passed down relatively intact from previous generations, and which are often considered worthwhile keeping in some form or other. As an illustration I will begin with the landscape of allotment gardens, a phenomenon that in its modern form spread through impulses from England and Germany to all the Scandinavian countries during the last quarter of the 19th century. They are termed *kolonihaver* in Denmark, *kolonihager* in Norway and *koloniträdgårdar* in Sweden. The landscape of allotment gardens consists of small plots of land, where vegetables, fruit and flowers are grown, often with a small cottage, cabin and/shed, and which serve as places of recreation during the summer. They are frequently on land rented from the local council, and are run according to their own regulations or by-laws by associations comprising those renting the plots represented by democratically elected boards. The allotment association typically has responsibility for ensuring fences are maintained, paths kept up, water and sewage facilities provided, and for the upkeep of common areas and clubhouses. Allotments are to be found in cities and towns, usually surrounded by built-up areas, and are often perceived as oases of peace and calm where allotment gardeners and passers-by alike can escape from the hustle and bustle of urban life. They might be considered an anomaly, as they seem to have the ability to survive in areas which otherwise would command high prices as real estate and be ripe for building development. In only a few instances they are actually protected by law.

In this paper I will begin by discussing the landscape of allotment gardens as an apparent antithesis to the forces of urban growth and economic globalisation. I will present briefly the history and ideology of the allotment gardens movement, and use as an example the largest area of allotment gardens in Oslo, called *Solvang kolonihager*, to illustrate some of the dimensions of the heritage of landscape. This will lead on to a discussion of the concepts of “driving forces” and “counterforces”, and I will argue that instead of focusing on this dichotomy it might be more productive to stress the complexity of processes of landscape change and transformation. Next I will present four conceptions of “landscape”, and try to show how differing ideas of landscape can influence how we understand landscape transformation. Towards the end of the paper, I will present some examples of attempts from different European countries to implement public participation in landscape protection, management and planning in

accordance with the intentions of the European Landscape Convention. This leads to a concluding discussion of how far this aspect of the Convention can provide a means of maintaining the diversity of landscapes in the face of the forces of global change.

Allotment gardens are well known in the part of Scandinavia where the present workshop is being held. Sweden's first modern allotment gardens grew up in the Malmö area. Plots were cultivated in 1888 in a small town to the north of Malmö, Landskrona, and in 1901 the allotments around the Citadel were established and still exist today. What appears to have been Sweden's first organised allotment association, Malmö Planting Association (*Malmö planteringsförening*) was established in 1895. The idea came primarily from Germany and Denmark, although in England allotments for poor people had existed from the end of the 18th century. In Malmö, following the German model, the town council decided to allocate undeveloped plots of land for the cultivation of vegetables. The town authorities ploughed up, fertilised and harrowed the land, divided it into plots and leased it out. In Germany, *Arbeitergärten* had appeared in the 1820s and 1830s in Kiel in Schleswig-Holstein – then under the rule of the Danish crown – and in Leipzig. Organised allotments in Leipzig were allocated to families with a large number of children and became known as *Schrebergärten* after their initiator Dr. D.G. Schreber (1808-1861), whose example provided a model for other European towns. Also in Denmark in the 1820s allotments were allocated to poor families on a help-to-self help principle. They were first known as “Gardens of the Poor” (*fattighaver*), and later as “Free Gardens” (*frihaver*), and were intended to have an educational rather than a recreational function. The first modern allotment gardens in Denmark, organised as an association with an elected board, were established in Aalborg in 1884 on the initiative of the Liberal Party (*Venstre*) politician and entrepreneur Jørgen Berthelsen (1851-1932).

The establishment of allotment gardens can be seen in connection with industrialisation, migration of people from the countryside to the towns in search of employment and consequent rapid urban growth in the 19th century. Working-class families found themselves frequently housed in poor, cramped and unhealthy conditions. Allotments were seen as a means of compensation, allowing them to grow their own vegetables and to improve their general situation. Campaigners on the political right saw allotments as a means of hindering idleness and drunkenness, strengthening family life, and damming up for socialist ideas. Allotment gardens were laid out in Copenhagen in 1891 by a Conservative (*Højre*) association named *Arbejdernes Værn* (literally “Protection of Workers”). From around 1900 workers' groups began to establish allotments on their own terms, renting land from town authorities or the state. One of the pioneers of the Swedish allotments movement was the Social Democratic politician and feminist Anna Lindhagen (1870-1941), who was inspired by Danish allotments and wrote several publications on the topic. She described the benefits of allotment gardens: they provided economic gain; they had importance for health by providing fresh air, a change of work and vegetables, which were both useful and

tasty; they were beneficial for the temperament; and they brought the family together. The allotment associations regulated both rents transfers of garden plots as a means of hindering land speculation.

The Luxembourg-based organisation, *Office International du Coin de Terre et des Jardins Familiaux*, established in 1926 and representing three million allotment gardeners all over Europe, describes on its website the socio-cultural and economic value of allotment gardens, or leisure gardens as they are termed, in the following words:

“1) leisure gardens offer the community:

- a better quality of urban life through the reduction of noise, the binding of dust, the establishment of green areas and more open spaces;
- the conservation of biotopes and species, the creation of linked biotopes.

2) leisure gardens offer families:

- a gardening hobby and an economic growing of healthy vegetables;
- the personal experience of sowing, growing, cultivating and harvesting healthy vegetables;
- a counterweight to life in high-rise towers and the concrete jungle;
- the furtherance of harmony and fellowship;
- a meaningful leisure activity;
- direct contact with nature.

3) leisure gardens offer children and young people:

- compensation for often non-existent playgrounds;
- a place to play and communicate;
- a place to discover nature and its wonders;
- practical lessons in biology.

4) Leisure gardens offer working people:

- relaxation through a healthy activity from the stress of work;
- an ideal alternative to the working day.

5) Leisure gardens offer the unemployed:

- the feeling of being useful and not excluded;
- a means to combat forced idleness;
- a supply of fresh vegetables at minimum cost.

6) Leisure gardens offer immigrant families:

- a possibility of communication and better integration in their host country.

- 7) Leisure gardens offer disabled persons:
  - a place allowing them to participate in club life, establish contacts and overcome loneliness;
  - the experience of sowing and planting, growing, ripening and harvesting.
- 8) Leisure gardens offer senior citizens:
  - a place of communication and rest through contacts with persons having the same interests;
  - contacts that have grown over years;
  - an opportunity of self-fulfilment and an activity in one's own garden during the period of retirement.”

The function of allotments has gradually widened from their original economic and social aims to focus more on the recreational aspects. After the second world war, as their importance for food became less, there was a dabbling of interest and allotments became more susceptible to closure or removal because of pressures from building development. In the 1970s and 1980s, with the “green wave” and growing interest in organic gardening, interest in allotments revived. Immigrant groups have in recent years contributed further to growing interest in allotment gardening. The local allotment associations are organised in national federations, which exert pressure to maintain allotment gardens where they are threatened with closure. Today there are approximately 60,000 allotment gardens in Denmark, 30,000 in Sweden and 1,600 in Norway.

I will conclude this preamble with a brief description of the historical background of allotments gardens in Norway, and will present the landscape of Norway's largest allotment garden complex, *Solvang kolonihage* in Oslo, which covers an area of approximately three square kilometres.

Norway's first allotment gardens were established in Halden in 1896. In 1897, the state gardener, Petter Nøvik, held a lecture with the title “Smaahaver for byarbeidere” (Small gardens for urban workers) for the Royal Norwegian Society for Development (*Det kongelige Selskap for Norges Vel*), arguing that workers living in poor and unhealthy tenements should be given the opportunity of getting allotments for the purpose of food production for the household and as a means of establishing a “sound social community”. Allotments became part of the period's “hygiene programme”. The non-revolutionary wing of the labour movement took up the idea as a means of allowing working class families, particularly those with many children, the opportunity of improving their economic situation and benefitting directly from the fruits of their own labour. For the employers, allotments were seen as a means of ensuring a healthy and productive workforce and combating the evils of alcohol. The first allotments in Oslo (then called Kristiania) came in 1907. By this time, the desirability of establishing

allotments was included by all political parties in their programmes. Between 1907 and 1912 four more areas of allotments were established in Oslo. With a total of no more than 573 lots, however, demand far outstripped supply, and plots were allocated by drawing lots.

Solvang was established relatively late, in 1929, comprising 500 plots on ground owned by the city and previously used by the city's refuse disposal department. The allotment plots were laid out according to a detailed plan by the city gardener, landscape architect Marius Røhne (1883-1966). The city authorities provided fencing, a summer water supply and tool sheds on each plot, and dealt with the first round of applicants. Cabins were built individually by the tenants of the plots, but with advice from the city authority's architects, giving them a certain uniformity of appearance. The style has been termed "popular functionalism", determined by the restrictions laid down by the building regulations, standard designs and rules concerning colour. As they were intended only for use in the summer, fireplaces and chimneys were not introduced until the cabins provided a temporary solution to housing shortages during the second world war. Nonetheless, only a lucky minority of working-class families had the use of allotments; in 1947, Oslo had in all only 1108 allotment plots, and less than 10% of labour union members had a cabin.

Solvang comprises today 545 individually rented plots of land, organised in five allotment associations, which besides each having its own elected board also have a joint board. It is considered a model of democratic management. Tenants must follow the decisions of the board or annual general meeting regarding the clipping of hedges and maintenance of the common areas. On the plots are built single-storey cabins with a floor area of about 20 square metres. The cabins are owned privately by those who rent the plots. As a general rule they are only allowed to stay overnight in the cabins during the summer months (i.e. 1 April to 31 October). Today growing decorative plants and flowers is as popular as growing vegetables and fruit. There is a long waiting list for acquiring allotment cabins in Oslo, applicants often having to wait several years; at the end of 2007, there were 1200 families on the waiting list. Cabins cannot be sold freely, but must be offered to the allotment association, which then decides who can buy. To prevent speculation, the maximum price that can be paid is fixed (NOK 220,000 = c. EURO 25,000). The allotment gardens do not constitute a legally protected landscape, although they are listed as worthy of preservation by the city historical conservation officer. Two cabins and one allotment garden plot that still retain the features of the first period of establishment have been declared unofficially "protected" by one of the allotment associations. Solvang lies only 5 km from the city centre. When it was established it was on the outskirts of the city, but now it is surrounded by residential houses and apartment blocks. With a view towards Oslo fjord and its closeness to the city centre, it would make valuable land for housing development. However, when in recent years Oslo city authority wanted to terminate the contracts and use the area for building development, there was a huge outcry. As a result of the protests, the leasehold of the allotments

associations was renewed for a new 25-year period with the right of renewal. We have here an example of a landscape maintained by local pro-activity combatting what is often called the driving force of globalisation.

### **Forces of landscape transformation**

A “driving force” is defined as a force that has “a strong and controlling influence” in the Concise Oxford English Dictionary (11th edition, 2004). The verb “to drive” means variously: “to operate and control the direction and speed of a motor vehicle”; “to propel or carry along by force”; “to urge or force to move in a specified direction”; and “to compel to act in a particular way”. A “driver” is “a person or thing that drives something”.

Globalisation is often presented as a driving force or as a set of driving forces. Globalisation as a contemporary phenomenon include several dimensions: the reach of global capitalism and power of transnational corporations to operate on a global scale; economic integration of states into global markets; global urbanisation, rural-urban migration and accompanying social transformation; global communication and time-space compression; global environmental concerns and interventions – exemplified by attempted measures to stem biodiversity loss and climate warming ; and other global anxieties, such as fear of terrorism, nuclear proliferation, depletion of resources, and uncontrolled movements of people, weapons and drugs (hereunder trafficking). The effects of these forces in transforming landscapes are considerable: large-scale restructuring of agriculture; rapid urban growth with the creation of new types of cityscape and the development of new megalopolitan regions; depopulated rural areas becoming instead recreational landscapes; new types and scales of energy-producing landscapes; new types of military and defence landscapes; world-wide systems of conservation landscapes; and globally interlinked patterns of contrasting landscapes of wealth and poverty. It is the apparent inevitability and irreversibility of these forces and transformations that has given rise to the popularity of the concepts of “driving forces” and “drivers” as overarching explanations.

The danger of this terminology is that has reductionist or deterministic associations. The term “driving forces” suggests that the complexity of landscape transformation can be reduced to a set of nomothetic forces that we must passively accept or at best steer society in a way that minimises the harm of their impact. The term “drivers” suggests perhaps somewhat differently that there are a few, almost “willed” forces.

Against this, there is the view that there is a multiplicity of driving forces with drivers moving in several, often conflicting directions. However, if everything becomes a “driving force” then one can wonder if the adjective “driving” has any function. Some of these forces might be “colliding forces”. It could be argued that there are counterforces such as the anti-globalisation movement and various counter-cultural currents that serve as a critique, and for the most optimistic may stem the tide of

globalisation. It has been suggested that the landscape agenda of the European Landscape Convention, with its democratic intentions of participation, and with its emphasis on the importance of landscape heritage for maintaining cultural identities and diversity, has the potential to be such a counterforce against the globalisation agenda as the principle driving force. The resilience of the landscape of allotment gardens in Scandinavia could be construed as representing such a counterforce.

In a critical discussion of “driving forces” and “counterforces”, I would stress the complexity of human practice in relation to landscape change. The dichotomy might dissolve if landscape change is regarded as a complex interaction between global forces on the one hand and local aspirations related to history, identity and daily activities on the other hand, with outcomes that are not predictable.

The physical landscape can be seen as an interface between natural processes of change, global economic forces, regional and local aspirations and pro-activity. Hence there is a diversity of responses to globalisation rather than inevitability. Against “driving forces” must be set the role of individual agency and contingency in leading to landscape change. “Contingency” refers to the absence of certainty or necessity. In any particular landscape, change is the result of a complexity of factors, not a predictable linear progression of “driving forces”.

In an article written more than 20 years ago on modes of explanation of landscape change, I discussed the interaction between people’s motives and intentions, the mechanisms of functional systems, and the structural context. I suggested that human agency provides a link between intentions and functions; production provides a link between functions and structures; and ideology a link between structures and intentions. At the local level, landscape can be understood through chronological-biographical analysis, in which the history of particular landscape features can be explained through the intentions and actions of human agency. This mode of explanation focuses on the needs, values and motives governing the actions of individuals. At the intermediate level, landscape can be understood in terms of how different elements of the landscape function in relation to one another. In a particular region, similar landscape patterns may be produced due to common resource evaluations, similar ecological conditions, shared cultural traditions and the influence of similar innovation diffusions. This mode of explanation identifies regularities in human activity. At the macro-level, landscape can be understood in terms of underlying structural forces. The social, economic and technological context provides both constraints and opportunities for individual activities at the local level as well as for the functioning of systems at the intermediate level. While focussing on major trends affecting large geographical areas over long spans of time, this mode of explanation cannot take into account for all individual cases at the local level. None of these modes of explanation can explain landscape change alone.

In the Netherlands, the concept of “landscape biography” has become popular as a means of bringing out the complexity of landscape change both in the material

landscape and in people's immaterial memories and interpretations of change. Landscape biographies are historical narratives of particular landscapes. They describe long-term developments in the relations between people and their environments. They narrate processes of change, the dynamics of particular landscapes, and continuities and breaks as people belonging to the particular landscapes perceive them. They are perceptions of landscape history and the relationships between historical landscapes and present landscapes. Landscape biographies tell of past and present appropriations of geographical space. They include popular beliefs concerning landscape, which may be expressed in folk tales and place-names. Landscape biographies comprehend both the physical and cognitive dimensions of landscape. They combine scientific knowledge and the knowledge and perceptions of the inhabitants, and provide a means of incorporating the wishes and expectations of the local inhabitants in discussions of landscape development.

In the book *Nordic Landscapes: Region and Belonging on the Northern Edge of Europe*, with contributions by 21 scholars from the five Nordic countries and edited by myself and Kenneth Olwig (published 2007), we illustrate the diversity of ways in which landscape contributes to feelings of regional identity. As we put it, landscape can be seen

...both as a reflection of ideas concerning the relation of society to nature and as an expression of social spatial practice through time. The identity of places emerges, on the one hand, in ... the social processes in which ideas of region and landscape are created and, on the other, in the practices by which given societies make a place habitable through dwelling while creating the sense of community identity that is necessary to sustain a place through time (p. x).

I will now go on to examine some different ways in which landscape have been conceptualised as an expression of the relationship between people and their environment and how the different conceptions influence understandings of landscape transformations.

#### **Four conceptions of “landscape” and implications for understanding landscape transformations**

In the Scandinavian context, the term “landscape” (*landskab* in Danish, *landskap* in Swedish and Norwegian) has a diversity of meanings and historical layers of meaning. I will first present three prevailing notions of “landscape” in Scandinavia (and elsewhere), and then the definition of “landscape” in the European Landscape Convention for comparison.

##### *Landscape as morphology*

The conception of landscape as morphology focuses on the material forms of our physical surroundings. In the example of the allotments, this is the material landscape and physical lay-out of the gardens and cabins. Landscape is here studied by scientists,

ostensibly in an objective manner, as an areal unit of distinctive physical character, associated forms or interrelated features. A distinction is often made between natural forms of the landscape, studied from a natural science perspective, and cultural forms, studied from a humanities or social science perspective, although what is natural and what is cultural is subject to discussion. The landscape is variously depicted in maps, photographs and/or perspective drawings, as well as being presented in descriptive texts and, for quantified information, in tables and graphs. These presentations appear objective but nonetheless express a particular view. When addressing landscape change, this approach focuses on changing material forms such as land cover (especially vegetation), buildings, settlements and other artefacts. The choice of what landscape elements and landscape changes are specifically examined is bound up with ideas of what is important or significant. Although dealing with objectively perceivable phenomena, these ideas of significance often paradoxically contain implicit or explicit judgements of what is “beautiful” or “ugly”, “good” or “bad”, “right” and “wrong”, “desirable” or “undesirable”. Such value judgements may be hidden in the terminology that is used. When we speak of the impacts of humans on nature, they are frequently seen as harmful and therefore regarded in a negative light (e.g. carbon emissions, pollution, habitat fragmentation, technical installations), and similarly in the case of impacts of nature on humans (e.g. volcanic eruptions, earthquakes, tsunamis). Globalisation is frequently presented as having negative impacts on the landscape. Again, when a distinction is made between “deliberate” and “unintended” landscape changes, the latter are regarded as more problematical than the former because their consequences are less easy to foresee. Landscapes that show visible signs of social deprivation and poverty are frequently judged negatively. Physical planning, nature conservation and cultural heritage management are activities that typically involve first description, registration and inventory of the landscape’s morphology (among other things) before making recommendations concerning which landscape forms are “good” or “desirable” and hence worthy of preservation.

### *Landscape as scenery*

The conception of landscape as scenery relates to the visual content of an area observed from a particular viewpoint. In the case of the allotment gardens, this would refer to the aesthetic experience of the landscape. Landscape is here studied as an expression of subjective human experiences, feelings and emotions. The human experience of the physical surrounding varies not only according to the season, weather or time of day, but can also be affected by the mood or fantasy of the observer. This meaning of landscape developed from the Renaissance onwards, and was constituted through theatre, art and literature. Landscape as “a way of seeing”, in Denis Cosgrove’s terminology, initially expressed the view of property owners, which was made to seem natural through the use of perspective drawing. Gillian Rose has argued that as the landowner was generally a man, this was also the landscape of the male gaze. Although it was the view of an elite, it resonated among a wider population, especially

in the period of national romanticism in 19th century, when landscape paintings were a means of evoking strong feelings of national sentiment. Such representations of landscape expressed initially the experiences of artists and writers, but when they were reproduced and disseminated they contributed to expectations concerning the landscape among a wider public. In this way, ideals of landscape became “socially constructed”. When the landscape change, these ideals provide a measure against which the changes can be assessed (frequently negatively). Such ideals have a strong influence on physical planners and conservationists regarding acceptable change and visions of future landscapes, which when implemented can in turn lead to changes in the physical landscape. Representations of landscape, too, are subject to change as a result of changing interpretations and ideologies, changing artistic ideals, and changing media (e.g. photography and film).

#### *Landscape as policy*

The conception of landscape as policy is the earliest use of the term “landscape” in Scandinavia and is closely related to law. It referred to historical administrative-territorial units in which the land was literally shaped according to the customs and laws of the people, including specific systems of land rights. Kenneth Olwig has demonstrated that the medieval notion of “landscape” incorporated the characteristics and conditions of a land, including its customs, institutions and law-making bodies. The territorial *landskap* or *landskab* was a politically organised unit or polity within which the shaping of the land expressed the practices of the area’s legal system and culture. In the German-speaking areas of Schleswig-Holstein, once under the Danish crown, the last of the political *Landschaften*, as they were called, disappeared in the mid-19th century. In Sweden they no longer exist as formal administrative areas, but they are remembered and remain important for people’s feelings of regional identity. The internally autonomous *Landskap* of Åland in Finland is an example of a modern self-governing landscape polity. As self-administered entities governed by their own associations in accordance with their own by-laws, the Scandinavian allotment gardens fit into this pattern on a smaller scale. In the landscape polity, the role of custom in has helped inspire newer ideas of landscape as a reflection of habitus, practice and performance. Custom changes according to need and circumstance, yet in a manner that is seen to be in accordance with precedence. Changing customary usages and practices lead to changes in the landscape but in ways that are considered acceptable and which do not represent a radical break with the past.

#### *Landscape as “an area as perceived by people”*

The fourth conception of landscape that I wish to examine is that of the European Landscape Convention, where landscape is defined in the English text as “an area, as perceived by people, whose character is the result of action and interaction of natural and/or human factors”. The Convention applies to all types of landscape: natural, rural, urban and peri-urban areas; inland waters and marine waters; and

landscapes considered to be “outstanding”, as well as “everyday” and “degraded” landscapes. Parties to the Convention are obliged to “recognise landscapes in law as an essential component of people’s surroundings, an expression of the diversity of their shared cultural and natural heritage, and a foundation of their identity”. The preamble of the Convention acknowledges that the landscape is “an important part of the quality of life” and – referring to globalisation although not using the term as such – notes that “changes in the world economy are in many cases accelerating the transformation of landscapes” and wishes “to respond to the public’s wish to enjoy high quality landscapes and to play an active role in the development of landscapes”. The Convention obliges parties to establish procedures for the participation of the general public, local and regional authorities and other interested groups in matters concerning landscape protection, management and planning. The Convention also refers to the principle of subsidiarity in relation to the European Charter of Local Self-Government (signed in Strasbourg 1985).

Thus all of the previously mentioned notions of landscape – morphology, scenery and polity – are subsumed in the European Landscape Convention’s concept of “landscape”, and at the same time given the widest possible interpretation. As morphology, the landscape includes all types of physical landscape as well as waterscape. As scenery, landscape is not only perceived by an elite but by people in general. As polity, landscape is the responsibility of elected authorities together with a participating population.

The Convention recognises that landscape is political and advocates principles of landscape governance that actively involve the broad population. Hence the landscape of allotment gardens is not solely the concern of the tenants and their associations; it is also the concern of the municipal authorities (which have a double role as both landowner and planning authority) – and it is also of interest to the surrounding population who enjoy the gardens recreationally.

### **Benefits and challenges of participation: examples from Europe**

Public participation is justified in the Explanatory Report of the European Landscape Convention in the following words:

If people are given an active role in decision-making on landscape, they are more likely to identify with the areas and towns where they spend their working and leisure time. If they have more influence on their surroundings, they will be able to reinforce local and regional identity and distinctiveness and this will bring rewards in terms of individual, social and cultural fulfilment. This may in turn help promote the sustainable development of the area concerned, as the quality of landscape has an important bearing on the success of economic and social initiatives, whether public or private.

Besides the reinforcement of local identity, justifications for public participation found in the literature on the topic include enhanced democracy, increased legitimacy for decisions, a means of exchanging information and tackling conflicts, and social

justice related to recognition of heterogeneity as a value. However, participation faces a number of challenges of implementation. These include finding forms of participation that are real and effective, paying attention to people's viewpoints early in planning processes, negotiating and arbitrating between views of different stakeholders, and recognising the dangers of manipulation. Lessons can be drawn from studies of participatory processes in third world development projects as well as from other spheres of public life, including planning, which are not necessarily focused on landscape.

With this in mind, my Swedish colleague Marie Stenseke and I organised a series of sessions on the European Landscape Convention and participation during the 23rd meeting of the Permanent European Conference on the Study of the Rural Landscape (PECSRL), held in Portugal in September 2008. In concluding this paper, I would like to summarise some experiences from selected cases in ten European countries based on papers presented at the Portugal meeting and which are in the process of being edited for publication by Springer. Our intention is to identify some of the challenges of participation relating to landscape as well as examples of good practice. It should be made clear, however, that these cases are just examples, and are not the result of a comprehensive, systematic survey of participation in landscape matters.

#### *Challenges to participation*

Challenges identified in the case studies ranged from scepticism regarding public participation in government quarters to problems of implementation of ideas produced through participatory exercises.

The Polish example revealed lack of a government lead on implementing the Convention. There was no national landscape policy, and lack of commitment at ministerial level. Responsibility for landscape matters was split among different sectors which lacked coordination. The focus was on designating exceptional areas and objects. No mechanism was in place for organising stakeholder involvement in landscape issues. There was deficient concern for landscape in both official and civic circles. The relationship between research and practice was weak. There was need for awareness-raising to overcome indifference among the general public. Consideration of landscape was often viewed as an obstacle to development.

In the case of Greece, where the Convention has been signed but not ratified, the study indicated a lacking sense of the significance of the surroundings for the quality of life, a lack of a sense of landscape as a common good, and a lack of a "landscape conscience". There was little public involvement in landscape issues, local interests were frequently marginalised, and development decisions were left to public and private interests.

In Spain, where the Convention was only ratified at the end of 2007, its implementation is the responsibility of the autonomous regions. The approach so far appears to be

limited to “raising awareness” of landscape issues through the establishment of “landscape observatories” and other similar institutions.

A problem revealed in several countries was different expectations regarding participation between public authorities and stakeholders. In Estonia, which has not signed the European Landscape Convention, participatory exercises have been undertaken with landowners in connection with the European Union’s Natura 2000 designations. Here the nature conservation authorities expected participation to inform of the benefits of designation, whereas landowners were more concerned with socio-economic issues. Differing expectations led to misunderstandings, which contributed to negative acceptance of the designations. Many landowners felt that the information they had received was insufficient, or that they had little influence in the final decisions, with consequent lack of interest and motivation. Many felt that the selection and designation of Natura 2000 areas was imposed from above, and there was a belief that local interests were not listened to. The restrictions involved in the designations were felt to be taking away landowners’ rights to decide. The landowners were also critical to the scientific inventories.

Differing views between experts and stakeholders also came out in the studies in several countries. In the Swedish case study, for example, it was found that biodiversity was of little interest to local people but remained the concern of academics and needed to be safeguarded by the authorities. In Poland, experts have prepared typologies, provided biophysical knowledge and delineated cultural landscapes, but there is a discrepancy between management concerns and citizen preferences. In Portugal, interviews revealed similarly the differing views of experts and stakeholders.

In the French case, experts who conceived of landscape as the product of biophysical processes made policies related to these processes, while experts who conceived of landscape as a social construction made policies related to cultural heritage; yet in neither case were these policies necessarily accepted locally, where people viewed landscape more in terms of personal experience and values. The heritage of top-down planning was a problem identified in France and Belgium. A study of farmers in French and Belgian “rurban” areas showed that planners and officials tended to view farmland from an urban perspective rather than from an agricultural one, and this led to the non-involvement of farmers.

A study of landscape planning for recreation in Norway indicated a strong sector- and discipline-oriented approach, with lack of coordination between the different sectors, varying approaches to landscape and differing priorities according to which academic discipline dominated the planning apparatus in local administrations. Further, it was found that the experts and the general public often did not agree on what sort of knowledge was relevant – for the experts, knowledge should be “objective” and quantifiable, and instrumental, functional values dominated, while the users favoured experiential values. They differed on which activities were considered recreational.

The challenge was to combine landscape character assessment, undertaken by experts, and a sense of place approach, which brought out the values of residents and tourists.

A study of delegated management of national parks and other large nature conservation areas in Norway showed that the role and power of experts set limitations on local management. There was a patronising belief that local resistance to nature conservation could be overcome by education or economic compensation. There was a fear within the central conservation authorities that participation carried the danger of reducing the quality of conservation, that local actors tended to be utilitarian and anthropocentric and their needs were incompatible with biological concerns such as species loss.

In the Netherlands, too, there was initially some opposition within central agencies to giving municipalities responsibility for landscape issues. The ability of the latter to make “sound” decisions was questioned, and potential conflict between local economic targets and improvement of landscape quality was feared.

Further challenges are related to the issue of democracy, such as who participates in participation exercises, and what the relationship is between deliberative democracy based on broad participation and representative democracy based on elected officials. Portuguese research, investigating the involvement of the local inhabitants of a remote rural area in the formulation of landscape quality objectives, identified that the roles of the urban population and visitors provided a challenge, as well as the diversity of local people.

In the French study, it was found that participatory exercises might be negated if there was a change in political strategy after elections, if the views of particular groups were ignored, if it was difficult to continue participation after the completion of the research exercise, or if it was deemed difficult to translate the results of participation into policies. Also in the Swedish case study, the participatory research exercise was not followed up by the implementation of ideas.

In the Norwegian study of locally managed conservation areas, there was found to be an absence of women in the participatory process, and the role of interested parties from outside the local community was not clarified. Where local management was based on cooperation between several local authorities, the broader representation of local interests beyond politicians was lacking. Other problems that arose were related to the division of costs between local authorities, differing interpretations of national policies (e.g. granting dispensations for motorised traffic or second homes), tensions between elected politicians and bureaucrats, and difficulties of gaining legitimacy among the general public. These issues raise questions of how real participation is.

#### *Positive lessons and cases of good practice*

Although participation meets many challenges, there are also positive lessons, and some examples of good practice that may be instructive.

In the Swedish case, despite the lack of follow-up, there were some interesting indications of the potential of initiating participation at an early stage in planning. In a growing conflict between landowners and horse riders in Scania (Skåne), a dialogue was achieved between the opposing interests, despite the initial hostility between landowners and equestrians. A method for turning conflicts into constructive landscape management was explored. Meetings with the opposing groups individually and together helped bring a mutual understanding of the problems and led to a certain willingness to find solutions. The need for local authorities to develop expertise in equestrian matters was also identified.

In Estonia, it was found that information about the Natura 2000 designations was better among participating landowners than among those who did not participate, and despite criticisms this led to greater acceptance of the outcomes.

In France, a combination of visual and literary techniques provided a means for participants to express their opinions and perspectives on landscapes. Discussions were held indoors in workshops as well as outdoors in the landscape, and participants were encouraged to express their views using their own words and concepts. Dialogues and exchanges also brought out areas of disagreement. Mediation helped produce areas of agreement although not necessarily total consensus. A classification framework of participatory techniques was developed for use in discussions of landscape preferences and as tools for neglected groups. The study of farmers' participation in Belgium and France developed participatory workshops which stimulated collective thinking, allowed the exchange of ideas without ostracism, reduced controversy, and led to increased awareness and involvement. Stakeholders were encouraged to use visual media to present both negative prospective visions of the future (worst case scenarios) and positive visions.

Similarly in Portugal scenarios combined with workshops were used as a method of envisioning future landscapes, discussing advantages and disadvantages of alternatives, presenting preferred futures, and assessing different scenarios in order to develop a common vision. Scenarios provided a means of comparing the perceptions of different types of experts and stakeholders.

A participatory exercise in the Dart River Catchment in England involved organisations and communities through meetings, workshops and a festival. Based on a series of criteria for effective participation, stakeholders and the general public were involved in discussions about future management. Meetings of stakeholders identified values and trends, and in workshops visions, planning proposals and recommendations were formulated. The festival provided a means for broader awareness-raising and consultation. The exercise concluded with an evaluation of the procedures.

In the Netherlands, landscape biographies have provided inputs for formulating future visions. Experts and local stakeholders cooperate in the work of making landscape

development plans and village plans. The wishes and expertise of the local population are incorporated through the landscape biographies, which combine expert scientific knowledge and the knowledge and perceptions of the local people. By this means, the gap between “official” heritage and “local” heritage can be closed. The role of local inhabitants and their sense of place are heeded in the preparation of landscape character assessments, and this stimulates people to take care of their environment. People having a feeling of “local ownership” of plans, and remain involved by working to maintain the landscape and participating in the implementation of local landscape policies. An important stimulus for this approach was the Belvedere Manifesto of 1999, promoting the idea of “conservation for development”. In the rapidly developing region of the eastern Netherlands, for example, ideas were developed for taking account of the past in planning for a changing environment. Municipal landscape agendas and landscape impact analyses focus on change and development. Participants include local people, municipalities, counties, water boards, nature conservation organisations and other interested parties. Landscape issues are dealt with through communicative planning rather than just simple consultation. By involving local interests at an early stage, time and costs are solved at a later stage of the process. Government subsidies have allowed the appointment of local landscape coordinators, whose task is to stimulate the implementation of plans. Evaluation has found that such coordinators greatly contribute to the success of landscape development plans.

### **Concluding remarks**

I began with the example of allotment gardens, showing how the legacy of landscape can offer an alternative to the forces of globalisation. The example shows the complexity and specificity of processes of landscape change. It also epitomises the different meanings of the concept of “landscape” as morphology, scenery and polity. Although providing a model of local democratic management of landscape, the example of allotment gardens also raises issues concerning broader public participation by outside interests and stakeholders as envisaged by the European Landscape Convention.

The last part of this paper showed through examples from different European countries that implementing the Convention is not a straight-forward process driven by a single imperative. For the framers of the Convention, diversity is a value. Diversity is maintained in the multiplicity of approaches to participation but also in the complexity of challenges facing participation in practice. Challenges shown in the case studies include factors such as: varying interest among governments to implement the Convention; mistrust of participation within central governmental agencies; lack of coordination between different sectors of government; differing expectations regarding participation between public authorities and stakeholders; differing views of experts and users of landscapes; the fraught relationship between deliberative and representative forms of democracy; and questions regarding who participate and who do not participate. However, the examples also illustrate benefits of participation:

gaining fuller knowledge of problems; gauging the involved populations' visions for future landscapes; saving time and costs by bringing out disagreements; identifying and proposing solutions through participation at an early stage; the role of mediation for finding acceptable solutions; and giving people a feeling of "ownership" to their landscape surroundings. The examples also showed the necessity of following up participatory planning exercises with implementation. In these ways the heritage of existing landscapes can be activated in meeting the challenges of globalisation through local pro-activity.



## Tourism, leisure and landscape

Niek HAZENDONK

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Leisure has a big impact on our landscape, the relationship between the two must not be underestimated. It deserves to be considered at the European level. As the European Landscape Convention says it: healthy and diverse landscapes for everyone are a continental responsibility

Tourism and recreation, combined under the header of 'leisure', represent also a tremendous economic force. We can now say to the famous futurologist Herman Kahn, who predicted in 1976 that in the year 2000 leisure would be the biggest sector of the world economy: 'right figure, wrong year'. Statistics from the United Nations show that as early as 1991 the economic power of the leisure industry was already greater than that of all the other major sectors. When the European Union still consisted of fifteen member states, tourism and travel directly contributed at least 5% to the EU's gross product and the sector accounted for seven million jobs across more than two million companies, the vast majority of which were small and medium-sized businesses. The new member states that have joined the EU since then have fantastic tourist potential and are still rich in cultural landscapes steeped in nature.

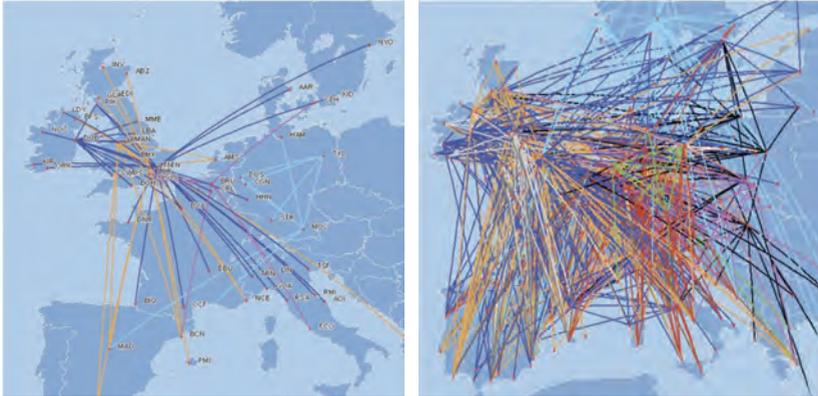
The Landscape and Leisure in Europe project was an initiative of Dirk Sijmons, Dutch Government advisor on the Landscape and landscape architect, who chairs the Landscape and Leisure project group<sup>38</sup>. This project is born out of curiosity about how this formidable force relates or can relate to the landscape. Are we, in Europe, sufficiently aware that our cultural landscapes are trump cards in an increasingly globalising tourism market? Are we not underestimating the impact of agricultural modernisation on European landscapes? Do we have sufficient insight into the effect of the leisure industry on the prospects for these landscapes? Are we not unwisely allowing the short-term interests of this sector to prevail? Can the relationship between leisure and landscape be other than a parasitical one and, if so, under what conditions? What opportunities do sustainable forms of recreation and tourism offer for the conservation and enhancement of European landscapes? In brief, in this project we were interested in all mutual, direct and indirect links between leisure and landscape.

The changes taking place in the Dutch landscape under the influence of leisure and tourism made us curious as to what effects these forces are having in other European

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38. Other members of the group include: Niek Hazendonk, landscape architect, policy advisor at the Ministry of Agriculture, Nature and Food Quality; Harm Post, landscape architect, director of an advisory agency; Johan Meeus, self-employed landscape architect; Annika van Dijk, trainee, Mark Hendriks, spatial planner and journalist

countries. There are numerous indications that point to a gradual transformation of the Dutch agricultural production landscape into a consumer landscape.



*The European Low Cost Carrier network in 2000 and 2006, driving force behind leisure developments throughout Europe (Civil Aviation Authority, 2006)*

The speed at which developments in international tourism can alter the opportunities in local markets surprised us, too. That made us curious about the growth and decline of tourism in other European countries and regions and about the strategies being developed for regional branding and spatial and landscape planning in such cases. Above all, we were interested in finding out about the individual and joint impact of recreation and tourism on the landscape in different European countries.

### **The Landscape & Leisure in Europe project**

In 2006 the project group put these questions to the universities and colleges in the forty-seven member countries of the European Council where leisure and recreations experts are trained and courses are held in landscape architecture. They were asked for an analysis of the situation in their own country. They were also asked to draw up national leisure maps, with a simple key that could be used to compile a European map. The design schools were asked to detail one or more characteristic planning problems in an important tourist or recreational region. Many of the institutions devoted a practical design assignment or a term to the project. Ultimately, 31 institutions from 20 countries responded.

### **Dramatic changes**

The impression we gained from the responses to our questions is that, indeed, virtually all over Europe the influence of leisure on the landscape is being felt and processes are

unfolding at the local scale that could be typified as a gradual shift from production landscape to consumer landscape. In the east of Germany, a former opencast mining area is being transformed into a recreational lake area, complete with accommodation, attractions and sailing routes. On the Spanish coast, previously popular seaside resorts are full of unoccupied buildings since the tourists stopped coming. Those tourists now flock to Turkey, where the coastline at Antalya, Alanya and Marmaris is slowly silting up with hotels, shops, restaurants and night clubs in the same way the Spanish coast did forty years ago.



Busy mountain areas in the Alps are suffering serious erosion as intensive use by skiers in the winter and hikers in the summer takes its toll. In the Italian Apennines, where agriculture is disappearing, the bear and the wolf are returning. Ecotourism and ecorecreation could well replace agriculture as the economic and spatial driver of this mountain region. The European continent is peppered with second homes. The Dutch winter in Crete, the Germans in La Gomera, the French in Portugal and the Czechs in Croatia. These developments contribute virtually nothing to the maintenance of the 'receiving' landscape. Recreation is also making its mark. Once a new residential area has been built, the nearby countryside is flooded at the weekends with hikers, dog walkers and cycling families.

There are many similarities to be seen, but it is also clear that these processes are slightly different in each place. The 'receiving' landscapes are highly diverse and each is in a different stage of development and therefore has its own potential for the leisure market. The former opencast mining area mentioned above is clearly quite a

different prospect than pastoral landscapes such as those in Tuscany and Provence. Old cultural landscapes such as Groningen's terpen landscape in the northern Netherlands and Extremadura in Spain attract a different group of people than the more natural landscapes such as the British Lake District and the Danube delta. The regions also develop quite different strategies, sometimes to initiate developments, sometimes to channel them, and even sometimes to prevent recreation and tourism undermining or even destroying the foundations of their very existence. Ideally, leisure should contribute (financially) to maintaining and enhancing landscape qualities. Often, however, the paradox of mass tourism plays tricks on us: agriculture disappears, so there are no farmers left to 'maintain' the countryside that was actually the reason for the influx of tourists and tour operators in the first place. Ultimately, this leads to the decline of these types of landscape. Most of today's leisure developments appear to have at best a superficial relationship with their surroundings, resulting in much collateral landscape damage and the threat of wastage through neglect.

There also appear to be great differences in the style of governance and the policies pursued by different national and regional governments. Moreover, planning regimes vary from the strictly controlled planning frameworks in Switzerland to the highly improvisational pioneers in landscape planning in Bulgaria, and as a result the professional practices of leisure scientists and landscape architects across the continent also differ widely.

Recreation and tourism, too, manifest themselves in various guises, with an equally varied impact on the landscape. The intensity of that impact ranges from the barely noticeable, highly extensive and explorative forms of leisure and landscape tourism, through active and sporting activities that require good access to the countryside, to blatantly parasitic forms of tourism that 'give nothing back' to the landscape. Tourism and recreation developments entail opportunities, threats and options for the landscape. To put it another way, tourism and recreation can either swallow up the countryside or develop into a formidable force for moulding and recreating the landscape. But our observation is that leisure is still too often seen by the spatial planning, landscape design and architecture communities as a fleeting phenomenon, while the impact of leisure on the landscape really requires management and clear design strategies.

The omnipresence and flexibilisation of contemporary forms of recreation, leisure and tourism, as fairly new occurrences, have far-reaching implications for the diversity and rich variety of European landscapes. Landscapes are in flux, even without the influence of leisure. Now that the agricultural sector is being forced to increase the scale and efficiency of production systems in some areas, coupled with selective downscaling and relocation in others - chiefly as a result of globalisation and related government policies - the historical heritage of European landscapes is coming under increasing pressure.



adoption of this resolution marks a turning point in how we view tourism. Its content is interesting. The diagnosis of current tourism is incisive and includes numerous valuable recommendations which demonstrate a thorough understanding of the issue. The resolution expresses the broad consensus in the European Parliament on the urgent need to make tourism in Europe more sustainable. Nevertheless, the resolution is ambiguous, to say the least, when it comes to the issue of not allowing the drive for sustainability to jeopardise Europe's position in the tourism market. Sustainability is essential, but preferably without damaging the industry's competitive position. Whether that is feasible is the crux of the matter. Climate change, high energy prices and recently the economic crisis will inevitably force the leisure industry to pursue a different course.

Two diametrically opposed scenarios come to mind. One assumes continued globalisation and the increasing proliferation of leisure in society; **the party – planning for growth**. The other foresees globalisation and the associated growth of the leisure industry provoking such a reaction that drastic changes to the world as we know it will become unavoidable; **after the party planning for decline**. I painted the prospects for both scenarios.

### Three steps

Our survey was at the European level. The information garnered from the numerous entries from the various universities and colleges is extremely important for the leisure landscapes, regions and member states involved. We have attempted to construct a European viewpoint. We suggest considering at least the following three steps in preparing a European approach to the sustainable development of leisure landscapes.

Following on from the European Parliament resolution mentioned at the beginning, which was adopted by a large majority vote, a European Transition Plan for Sustainable Tourism could be formulated. As the European Union has no authority over tourism, which is the domain of the individual member states, It should be a kind of framework plan to which regions (or member states) would have to voluntarily commit themselves. Commitment would be rewarded with support for specific situations in the region and, in the event of sufficient progress, ultimately result in a European quality label for sustainable tourism.

Secondly, the conservation, development and accessibility of European landscapes need to be given a boost, as an extension of the European Landscape Convention.

Lastly, both the transition and the boost need to be guided by Europe's abundant design talent. In this transition, the leisure industry and designers can be of great use to one another. The member states and regions can generate and perpetuate these contacts via their spatial planning and/or architectural policies. It would be nice if a relevant percentage of the investments for each member state could be set aside for



linking design and artistic applications to new developments in the tourist/recreational infrastructure. If all the thousands of individual projects are executed properly, in the long term a quality improvement and a leap forward in sustainability can be realised across the full spectrum. The outlook for leisure landscapes will benefit more from 'doing the ordinary extraordinarily well' than from a few isolated 'extraordinary exceptions'. Landscape architects should have the ambition of adding the sustainable leisure landscapes of the twenty-first century to the series of leisure commissions with which they previously enriched the European landscape.



## Evolution of the post-Soviet rural world and landscape

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### Introduction

Conventionally, the term 'landscape' relates more to the rural and less to the urban. The landscape definition as stated in the European Landscape Convention also includes the development of the landscape, pointing at the natural and human-induced processes that have shaped the landscape.

Humans have no doubt had an influential role here to play. On one hand, many have shown the role landscapes play as containers of our heritages. On the other hand, since landscapes are always in change, one should study and be aware of the forces that drive the change. These forces are both natural and human, but let me in this paper focus mostly on human ones.

So in this presentation I will focus on the relations between landscape change in the post-Soviet Estonia and the forces driving these changes.

### Landscape drivers

Antrop (2005) draws attention to four processes driving the landscape change. These are accessibility, urbanisation and globalisation. An additional and unpredictable factor should be added: calamity.

Accessibility is a basis for very many decisions concerning landscapes. Controlled access might define the location of a prehistoric settlement as well as a modern harbour. The modern process of urban sprawl is highly determined by the transportation pattern and accessibility. Areas that are not easily accessible by people are often characterised as stable natural landscapes. When disclosed by a new transportation infrastructure, these areas start changing rapidly. Similarly, accessibility dictates the success of a tourist site.

Urbanisation is basically a change in life-style and can affect even remote villages in the countryside. Urban centers provide market for countryside goods, services, and multitude of other functions.

Globalisation refers to all general processes and initiatives that affect decisions and actions at the local level. Economic globalisation emphasises hypermobility, global communications and the neutralisation of place and distance. New global and regional hierarchies of cities emerge and vast areas become increasingly peripheral. Very often,

these processes break the intimate relationship a local society has with its land. In the EU the impact of the CAP upon the landscape is a striking example.

Finally, calamities are becoming and increasingly important factor, as the density of population increases in naturally dangerous areas. Each time a disaster occurs, massive means are invented to reduce the impact and to restore the feeling of security that ‘it will never happen again’. In crisis situations there is rarely time for careful planning and detailed impact assessment. Only in the phase after the disaster, new options for landscape restoration are considered. Often interesting new opportunities might emerge that would never be thought of or difficult to realise otherwise

### **Collectivisation of Estonian landscapes**

A brief outline of the land use history prior to 1930s is given in Palang (forthcoming), Palang *et al* (2006) and Mander and Palang (1994). By late 1930s it had reached what we call the golden era of Estonian countryside these days. The land reforms of the 19th century had created the possibility for peasants to acquire land; from 1838 onwards the former common lands were divided into plots and sold to peasants. Additionally, the Baltic German estate owners started to sell their land to peasants. This process was rather slow, but the 1919 land reform that followed Estonian independence, nationalised all the lands formerly belonging to the Baltic German landlords. As a result, by 1939 Estonia had more than 139,000 (different sources give two different figures – 139,984 and 146,205) private farms and a confident class of landowners.

The preconditions for the collectivisation of agriculture were created by the agreement between the Soviet Union and Nazi Germany on August 23, 1939 that divided the zones of influence of the two powers in the Eastern Europe, which ignited the WWII. After the occupation and division of Poland, a non-aggression pact was signed between the Soviet Union and Estonia, following which Soviet military bases were created on the territory of Estonia. This culminated with the overthrow of Estonian government in June 1940 and later annexation to the USSR in august 1940. In 1941 all land was nationalised, but the former owners were given exclusive right to use the land “forever”. The former state-owned estates were renamed sovkhoses – soviet enterprises. In August 1941, WWII reached Estonia, which meant that all reforms initiated during the “red year” were stopped and reversed.

The cancelled reforms continued after the WWII. The first collective farm in Estonia was established on Saaremaa in 1947. But since the rural population was suspicious about the new power and owning a piece of land has always been part of the Estonian national narrative, collectivisation was not as enthusiastic as the new rulers would have liked. On March 25, 1949, 20,000 people were deported, this time mostly the rural elite. This finally gave the boost to collectivisation, and by the end of 1951, it was effectively finished. By the end of 1949, instead of the 139,000 private farms the

country had 2,898 kolkhozes (together with state farms – sovkhozes – and fishery kolkhozes the number totalled 3,122).

Collectivisation and deportation were also accompanied by a rapid urbanisation, which together left countryside rather empty, while those who stayed were mostly less skilled in agriculture. Between 1945 and 1959, the share of urban population grew from 31% to 47%.

By late 1950s land amelioration started and from early 1970s salaries in kolkhozes started to exceed those in industry and service in towns. That tendency also reversed the migration pattern – many young families moved to the countryside.

### **The post-Soviet changes**

When politico-socio-economic circumstances alter, so do the landscapes, typically following the sequence of steps demonstrated below. The preconditions for landscape change are created by political changes. The new power then creates its own representation of the new, desired landscape, using different media, planning, economic instruments such as taxes, and other tools. Subsequently, the desired changes are carried out, and practices and patterns in ‘real’ landscapes change prompt adjustments in policy. Gradually, the new landscape becomes more familiar, people adapt to the changes, and the patterns also adapt to local peculiarities depending for example on natural conditions. However, there is a time lag, and transition period: no changes are enforced instantly; old patterns and practices ‘glow’ through the new ones – people still remember ‘how it was before’ and not all borders are removed, at least not form memory. Finally, former innovations become heritage – features that were once fought against as unwanted new developments become the focus of conservation when a sufficient period of time has passed. Marginality, oblivion and poorness are the best guarantees for an artefact to preserve in the landscape with an exception that elements from recent history are not destroyed before they will be valued – this is the case with collective field architecture.

The de-collectivisation of 1990s in fact followed a similar pattern and sequence to the collectivisation of 1940s. First, a political decision was made to dissolve the collective farms. This time the decision coincided with people’s anticipation of restitution, as the earlier nationalisation was perceived as having been unfair. The landscape of 1930s was understood as the iconic ‘benchmark’ for Estonia, and emotional attempts were made to return to that childhood landscape. The 1989 farm law legalised private farming in Estonia, and from 1991 land began to be returned to its former owners or their heirs. It was inevitable that small farmers returned to those areas where the farms had originally been small and less economic. Furthermore, restitution created serious injustice, inconsistencies and quarrels in the community – for example, sometimes a house was returned to one family, the land around that house to another; it also meant that a large number of people who had taken care of the land and the buildings during

the Soviet years were left empty-handed. In many places restitution also involved national issues. For instance, Soviet immigrants did not have rights for the land; the areas formerly inhabited by coastal Swedes had been populated by others after the Swedish fled in 1944; the restitution meant the land was given back to the Swedes, and those who had used it during the Soviet times felt stranded and betrayed.

Restitution was supposed to be a rapid process, in order to give a major boost to agriculture, but the usually amateur newly installed farmers faced severe difficulties – lack of knowledge, technical equipment, animals, etc. – so that in the beginning of 1993 only some 250 private farms were (re-)established. Still, privatisation of agriculture was finished by 1995 when 50% of arable land was at the disposal of private farms, another 50% belonged to agricultural enterprises established on the basis of former state and collective farms.

Reprivatisation of land in other formerly communist states is also about the exercise of a new power structure. For example in the former East Germany the experiment of turning a socialist landscape into a capitalist one resulted in “the general transformation of rural areas into ‘homes for the old and the poor’” (Born, 2004:331). Evidence of the lack of enthusiasm for small-scale farming has emerged from the results of the programmes of property restitution that have operated in different guises across Central and Eastern Europe since 1990. The aim has been to return land and property illegally confiscated under communism (and fascism) to its ‘rightful’ former land owners, but invariably, when these former owners have had agricultural land returned to them, the overwhelming majority have not returned to farm the land, but rather sold it to add to the existing already large farms.

Today, the emerging problem is the lack of local agricultural policy with a bureaucracy unwilling or unable to carry out government policy. Another major change that followed the de-collectivisation was the accession to the EU in 2004 of eight former communist states, and their integration into the CAP. This momentous development is of special relevance and interest for two reasons. First the CAP is a largely uniform policy trying to cater for the needs of the very varied agricultural industry in 27 states across both Eastern and Western Europe and, thus, in rather a perverse way, replicates the attempted uniformity of collectivisation in the former communist controlled parts of the continent, though from a very different political and economic starting point. Second, the CAP itself is undergoing a radical transformation, as politicians attempt to shift the main focus of its activities from production subsidies to a more broadly conceived sustainable rural development strategy and, thus, make the CAP more compatible with the global drive for reduced levels of national protection for agriculture.

## **Conclusion**

First, the dynamic that underlies the rest of the analysis is the changing politico-social context, as a consequence of reforms such as free elections and re-connecting

to global markets. One of the most significant processes that influenced rural and agricultural landscapes after the collapse of communism was long yearned property reform, which dismantled the collective land use system. Formerly large fields under common ownership were divided into privately owned small plots, often following the patterns of 1930s. Restitution had also its downsides, the most remarkable of them was that frequently the new owners lived many kilometres away, and often lacked skills or interest to cultivate the land.

Second, the reforms had a direct influence upon landscape patterns through depopulation of countryside due to urbanisation. This resulted in abandonment of agricultural activities and production, especially in marginal areas during the mid-1990s. In many cases scattered ownership and also management practices lead to alternating patches of abandoned and managed lands on formerly extensive areas of open field. Cultivated lands have also been lost due to spontaneous re-afforestation. The land still in production is moving back towards the intensive and specialised patterns of use characteristic of the previous industrialised collective agriculture, although now the driver is the Common Agricultural Policy (CAP) of the European Union (EU). Another popular alternative is selling land for residential development (urban sprawl).

Third, changes in everyday practices of rural people have introduced new functions, especially in the peri-urban lands. People not working in agriculture or working part-time are unable to maintain the open agricultural landscape, so instead recreation and other amenity functions flourish – agri-tourism, theme parks, farm and village museums. Renting land to foreigners for production is also an emerging feature. Instead of living from land, people are settled in countryside.

Finally, the image of country life has changed – the landscape everybody was able to read and understand some decades ago is becoming a foreign country for urbanites. On one hand, countryside is referred to as nature by younger generation, who feel themselves better in any other city in the world rather than in the village of their own country. On the other hand, countryside itself is losing its character due to globalisation, since the locally used technologies, methods, building styles are being replaced by ones introduced by, bought or copied from foreign policies, companies, and journals.

The analysis of the geographical, historical and political background, the mechanisms of change, and detailed consideration of patterns, practices, functions and representations illustrated with two case studies leads to two main conclusions. First, although landscape development in the East has been so much more ideology-laden during the twentieth century, the main processes and directions of change are similar to those elsewhere. Second, landscapes are never entirely locally produced as globalisation affects Eastern European rural landscapes similarly to any other landscape in the world.



## Landscape transformations and policy challenges

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### Introduction

European rural landscapes are currently in transition due mainly to two processes: structural changes in agriculture and various forms of urbanisation. In this paper we briefly outline some of the associated landscape consequences and policy challenges. The paper draws upon comparative studies of changing agricultural landscapes to be published shortly (Primdahl and Swaffield 2010), and concludes with a call for an integrated landscape policy approach that connects the vision of the European Landscape Convention with wider global policy imperatives.

### Structural changes in European agriculture

The drivers of agricultural structural development include new technologies, expanding food markets and food-networks, and changes in the nature of public regulation. A newly emerging factor is competition for high quality land related to bio-energy production, reflecting climate mitigation and adaptation initiatives in key producer nations and the likelihood of increasing prices for conventional energy sources. The steep increases in prices on crops, milk and other agricultural products that were evident a few years ago were results of these types of change, and prices are expected to raise again when the recent worldwide economic crisis is past and demand for food (including fodder and milk) and bio-energy starts raising again (OECD 2009). The integration of many parts of the Central and Eastern Europe into EU policy frameworks and wider global markets has been a major factor in landscape transformation in these countries.

A primary consequence of these global and trans-European processes has been that family based farm units, which had been a central characteristic of European agricultural landscapes for many years, are increasingly being replaced by corporate agro-businesses, driven by more or less globalised capital. In landscapes conducive to intensification, large farm units are applying highly mechanised ways of farming, often with severe impacts on landscape character. One consequence of this globalisation process is the increased transfer of the added economic value of intensive production away from the local areas and regions in which farms are situated to globally connected financial, marketing and distribution centres (Morgan *et al.* 2007, Evans 2008, Tilman *et al.* 2002). There are also clear indications that agriculture in landscapes with difficult

conditions for industrialised production are becoming increasingly marginalised and farming abandoned (Brouwer 2008). Thus agriculture is being both intensified and intensified in parallel and interlinked processes, with increasing spatial differentiation of across and within regions.

### **Urbanisation and localisation**

Urbanisation is closely associated with the economic and technological trends mentioned above but also has direct influence on rural landscape change, as urban areas expand, consuming and fragmenting agricultural land, and through counter urbanisation, as increasing numbers of hobby or lifestyle farmers purchase and occupy farm properties, particularly in densely populated regions (Antrop 2004, Busck *et al.* 2006). Urbanisation in developing countries is also a major driver of changing market demand for food, as peasant farmers abandon land and move to the city and increasingly wealthy urban consumers adopt ‘western’ lifestyles and eating habits, driving up demand for traditional European products such as meat and dairy.

A second dimension of urbanisation is the changing sensibilities and preferences of urban consumers in European countries, and the emergence of regional initiatives based on the promotion and development of local and regional cultural and natural capital, alternatively considered as a shift from ‘bio-economy’ into ‘eco-economy’ (Kitchen and Marsden 2009). Movements such as ‘Slow Food’, ‘Local Food’ and ‘Eat Your Landscape’ emphasise the moral and health benefits of consuming locally produced food. The agricultural products upon which these types of ‘endogeneous development’ are based are often high quality products, with a relative high proportion of the added value maintained on the farm and in the local areal (Ploeg *et al.* 2002, Marsden 2003). These offset to some degree and contrast with the effects of industrial type intensification, especially in regions with wealthy local markets.

### **Different types of rural landscapes**

The clearly complex and frequently countervailing drivers expressed in agricultural structural development and urbanisation may be viewed as two gradients within rural landscapes. One gradient ranges from intensive, industrial food production to extensive, marginal farming, whilst the other is characterised by highly urbanised conditions at one end, and by remote, rural locations at the other. Although each local landscape is a unique product of ‘action and interaction of natural and human factors’ as defined in the European Landscape Convention (ELC), the two gradients of agricultural and urbanisation enables a typology of various ‘agricultural landscape contexts’ to be developed (Figure 1).

First there are the intensively farmed landscapes in urban regions. A few decades ago these regions were the larders of the city, supplying fresh agricultural products, such

as vegetables, milk and meat. Remains of such intensive farming are still found – and in some regions they are gaining importance as part of ‘local food movements’ – but the bulk of any European city’s food no longer comes from the urban fringe. These fringe landscape are often highly fragmented, and unstable, and under pressure by competition for land and land speculation.

Second, there are urbanised landscapes with more extensive agriculture, usually due to more difficult landscape conditions. These landscapes are often highly attractive, hilly landscapes in which farming is under pressure, not only by marginal production conditions and but also by the high demand for land by urban people who are interested in living in the countryside close to the city.

Third, there are rural landscapes with difficult agricultural conditions. Often these landscapes are in transition caused by marginalisation of agriculture and out migration of young people. Forest and woodlands may be expanding at the expense of grasslands and other extensively farmed areas. In some of these landscapes tourism and counter-urbanisation may be factors in landscape transformation due to high amenity values.

Finally, there are the intensively farmed landscapes at some distance from the city, with good soils or possibilities for irrigation. They are characterised by large fields, highly mechanised farm practices, large industrialised pig and dairy farms, and few semi-natural habitats. These are converging in character as local landscape variation is subsumed by universal production technologies.

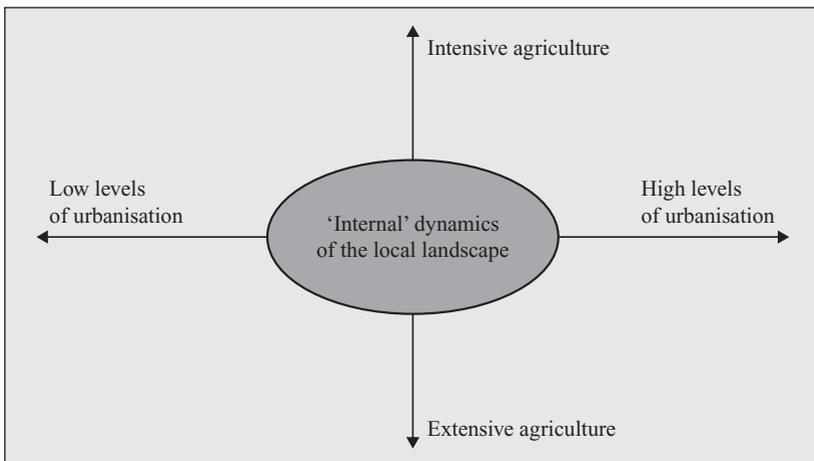
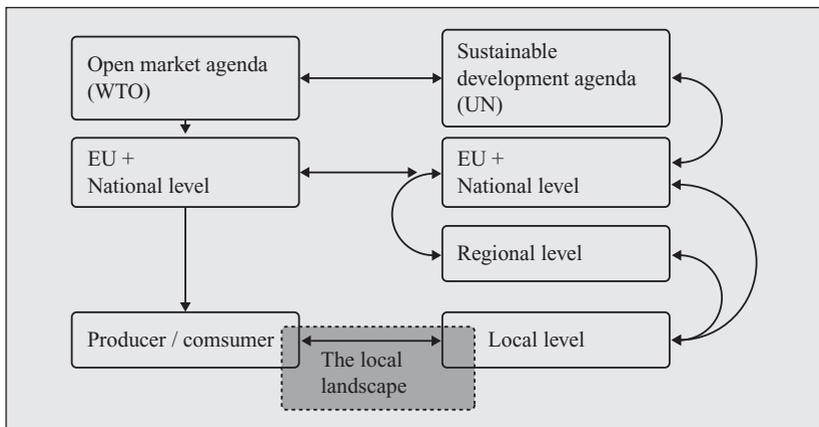


Figure 1 – Two main characteristics of European rural landscapes: intensity of agriculture and degree of urban influence (moderated from Primdahl and Swaffield 2010)

In all four types of landscape, examples of non-conventional agriculture and other locally initiated businesses are found. Organic farming, regional products, agrotourism enterprises, and box scheme based firms delivering directly from the producer to the urban consumer's door step are examples of innovative activities which are emerging alongside the predominant land use practices and which point to new directions for some but by no means all European landscapes.

### Public policy interventions

All European landscapes are influenced by public policy interventions in various forms, ranging from agricultural subsidies and incentives to environmental measures that restrict certain practices or land uses. Internationally, two policy agendas are of particular interest – the market liberalisation agenda and the sustainability agenda (Figure 2). The market liberalisation agenda has been a feature of European agriculture since the first steps towards post WW II European integration, as a succession of agreements have been made aimed at the establishment of a large, open market within an expanding European Union. In recent years the wider World Trade Organisation agenda towards global open markets has also been of increasing importance, through its influence upon the current reforms of the Common Agricultural Policy. These comprise incremental de-coupling of public support for agriculture from production subsidies, and a shift towards so-called direct income support within the expanding rural development programme. Agri-environmental schemes are a central part of this regime with direct consequences for landscapes. European landscapes are thus increasingly determined by global policy agendas beyond Europe, as well as those within the European Union.



*Figure 2 – Two international policy agendas affecting rural landscapes (from Primdahl and Swaffield 2010)*

The second fundamental policy driver is the sustainability agenda, with the Brundtland Report (World Commission on Environment and Development 1987) as a central milestone. The sustainability agenda deals broadly with environmental and socio-cultural policies, including planning policies, The ELC is part of this agenda, as are other global and European policy frameworks on issues such as biodiversity, water, and heritage. Climate change adaptation and mitigation is becoming increasingly central to the sustainability agenda, both as a focus of specific agreements, and as a powerful rationale for the strengthening of other related frameworks. Sustainability issues are also becoming an increasingly important factor in the implementation of the open market agenda, through requirements for cross compliance, negotiations over non tariff barriers, and establishment of alternative markets (such as carbon).

The two primary agendas – open markets and sustainability – affect rural landscapes in very different ways. The open markets framework places emphasis upon highly centralised agreements and mechanisms concerning trading rules, with little or no concern for the consequences for local landscapes. They are implemented through decisions by global corporates, national statutes, and individual agents (farmers and consumers). It is in effect a non nested policy hierarchy. In contrast the sustainability agenda is implemented through a hierarchical structure of different political-administrative levels. These two contrasting hierarchies meet in the local landscape.

European landscapes are thus affected by decisions on direct payments which are negotiated at the EU-level with direct links to the WTO, and by decisions of global corporates, as well as by different levels of European, national, regional and local planning and environmental policies. The critical problem here is how best to connect the various sectoral, non spatial imperatives with the conditions and requirements of the specific regional and local landscapes. Despite clear European goals on integrating environmental concerns into market policies, and the introduction of cross compliance measures to – as a minimum – ensure that farms supported by direct payments comply with EU environmental legislation, and with so called ‘good agricultural practices’, it has been difficult to integrate agricultural policy with environmental measures. This is a problem in all the four types of rural landscapes shown in Figure 1.

The adoption of the ELC within the sustainability agenda adds further complexity to the challenge of integration. What are the needs and challenges involved in effectively implementing a convention based upon promotion of landscape ‘identity’ in these changing agricultural landscapes, when faced with competing agendas of open markets and global sustainability imperatives?

There is widespread evidence to suggest that in landscape settings where agricultural conditions favour intensive, globalised production, then market considerations will continue to dominate landscape change. Place based considerations such as landscape identity will rely heavily upon regulatory requirements, which are contested by farmers, or upon systems of public purchase of landscape services produced in competition

with other ‘commodities’. In less favoured agricultural landscapes, where production is declining, the sustainability agenda has potentially greater leverage, but depends upon the economic viability of alternative landscape functions. In these landscapes the prospects for ‘legacy’ rural space, which carries forward a strong base of social and cultural capital (Murdoch 2000) are better than for the ‘marginal’ rural landscapes that lack the capacity to adapt, and need external support. Our case study analyses lead us to question whether the market and sustainability agendas are sufficiently aligned at present to enable effective implementation of landscape based policy such as the ELC, and to suggest that there is a need for considerable further work before the ELC will be able to have systemic rather than incidental effect on agricultural landscapes in Europe.

In intensively managed landscapes (Fig. 1, top) implementation of the ELC will require firm planning leadership, as the pressures for economic self interest are strong, and the communities that might advocate for landscape identity are frequently fragmented. In the lifestyle landscapes adjoining cities (Fig.1, bottom right), landscape policy must balance private lifestyle demands with public services such as access. Public ownership of key landscape networks is likely to be needed. In more remote marginal landscapes (Figure 1, bottom left), public financial support will be needed to enable communities with limited capacity or income to manage landscapes in a way that conserves shared values and identity.

There are two key implications. First there is a need to recognise and consider a wide range of possible policy solutions, and to select policy mixes that meet the specific needs of each region and locality. Second, public resources will be essential to achieve outcomes across a range of types of landscape, for different reasons. These resources will be under increasing pressure from many other sectors, and for other purposes. Introduction of landscape policy such as that promoted by the ELC into the dynamic interface of the open market and sustainability agendas in agricultural landscapes will require a high level of analysis and advocacy, and need to be based upon strategic insight into the drivers of change and their potential public policy implications in different settings. Whilst the introduction of the ELC is a success for landscape based policy, its effective implementation will depend upon the extent that the ELC goals can be aligned with wider market and sustainability policy imperatives. Selman’s (2006) (distinction between policy for landscape and policy through landscape may be a key to the success or otherwise of this endeavour).

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## A sustainable landscape development – Landscape in Norwegian municipality planning

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Dear Mrs Chair,

Dear fellow landscape colleagues,

On behalf of the project administration I would like to thank you for the opportunity to present our project experiences in this important setting. In this brief presentation, I will try to go through the most relevant objectives in our landscape project and see how we have aimed for sustainable landscape development through local community planning.

The project is a national pilot project that started in 2007 and will be completed within this year. The project acknowledges the fact that local and regional planning and land use decisions are rapidly changing the landscape. Regional co-operation has been an important success factor in the way that different professional sectors have contributed into the project, health, environment, agriculture and cultural heritage.

In Norway, municipalities have a key role in local landscape management, and the most powerful tool is the Norwegian planning act from 1985 – which was recently revised in order to better capture sustainability and other important issues in the European Landscape Convention.

The dialogue with the municipalities is crucial because they are presenting the final planning documents. The local planning level is therefore important for us to activate in order to operationalise relevant topics of the European Landscape Convention.

Hordaland county on the West coast of Norway has a landscape gradient from the inner high mountain fjord landscape, to the low island landscape bordering to the North Sea. In order for us to draw experiences from this variety of landscapes, we chose four different municipalities – all with different planning types and landscape challenges.

In the following I will present the four different municipalities and some project conclusions.

Our landscapes are often steep and vulnerable in the sense that development can have huge, visible effects. To avoid situations like these, some of the most important project tools were therefore guidance from regional authorities, workshops, meetings and planning advice.

In addition, it is important that the landscape objectives are directly connected to the already established local planning processes and don't exist just as a new way of working which disappears once the project is over. By using the established planning process we seek to create continuity in the landscape management.

With regard to supplying resources for landscape analysis work, the project has served as a learning process for local as well as regional politicians and administrative staff. All the landscape analyses have been crucial in creating a three dimensional understanding of local decisions concerning landscape. By learning which qualities the municipality inhabits it has actually been created a local expectation of extra focus on landscape in the the final planning documents.

The extra focus on participation with local people, businesses, voluntary groups, schools, kindergardens and others was based on the same incentive, to create a feeling of ownership to the surroundings and landscape. In addition, local knowledge is necessary in order to discover how the landscape is being used and should be used, for instance to prevent destruction of important playing areas for children, hiking paths or other green spaces that are important for people's everyday well being.

The municipality of Granvin faces the challenges of decline in population and one of their focal points was therefore participation and particularly among young people. By increasing their knowledge about natural qualities and landscape types, they came far in determining location, qualities and sizes of residential areas. Thus they are creating a predictable plan that shows everybody what to expect if they stay or return to their home community. In addition, the landscape analysis gave a foundation for decisions on which part of the fjord landscape and cultural landscape to preserve and where to ensure passing on local building traditions which better harmonise with the landscape.

The landscape analysis was based on landscape character – a method that also was taken further into another pilot project about mapping the landscape character of the whole county. By using this method the municipality will have a good foundation for sustainable landscape decisions in the future.

In the municipality of Samnanger the landscape analysis was carried out in order to support a detailed plan. The municipality is known for its steep hill sides and one of the main focuses was to see if expansion of an existing residential area was possible.

Even if the political signals were clear: to create more housing in order to attract people, the project process made it clear that expansion was not possible. The steep hillside did not allow appropriate road connections or universal design, which was one of the main criteria.

The conclusion was that landscape issues like these should be addressed on a higher and less detailed planning level, for instance a municipality plan. This supports the

idea of landscape analysis as a useful, if not crucial, tool for larger areas. By planning for landscape on a larger scale one can avoid too much resources being spent on small areas which are not suitable for development in the first place.

In Sund there has also been a large focus on participation since it was an overall planning type and touched several interests within businesses, public services, transport and green spaces.

The landscape in this island community is visually vulnerable with shallow soils and a lot of visible rock. This makes building and construction quite challenging. The landscape analysis gave clear ideas of the visual effects of development. Nothing should be built above 70 meters above sea level. This was embedded in the final planning document; a small, but great example of how concrete landscape management can be. Sund is now transferring its project experiences into their further municipal planning. We find this a positive example of how local government, different participants, landscape analysis and planning documents can form a basis for a sustainable landscape management.

The municipality of Lindås has chosen members of its own administrative staff to carry out the landscape analysis for the development area. The experience and landscape knowledge they draw from this will be of great help in future planning processes. They have used a landscape character method as described by the Danish ministry of the Environment, and the project has drawn useful experiences in how foreign landscape analysis methods can be adapted to a Norwegian situation.

They are still in the process of finishing their plan, but the landscape analysis has made them able to point out which areas need special attention, such as preserving traces of cultural heritage and the spectacular heath landscape that needs constant managing. This has to be carefully addressed, as well as where to allow areas with heavier development such as residential areas, cabins and tourism.

The feedback from the participating municipalities has been positive. Nevertheless, we have now reached a level of knowledge where we see what may be addressed in a different way and where we have insufficient experiences, for instance how we in a more efficient way can prevent local bit-by-bit/incrementalist planning which takes away the overall landscape management perspectives.

We also seek exchange of experiences and knowledge on different arenas and have arranged a national landscape conference in Bergen in November. We see this as a tool for mutual learning across different levels of government, relevant sectors and the academic world in Norway.

Our conclusions may be summed up as follows:

- we see landscape analysis as an important tool for decision makers in order to understand the three-dimensional effects of planning. Hands-on knowledge;

- project participation gives a local knowledge boost, but how can we make sure that new politicians and administrative staff ‘inherit’ this knowledge?
- landscape analysis and participation strategies need to be correctly addressed; for what and whom do we plan? This is to make sure that the landscape analysis becomes an active tool throughout the planning process in order to achieve sustainable landscapes.

Thank you for your kind attention!

# Workshop 4/ Atelier 4

## Landscape, productions systems and consumption patterns/ Les paysages, systèmes de production et schémas de consommation

### Chair/ Président

Jasminka CVEJIC

*Representative of Serbia for the European Landscape Convention/  
Représentante de la Serbie pour la Convention européenne du paysage*

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*Representative of Norway to the European Landscape Convention/  
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### Moderators/ Modérateurs

Pavlina MISIKOVA

*Ministry of the Environment, Slovak Republic/  
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## L'économie du paysage

Walid OUESLATI [Robert LIFRAN et Julien SALANIÉ]

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La valeur économique du paysage comme ressource pour l'économie locale et comme cadre de vie des populations n'est plus à démontrer, comme en témoignent à la fois les législations nationales, communautaires et même les initiatives internationales. Cependant, la mise en œuvre des politiques de paysages et la gouvernance des paysages doit compter avec deux difficultés principales :

- comment identifier les préférences des citoyens et mesurer leur disposition à payer pour un projet d'aménagement?
- comment mobiliser les propriétaires fonciers et dépasser le défaut de coordination des politiques publiques pour mettre en œuvre une politique du paysage?

Ce sont ces deux difficultés dont nous souhaitons approfondir les causes dans cette communication.

### L'évaluation du paysage : pourquoi et comment ?

Parce que le paysage a le caractère d'un bien public local, les modifications paysagères induites par les actions privées ou collectives dans les usages de l'espace peuvent être évaluées par les méthodes économiques applicables aux biens publics. En effet, en tant que bien public, caractérisé par l'impossibilité ou la difficulté d'exclusion, le paysage n'a pas de valeur marchande. Dans ces conditions, sur quelles informations fonder la décision collective, et quelle procédure utiliser pour décider si le projet doit être entrepris ou si les changements doivent être freinés ou encouragés ? Ces deux problèmes, de l'information et de la procédure, sont bien connus en économie publique et constituent la base de ce qu'on appelle « la conception de mécanismes (*mechanism design*) ». Le résultat essentiel de ces travaux est qu'il n'existe aucun « mécanisme » capable de satisfaire simultanément les propriétés informationnelles, stratégiques et financières souhaitables (mécanisme révélateur des vraies préférences, robuste aux déviations et aux coalitions, équilibré budgétairement...) tant que l'on ne peut d'une façon ou d'une autre assurer un contrôle de l'accès au bien public.

Dans la pratique de l'évaluation environnementale, la connaissance de la distribution des préférences (traduites en disposition à payer ou en consentement à recevoir dans le cadre de l'économie du bien-être), reste néanmoins la première étape pour fonder une procédure de décision. Elle alimente l'analyse coûts-bénéfices du projet : si la somme des bénéfices (incluant la somme des dispositions à payer) est supérieure à la somme des coûts, on suppose que le projet peut être entrepris. Mais dans ce cas,

il est possible que certains agents voient leur bien-être diminuer. En corollaire, des transferts monétaires peuvent être envisagés à leur profit.

La question que nous abordons maintenant est celle des méthodes utilisées par les économistes pour accéder à la connaissance des dispositions à payer et de leur distribution.

En fait, l'évaluation économique du paysage est structurée par deux grands types de méthodes qui renvoient autant à des différences de définition et d'approches du paysage qu'à de pures différences de méthode. Il s'agit d'une part des préférences révélées qui sont fondées sur l'hypothèse d'une complémentarité faible entre les biens et services marchands spécifiques (transports, immobilier notamment) et les caractéristiques du paysage, et d'autre part, les préférences déclarées, dans lesquelles on soumet à un échantillon représentatif de personnes un projet explicite de transformation du paysage. Aucune des deux méthodes n'est exempte de limites et de biais. Mais elles permettent néanmoins de combler le manque de valeur du paysage et de contre-balancer les gains associés à des changements, beaucoup plus souvent mesurés en valeur monétaire.

Les définitions « représentationnelles » du paysage, qu'elles mettent l'accent sur la perception esthétique ou sur l'élaboration de normes culturelles, voire sur le caractère idéologique des représentations du paysage, ne constituent pas pour l'économie une difficulté, au contraire. Elles sont cohérentes avec l'individualisme méthodologique qui constitue le soubassement de l'économie. Le modèle de la rationalité individuelle avec lequel travaillent en général les économistes postule que les individus ont des préférences qui sont données et stables, et qui constituent une caractéristique de l'individu. Il n'a pas a priori de mal à intégrer une conception « représentationnelle » du paysage. Cependant, les difficultés surgissent par exemple quand il s'agit d'évaluer des changements de paysage induits par le développement des technologies nouvelles. La perception et l'évaluation d'un tel paysage ne peuvent s'effectuer à travers le filtre de préférences élaborées pour des paysages plus « traditionnels », c'est-à-dire correspondant à un état spécifique du développement technologique et des infrastructures.

L'émergence de nouveaux usages de l'espace, ou de nouveaux modes de transport sous la pression du développement économique induit constamment des situations dans lesquelles on peut voir se poser deux questions : celle de l'hétérogénéité et de la distribution des préférences paysagères, d'une part, et celle de leur formation et de leur transformation, d'autre part. Les deux questions sont évidemment difficiles à dissocier, dans la mesure où, quand un projet de changement, ou une technologie nouvelle ayant un impact paysager se développe, il est rare qu'un consensus puisse être dégagé immédiatement. Les discussions et oppositions autour des développements nouveaux sont inévitables, et témoignent de l'hétérogénéité des perceptions et des évaluations individuelles. L'évaluation économique en est rendue plus délicate, en diminuant la pertinence informationnelle d'une valeur moyenne pour la prise de

décision publique. Plus fondamentalement, la validité des méthodes d'évaluation par les préférences déclarées dans un contexte nouveau est probablement sujette à un biais constructiviste important, le protocole d'enquête constituant en lui-même un cadre d'information qui contraint les préférences déclarées. On est alors conduit à mettre en place des protocoles adaptés pour contrôler l'effet des informations données sur le projet sur les évaluations individuelles et leur distribution.

L'expérience de la gestion de projets à impact paysager (restauration de zones humides, projets de fermes éoliennes, remembrement...) ou celle des transformations diffuses induites par des innovations comme les cultures énergétiques, le stockage du carbone ou le développement des éoliennes, démontre que la façon dont le projet est présenté à la population ou aux porteurs d'intérêts, puis la conduite de la concertation, et finalement la mise en œuvre, influencent profondément son acceptabilité. Dans quelles conditions l'évaluation *ex ante* des préférences peut-elle alors être utile pour le gestionnaire du projet ? Comment peut-elle intégrer le fait que la distribution des préférences puisse être modifiée par la procédure de concertation, et que des innovations paysagères puissent sortir de cette procédure ? Comment une majorité ou un consensus s'établissent-ils en faveur d'un projet ? Au-delà de ces questions, si la disposition de mesures monétaires de bien-être associées aux projets de changement est indispensable, elle n'est pas suffisante, car souvent un projet de conservation ou une politique paysagère se heurte à deux difficultés majeures qui sont d'une part la rationalité des acteurs titulaires de droits d'usage sur l'espace et, d'autre part, le nombre et le pouvoir incitatif des politiques sectorielles qui affectent leurs décisions.

### Jointure de production et production jointe de paysage

En supposant que la phase d'évaluation ait permis d'identifier les préférences des citoyens en matière d'aménagement ou de transformations paysagères, la première question à laquelle doit répondre l'autorité chargée de sa réalisation est d'abord celle de la coordination et de l'agrégation des actions d'une multitude de propriétaires. Ce problème est celui connu en économie publique sous le nom de production jointe d'un bien public. Le second problème rencontré par l'autorité publique est celui de la coordination des politiques publiques qui agissent sur les décisions des titulaires de droits d'usage de l'espace. En effet, la puissance des incitations données aux propriétaires fonciers par d'autres politiques publiques sectorielles (agricole, forestière, des transports...) est de nature à contrecarrer les objectifs de la politique paysagère. La concurrence d'incitations ainsi introduites se double d'ailleurs fréquemment d'une concurrence de réseaux. Dans les deux cas, la multifonctionnalité des activités utilisant l'espace, avec son concept associé de « jointure de production », est à la base des difficultés comme des solutions.

La jointure de production entre par exemple l'agriculture ou la forêt et le paysage constitue la base du problème de coordination. Par sa nature, le paysage est en effet

affecté par les décisions des agents économiques qui définissent les usages du sol et la réalisation des artefacts associés selon une logique économique qui leur est propre. Ainsi, les réponses qu'ils donnent aux contraintes du milieu, en terme d'aménagement, pour optimiser la production et maximiser la rente foncière, sont-elles en même temps créatrices de paysage.

Parmi ces contraintes, c'est sans doute la pente et l'hydromorphie qui sont les plus productives d'artefacts. Dans tous les cas, les réponses dépendent évidemment de la technologie utilisée, à la fois pour l'élaboration des aménagements et pour l'exploitation des espaces aménagés.

Ainsi, la réponse apportée pour exploiter des surfaces en forte pente est en général la terrasse, utilisée dans de nombreux vignobles, dans la châtaigneraie cévenole, dans les vallées himalayennes ou dans les rizières des Philippines. Elle exige un investissement important en temps de travail, ou en moyens mécaniques, ce qui explique à la fois l'abandon fréquent de ce mode d'exploitation dès que les conditions de marché sont défavorables, ou au contraire que les conditions politiques redeviennent favorables.

Dans les régions de grandes cultures mécanisées, les pentes des vallées sont abandonnées à la forêt ou aux taillis, car la disproportion entre le coût de leur aménagement et le gain marginal retiré serait trop élevée. La maîtrise de l'eau et de l'hydromorphie induit une grande variété de paysages et d'artefacts, réseaux de digues et de canaux, de stations d'élévation, de dispositifs originaux de drainage, comme l'étang de Montady, près de Béziers, ou dans la terraferma de Venise.

Ces aménagements sont en général hors de portée des individus ou des familles isolées, et appellent une action collective (dans le cadre de communautés monastiques au Moyen-Age, ou des associations de drainage aux Pays-Bas) ou des moyens financiers importants, comme dans le cas de la conquête des marais par la bourgeoisie vénitienne, ou dans le cas des Royaumes cambodgiens du 12<sup>e</sup> siècle.

Les politiques publiques qui ont pour objectif le soutien de la production agricole, ou la promotion de la forêt, ou le développement d'un réseau d'infrastructures de transport routiers ont des effets externes sur le paysage, au même titre que les acteurs privés quand il s'agit de biens publics ou indirectement, quand il s'agit d'inciter et d'orienter l'activité des agents économiques.

### **Comment la PAC modifie l'allocation des usages du sol agricole**

La politique agricole commune (PAC) figure aux premiers rangs des politiques sectorielles ayant un impact sur l'allocation du sol et donc la formation des paysages. La figure 1 illustre cet impact à l'échelle de l'exploitation agricole. L'agriculteur décide de répartir ses terres entre deux usages : les cultures et les prairies (cette simplification se fait sans perte de généralité). Il choisira rationnellement de répartir

ses terres en égalisant les profits marginaux (i.e. la marge brute agricole) de chaque usage du sol. Ces profits dépendent des conditions agronomiques, qui déterminent grandement la productivité des sols, du prix relatifs des produits agricoles et des prix des intrants (semences, travail, pesticides, etc.). Les aides PAC aux cultures viennent améliorer le profit marginal des cultures si bien que l'allocation des terres à l'échelle de l'exploitation se fera en  $x_m$  avec une majorité de terres en culture. Toutefois, du point de vue social, il est probable que les prairies génèrent des externalités positives, notamment pour leur valeur paysagère. A l'inverse, les cultures engendrent certaines nuisances (arrachage des haies, résidus de pesticides, perte de biodiversité, etc.). Du point de vue social, il faudrait prendre en compte ces effets externes car pour la société, l'allocation optimale des terres de l'exploitation agricole est en  $x^*$ . A travers cet exemple, on voit comment l'absence de coordination collective, due à la présence d'externalités et d'une politique sectorielle, fait diverger l'optimum privé de l'optimum social. En valeur, cette perte collective se chiffre dans notre exemple à la surface hachurée de la figure 1.

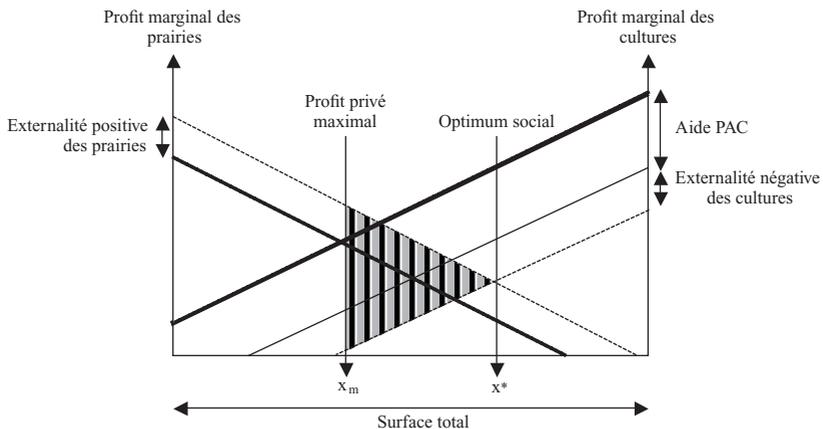


Figure 1 – Allocation du sol en présence d'une aide aux cultures (Le Goffe, 2003)

### La production jointe du paysage

Quand un bien public ne peut-être produit que par l'action conjointe d'un nombre important d'acteurs, on parle de production jointe. La nature de la relation entre les actions et le résultat agrégé caractérise la technologie de production du bien public. Ainsi par exemple, la sécurité routière (définie par exemple par le nombre d'accidents) dépend-elle du nombre d'usagers de la route qui respectent le code à un moment donné ou sur une période de temps. La relation fonctionnelle entre ce nombre et le niveau de sécurité routière caractérise la fonction de production de la sécurité routière.

Elle est rarement linéaire, et plus souvent de type logistique. En fait, on distingue classiquement les technologies additives, celles de type « maillon faible » et celle de type « meilleur coup ». En supposant qu'une concertation et une enquête préalable aient permis de caractériser le paysage souhaité par les citoyens, quels sont les propriétaires fonciers et autres titulaires de droits d'usage que l'autorité doit cibler pour obtenir ce résultat ? C'est-à-dire, comment, à partir de changements ponctuels effectués à l'échelle des propriétés individuelles, obtenir le résultat souhaité au niveau global de l'unité paysagère ? Cette question est reliée à celle des seuils de perception.

La question qui se pose est celle du choix de l'instrument ou de la méthode que le projet de paysage ou la politique paysagère peut utiliser, et à quel niveau ?

La réponse mérite d'être nuancée selon que l'on considère la diversité des paysages, dont la conservation et la gestion doivent être abordées au niveau national, et appellent à ce titre des mesures nationales, et la qualité d'un paysage local, pour lequel les premiers concernés sont les membres de la population locale.

Compte tenu des difficultés évoquées ci-dessus, les incitations destinées à promouvoir un certain type de paysage risquent d'être de faible poids face aux incitations et contraintes offertes par les autres politiques sectorielles. Il est alors préférable d'utiliser la voie réglementaire, même si cette dernière est susceptible de rencontrer l'opposition des tenants d'une conception absolutiste des droits de propriété, et même si elle engendre des coûts de transaction plus élevés. Néanmoins, la réglementation ne peut trouver sa pleine efficacité que si elle s'appuie sur une volonté collective forte. Par sa nature économique, à la fois ressource pour l'économie touristique et cadre de vie pour les habitants, on peut penser que le paysage est à même de motiver les élus locaux et les citoyens pour suppléer aux défauts de coordinations des politiques sectorielles. Néanmoins, le niveau local ne peut à lui seul surmonter ces défauts, et il semble souhaitable que les politiques communautaires prennent davantage en compte leurs impacts paysagers, ou du moins, permettent de les articuler avec des objectifs paysagers locaux.

## **Conclusion**

Le paysage fait l'objet de préférences individuelles. Il est une ressource économique pour les territoires et contribue donc au bien-être social. Il est à ce titre l'objet d'attention de nombreux acteurs, publics et privés.

Du point de vue de la demande, et en conséquence de la difficulté de gérer l'exclusion d'accès, le paysage a le caractère d'un bien public local. Les activités humaines le transforment. Ces transformations induites peuvent être évaluées du point de vue de leur impact sur le bien-être social, par différentes méthodes plus ou moins satisfaisantes (préférences révélées ou déclarées) qui ont encore besoin d'être explorées et adaptées.

Alors que les forces d'agglomération semblent être consubstantielles à l'économie urbaine et industrielle, les forces de dispersion sont caractéristiques de la formation des paysages ruraux. Elles reposent sur la nature même du processus de production agricole et forestier (besoin d'une surface de captage de l'énergie solaire, rendements décroissants, faiblesse des économies d'échelle...). L'action combinée des forces d'agglomération et des forces de dispersion produit la dynamique des paysages. Mais les droits de propriété agissent comme des forces de viscosité, non seulement à cause des coûts directs liés à la modification des limites physiques, qui sont étroitement imbriquées dans la matrice paysagère, mais aussi à cause des coûts de transaction importants liés aux processus d'expropriation ou de négociations et d'échanges volontaires (comme dans les remembrements). Pour cette raison les paysages ont une historicité (leurs transformations témoignent d'une dépendance des Etats antérieurs). Et cette caractéristique constitue à la fois une contrainte et une chance pour la gouvernance des paysages.

La gouvernance des paysages doit donc mobiliser des méthodes et des instruments qui relèvent de plusieurs registres d'action, depuis les procédures administratives de régulation de l'activité d'aménagement de l'Etat et des collectivités territoriales jusqu'aux instruments réglementaires qui visent à encadrer l'exercice du droit de propriété.



## Past practices and future energy – Biofuel, traditions and biological diversity

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This presentation builds on the notion that most European landscapes have a pre-industrial history of quite intensive land use. This land use has created the pastoral scenery that we tend to cherish, and has provided habitat for many of the species that we want to conserve. Any future intensive land use should find its inspiration in the traditional practices.

In order to decrease the use of fossile fuels and the net emission of greenhouse gases, the use of bioenergy is expected to increase in a near future. Actually this increase has already started, and it puts an increased pressure on land use and natural resources.

In Sweden, and also other industrialised countries, there are land areas that are presently not used optimally or even not used at all, and that could be considered available for bioenergy production.

A production of biofuel based on “standard solutions” – in Sweden often willow or spruce plantations – is considered to “close” the landscape may be a threat to both natural and cultural landscape values: to landscape scenery and outdoor recreation, to cultural heritage and identity, and to biodiversity. Therefore, there are concern over contradictory environmental targets: reduced dependence on fossile fuel on the one hand, sustained landscape values and ecosystem services on the other.

One way out of this dilemma can be to develop new energy production systems inspired by historic land use. By this, ideally we can form production systems that even develops biodiversity, heritage and recreational values.

Such new and rational but old-style biofuel production could be pollarding of broad-leaf trees or forests. Pollarding/lopping are words for cutting stems and branches on a few meters hight, instead of cutting the whole tree. This can be conducted at a time interval of some 5-20 years depending on desired dimensions, thereby giving a regular biomass harvest. Pollarding has been a widespread practice in the European countryside in hundreds of years if not longer, in order to obtain leaf fodder and wood for fuel or construction. Although this practice has largely vanished in western Europe, it is still conducted in a traditional manner in in some eastern European countries.

Pollarded trees provide unique habitats for a range of species – birds, insects, fungi, lichens, mosses... These are species that has benefitted from traditional land use, and they are therefore part of our biological heritage. One prominent example of species linked to pollarded trees is the alpine longicorn, *Rosalia alpina*, a beautiful blue

beetle (really charismatic for being insect), which is a top priority insect for nature conservation in the EU. This beetle is extinct or extremely rare in western Europe, but apparently relatively common in landscapes with pollarded beeches in Romania.

The production system created in this way may not be very different from short-rotation forestry, only slightly elevated. Indeed, the lower meters of the trunk are “sacrificed”, but this is to the benefit of biodiversity, and as far as I think, to the benefit of scenic beauty. Also this production can be combined with other land use, such as grazing or recreation. The lower short-term production can therefore be compensated by additional benefits, and by a higher sustainability.

A related example is coppicing, cutting shoots near the ground level. The present growth of willow for bioenergy is a type of coppicing, but traditionally a wide range of tree species has been regularly harvested in this way. Old coppiced woodland have a rich flora, and a variety of species live in and on the basal stools that are created from the repeated cutting.

My third and last example is mowing of grass for biogas production. Semi-natural grasslands are among the most species-rich habitats, and are generally dependent on management in order to keep the rich biodiversity and to remain open. Wet grasslands were traditionally managed by mowing for hay. Today, these areas are abandoned or managed by grazing, but the number of livestock is expected to decrease, with further abandonment as result.

The production of biogas provides an opportunity in this respect. The old-style scythe mowing can be replaced with mechanical harvesting, and the grass used as a complement in a biogas production process, either in smaller, farm-scale systems, or larger systems on community level. Many innovative ventures are on their way in this field, for example in the city of Örebro in mid-Sweden, where grass from wetland nature reserves are used in large scale production of biogas for the city buses.

### **To conclude**

Most landscapes in Europe have been shaped by the use of biomass for fuel, food and other purposes. Many trees were used by pollarding or coppicing. Grass and herbs were used for fodder. The result of the multi-faceted use was a park- or savanna-like landscape, characterised by large biodiversity and what we think of as an appealing scenery. To a large extent, present biodiversity conservation in the agricultural landscape aims at preserving or restoring components from this intensively used landscape. Of course, this does not mean that all intensive land use is good for biodiversity, or that any intensive land use is historically authentic. My point is that there is no inherited contradiction between biodiversity and bioenergy production, or landscape scenery and bioenergy production. It is rather a question of how we do it. The trick is to identify the valuable components in the traditional land use, and find new production systems that secure or even support these components. This is a key to a sustainable use of natural resources.

## Quality of landscape and sustainable development: a case study

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The fragile beauty of Italy's landscape, its natural resources, its territorial values, whose excellence has been celebrated by painters, photographers, writers, travellers from all around the world, is under attack. Seen from the sky, at night, Italy is no more the country of the hundred State-Cities of the Renaissance surrounded by green hills and forests. Lights show that half of the coastline is built up, reveal the unruly development of local settlements, mega-conurbations and urban sprawls, the unrestrained and often irrational expansion of industrial manufacturing facilities while the dark areas tells us stories of abandon and immigration towards greater centres, of changes in agro-economy, of the decline of local industrial economy.

Italy's extensive corpus of laws for the protection of landscape and cultural heritage dates its origin back at the beginning of the century<sup>40</sup> and today landscape heritage<sup>41</sup> areas, identified within precise boundaries and protected by the application of severe regulation and rigid constraints by law, cover the 46% of the entire Italian territory. The responsibility its safeguard and protection of has been assigned in the Italian Constitution<sup>42</sup> of 1948 to the Republic, so all public bodies are called to cooperate: state, regions, provinces and single municipalities. But the complex legal regulations whereby local areas, environment and landscape are governed by different laws and different bodies, the pressure of economic forces and the recurrent failure to respect planning laws are drawing clear signs in the Italian landscape.

Causes of this physical and spatial aggressiveness towards landscape contexts are manifold: the increasing request for holiday houses and tourist infrastructures, mostly in coastal areas, the growth of the real estate market in a way that, especially in years 2000-2007, reminds of the boom of the sixties and the seventies<sup>43</sup>, a buildings industry that pay scant attention to the quality of public areas services and landscape, the

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40. The fundamental law n. 1497 on the protection of natural and panoramic beauties, today defined as landscape heritage, dates 1939.

41. Landscape heritage in Italy is part of the cultural heritage of the Nation according to the Code of the cultural heritage and landscape (D.Lgs. 22-1-2004 n. 42).

42. Italian Constitution at Art. 9: "the Republic promotes the development of culture... and protects the historic and artistic heritage of the Nation".

43. From 2000 to 2007 the building stock has grown by some 14 per cent. In the period 1997-2007 more than 30 per cent of total housing stock were bought and sold Source: CRESME <http://www.cresme.it/>

recurrent “indulgences” that worked as an incentive towards the increase of number of unauthorised constructions<sup>44</sup>.

In years 2006-2008, the European Landscape Convention principles have been integrated in the Italian corpus of laws, as well as in its policies for cultural heritage safeguard, enhancement and management. The concept of the landscape heritage has been redefined in line with the Convention, and the system of responsibility for its protection has been better balanced by giving responsibility back to the state, albeit in co-operation with regional authorities. Aiming at linking the two components of management and preservation Italy made a step ahead to integrate landscape into the territorial policies, providing for the joint planning between State and Regions for landscape areas and heritages.

In 2008 a reform implemented by the Italian Ministry for Cultural Assets and Activities has entrusted to the new Directorate General for Landscape Quality and Protection, Contemporary Architecture and Art (PARC) a new task: bringing together architecture and quality of landscape under the aegis of a single structure. This was not a simple case of merging traditional conservation activities regarding the Italian landscape with the promotion, support and enhancement of architecture but the birth of a new strategy which focus on quality and sustainable development: quality of landscape is achieved through safeguard and quality of new actions on the territory, that provide value added to a local area, instead of subtracting it, enhancing territorial values for future generations.

To define actions to be carried on in line with this new approach there was a strong need to collect experiences and best practices of integrated management of territorial transformations that enhance formal and environmental quality, in a framework of social equality and environmental sustainability.

The First Edition of Council of Europe Landscape Award has been a great opportunity to open this window. The Italian candidature has been selected through an open national competition, and according to Resolution CM/Res (2008) 3 on the rules governing the Landscape Award of the Council of Europe. To facilitate the broadest participation, the Award has been promoted and widely diffused in Italy through a media campaign and the selection process has been managed through a dedicated web site [www.premiopaesaggio.it](http://www.premiopaesaggio.it)<sup>45</sup>, conceived either as a source of information and reference documents and an archive, as it was possible to submit on-line project files and images, that became soon a media for the dialogue with thousands of organisations

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44. From 1994 to 1998, 232000 illegal houses were built in Italy, which correspond to a space of 32.5 million sq.m. for a real estate value of 15,000 million euro Source: CRESME <http://www.cresme.it/>

45. The website and the organisation of the Award has been set up by PARC thanks to the support of ACMA Centro di architettura <http://www.acmaweb.com/>

(3,000 website entries in less than 15 days), territorial offices of MiBAC: Regional directorates and Soprintendenze, Regions and local authorities, non governmental organisations (AIAPP, Agenda 21, FAI, Federparchi, Italia Nostra, InArch, INU etc.) selected for their remarkable contributions to landscape protection.

This methodology allowed to gather 47 projects in a short time frame, covering a wide range of categories, methodologies, subjects and geographic areas that testify the active Italian response to Convention principles, and forms an heterogeneous archive of comparable projects, a nucleus of structured information that can be analysed and compared, opening a window on the initiatives that are being taken on the territory which are inspired to the principles of European Landscape Convention.

The National Commission<sup>46</sup> could examine 47 projects on a comparable basis, and unanimously established to point out The Val di Cornia Park System: an example of management of the Italian landscape, from coastal re-qualification to the enhancement of its historical and natural identity” project as the Italian candidate, as it is an excellent example of implementation of the European Landscape Convention provisions, with particular regard to articles 5 and 6.

Since the Etruscans Val di Cornia, a Valley in the province of Livorno, which stretches along the coastal strip opposite the Island of Elba, has seen an almost exclusive development model based on steelwork, which deeply signed the district's economy, social structure and cultural aspect. The historical-archaeological resources concentrated here, in contexts of great landscape value, testify the history of working activities related to the exploitation of minerals.

Since the seventies the five municipalities of this valley (Campiglia Marittima, Piombino, San Vincenzo, Sassetta and Suvereto) began to experiment coordinated safeguard and enhancement policies, drafting up five coordinated, but legally and formally autonomous plans. In those years of elevated level of well-being, with high rates of employment in the large steelwork industry, high revenue and prospects of further development in the industrial sector, the safeguard of the natural and historical resources of the territory was conceived especially as a cultural choice, as a factor of quality in territorial planning. Municipalities made forerunning choices by classifying as “territorial parks” extensive archaeological areas (known or under investigation), woods of scientific and landscape interest, not yet anthropised coasts: thousands of hectares of territory were subjected to urban-planning disciplines of safeguard and

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46. The National Commission for the European Landscape Convention Award was composed by Francesco Prosperetti (PARC Director General), Maria Grazia Bellisario Director of the Landscape Protection Unit, Maria Maddalena Alessandro (substitute of Daniela Sandroni Director of the Landscape Quality and Planning Unit), Margherita Guccione (Director of Contemporary architecture unit, Franco Farinelli, Annalisa Maniglio Calcagno, Carmela Giannino, Jeannette Papadopoulou (Secretariat by Alessandra Fassio, Erminia Sciacchitano, Clarice Marsano).

enhancement in order to avoid the destruction of the historical and natural resources, and with them of the memory of these places.

The European crisis of the steel market of the 1980's led to the loss of more than 7,500 jobs in Val di Cornia (on a population of around 60,000), making the need for territory's re-conversion urgent, in an area which was characterised by industrial monoculture. The end of the mining activities put the territory in a state of neglect, threatened by the opening new devastating open quarries. But cultural and landscape heritage of the "park system"<sup>47</sup> was seen by the local authorities as an opportunity for the area's economic re-conversion and for the development of tourism, based on the enhancement of the territory's endogenous resources. The Municipality's strong determination allowed to demolish more than 2,000<sup>48</sup> buildings and the integral acquisition of those territories to public property, beating the social resistance of thousands of people involved in the gigantic speculative operation. The success of the administrative action against unauthorised buildings, the effective opposition and remedy to the landscape's decay in the Piombino territory and in the coastal area, and the following successful policies of enhancement of the naturalistic heritage, derive from the urban planning choices made in 1975-1980.

From simple "Urban-Planning Restrictions" the park areas, identified by the Municipalities through their Coordinated Urban-Planning Schemes during the seventies, became the basis of the future cultural and economical orientation of this territory towards the development of its cultural and environmental resources and of its tourism services. In order to achieve this objective, in 1993, the municipalities of Val di Cornia promoted the establishment of a mixed public-private company entrusted with the statutory mission of implementing the parks foreseen by the urban-planning schemes and to manage their services and promotional activities in an integrated manner. The choice of a joint stock company as the organisational form for the implementation of the complex system of the Val di Cornia parks (naturalistic parks, archaeological parks, services for the enjoyment of cultural and environmental resources and reception services), found its justification in the declared will of the

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47. The Val di Cornia Park System <http://www.parchivaldicornia.it/> is composed by 1 museum facility in the city of Piombino: The Archaeological Museum of the Populonia territory and 6 areas of environmental and cultural value: The Archaeological Park of Baratti and Populonia (Piombino), The Mining Archaeology Park of San Silvestro with annexed Archaeological and Mineralogical Museum (Campiglia Marittima), The Coastal Park of Sterpaia (Piombino), The Coastal Park of Rimigliano (San Vincenzo), The Natural Park of Montioni (Suvereto, Piombino, Campiglia Marittima), The Forestal Park of Poggio Neri (Sassetta).

48. After 30 years of real civil law battles 230 hectares of the Sterpaia woods were recovered to public use thanks to the demolition of more than 2000 unauthorised constructions (temporary houses for summer holidays), remedy to alterations of the surface water regime, of soil morphology, of the road network, introduction of exotic plant species. (completed in 1998). In 1994, the Sterpaia became once again an asset enjoyable by everyone and was included in the system of protected areas of the Tuscany Region, ANPIL (Natural protected area of local interest).

Municipalities to confer an entrepreneurial character to the initiative, namely capable of producing safeguard, enhancement, income and employment at the same time.

This is why the National Commission has unanimously selected the Val di Cornia Parks System to be the national candidate for the Award: being both an excellent example of the implementation of the principles of the Convention and a good example of how to manage most of the risk factors that are today threatening our landscape, as said at the beginning of this speech. A local community of five cooperating Municipalities has found the “key” to economic reconversion in the identifying values of the population, and in an innovative management system, achieving a balance among incentives to economic development (economy), social equity (equity), respect for the environment (ecology) and specificity of the intervention (cultural diversity). The improvement of the territory’s attractiveness has been achieved through the enhancement of environmental, cultural and landscape resources (i.e. 100,000 annual presences in the archaeological parks and in the museums) and to safeguard and management measures aimed at a sustainable tourism, a sustainable development model based on the cultural and environmental values and on the territory’s identity characters as the basis for its social economical reconversion, made necessary after the crisis of the steelwork industry in the decade between 1980 to 1990 highly improved of the quality of life of its inhabitants as well.

The project has put into effect an integrated management model for the cultural, natural and economic resources of the territory, setting an example of good practices for the Mediterranean coastline environment. Territorial balance has been achieved by a networked park system, where the junctions of the hinterland contribute to rebalance the anthropic pressure burdening the coast and concrete actions to mitigate the negative impact of massive tourism, through a prudent conservation policy, enhancement of the landscape-cultural resources of the hinterland, interventions to counteract degradation, and effective interventions of opposition and remedy to the landscape’s decay, such as those implemented in the Piombino territory and, in the coastal area, the 230 hectares of the Sterpaia woods recovered to public use thanks to the demolition of more than 2,000 abusive constructions.

The project has also achieved continuous didactic, communication and awareness-raising activities concerning territorial interpretation, as well as the population’s involvement in safeguarding the landscape’s identifying and cultural values. Finally, it has implemented a lasting model of collaboration between public authorities responsible for conservation, environmental and cultural policies, planning, territorial management and scientific research, founded on the active participation of citizens, thus achieving a solid partnership that has made it possible to plan and sustain coherent policies for landscape preservation and management.

An integrated management model of the territory’s cultural, natural and economic resources which has an exemplary value and that of good practice, since, in particular,

it faces a topic of great importance for Italy, that of safeguard of coastal areas submitted to great anthropic pressure for reasons of tourism. An innovative management model, both from the point of view of enjoyment and of offer, compatible with the requirements of safeguard and of conservation, which finds all the bodies involved in the objective of the enhancement active and dependable, each with its own competences and responsibilities. An action which connects under a single territorial subject the cultural services (low profitability) with tourist services, with the possibility to compensate the economical result, controlling at the same time the impact of tourism on the territory's environmental and cultural resources. A development strategy which increase awareness of the importance of cultural territorial resources preserving the legacy of the past while integrating the changes required by modern society, where cultural and architectural heritage, the countryside, as well as energy and natural resources, are considered key resources to be protected and safeguarded. A best practice for our beloved landscape at risk.

## **Project “Vital landscapes in Central Europe”: improving cross-sectoral approaches of landscape visualisation in Central Europe**

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So far, many important forces in landscape development have been identified. In the following paper I would like to highlight a further four which also can be considered to play a crucial role in the shaping of the landscape: EU policies, civil movements, cross-sectoral approaches and imagination of different development scenarios. All of them are subject to the project Vital landscapes that was recently approved by the Interreg programme of the European Union.

### **1. EU policy and EU funding**

Although this aspect mainly concerns the EU member states, the influence of EU policies on landscape development can play an important part even outside the EU and the results are not always positive ones.

Above all, this concerns the Common Agriculture Policy (CAP) and the EU Structural Funds. In the past, the CAP has frequently supported the unification of landscapes and thereby the decline of biological and cultural diversity. However, the funding instrument Rural Development opens new ways to maintain and to develop a rich and diverse cultural landscape. Like the EU Structural Funds: their aim is the development of infrastructure in disadvantaged regions. This is often realised through “concrete solutions” such as new highways, commercial areas or airports with a negative impact on landscape. On the other hand, resources from the Structural Funds could also be used in order to further and strengthen efforts in sustainable development or the recultivation of destroyed areas, such as former coal-mines.

In order to outline the effect of these policies on European Landscape Convention (ELC), I would like to present three conclusions:

- a) It is wise and very important trying to influence the implementation of EU policies on regional, national and EU level. Fortunately, the EU itself demands a broad public participation on all levels. Unfortunately, in terms of landscape issues these opportunities in practice are rather poor used.
- b) Institutions, NGOs and individuals who are actively enrolled in the ELC implementation should pay closer attention and use existing EU funding opportunities. Unfortunately, this matter is quite complicated and confusing. Which is why the Council of Europe recently published a study on ‘Selected EU Funding Opportunities to support the Implementation of the European Landscape

Convention in EU and non-EU countries'. This document is available at the website of the Council of Europe ([www.coe.int/europeanlandscapeconvention](http://www.coe.int/europeanlandscapeconvention)).

- c) It is especially important to establish and to intensify the communication between the Council of Europe and the EU Commission. Above all, the DGs Agriculture, Regional Policy and Education/Culture should be contacted and informed. Also a kind of permanent common workshop of both Council of Europe and EU would be very helpful.

## 2. Civil movements

All over Europe, a great number of civil movements are engaged in the protection and development of landscapes. One may even say that the ELC is a result of activities undertaken by local, regional and national NGOs in the past. Thus, civil movements appear to me to be an important force in landscape protection and development. I would like to underline this point by providing three examples.

- a) **Protection of the environment and heritage conservation** have been typical fields of NGO activities since the 19th century. It is evident that civil movements, initiatives and projects largely contributed to the richness, diversity and quality of our present landscape. This also holds true for the implementation of the ELC – without an active civil society, no legal arrangements and no landscape conventions may be realised.
- b) **Local and regional development initiatives** cover a different field of activities. Especially rural regions and regions facing demographic change can greatly benefit, and sometimes such initiatives are the last straw for the inhabitants of such regions. But also in more prosperous regions, local initiatives support and often prepare new ways of sustainable regional development, e.g. in ecological agriculture, direct marketing, handicraft markets, agro-tourism.
- c) In this regard, the **European network Civilscape**, who unites a wide range of NGOs, plays a fundamental part within the framework of organisations supporting the European Landscape Convention ([www.civilscape.org](http://www.civilscape.org)).

Many other examples could be mentioned, but the message is quite obvious: civil society initiatives are not only driving forces but also important “think-tanks” of sustainable landscape development, which is why support and interest in them should be strengthened.

## 3. Cross-sectoral approaches

Landscape is a vast topic, thus it is subjected to very diverse actions, institutions and policies. Consequently, the ELC is concerned with nature protection, monument conservation, regional development, agriculture, education etc. This does not need to be a problem *per se*, but unfortunately the usual practices of only sectoral approaches, of non-communication between different actors on all levels, of different intention

and “languages”, sometimes even of rivalry hinders a sustainable management and development of landscape. This holds true for all levels and all kinds of organisations, from local and regional up to national and EU level, from NGOs and local/regional administrations up to research institutions and ministries. For example, decisions on agriculture intensification often conflict with the protection of the environment and the biodiversity, and frequently they do not take into account historic aspects like traditional landscape images or historical landscape elements.

Considering the negative impact of rivalry and ignorance on the one hand and the great potential of co-operation and synergy on the other, cross-sectoral approaches could be a strong driving force in sustainable landscape development. In this regard, the ELC implementation should not only remain subject of culture and/or nature protection administrations (laws, projects, funding programmes...) but also become part of the different policies concerned. Ideally, working groups collaborating on different levels should support communication and enhance the practical co-operation for the benefit of landscape.

#### **4. Lack of consciousness and imagination**

Education and awareness-raising play an important role in the ELC. If people do not know about the treasures of “their” landscape, even an advanced legal framework will not be able to avoid permanent damages and losses. Moreover, it is the lack of imagination that leads to “bad” solutions and insensitive developments. Nobody wants to conserve a historic status quo. Surely, landscape was and will always be a changing phenomenon. But in many cases interventions could be undertaken with a lot more care, and often it is possible to achieve better solutions (“better” in the sense of ELC) with similar funds and efforts.

What is necessary in order to make progress in this field? Education has already been mentioned. Furthermore, the use of modern technologies to visualise development scenarios of a given landscape could help to demonstrate different options which form the basis for a competent discussion of solutions that suit to different kinds of interest. And finally, a moderated decision making process including relevant stakeholders could lead to commonly agreed practical solutions.

#### **Outlook**

The project “Vital landscapes” (INTERREG IV Central) intends to address all four of these topics. 8 partners from 7 countries (Germany, Poland, Czech Republic, Slovakia, Hungary, Austria and Slovenia) will commonly develop new methods of landscape visualization and implement regional cross-sectoral moderation processes. The project will start in April 2010 and last 36 months. More details will be available on the project website [www.vital-landscapes.eu](http://www.vital-landscapes.eu). Collaboration with additional partners and exchange of experience with similar projects are very welcome.



# Round tables/ Tables rondes

**Facing the driving forces of landscape change: what is  
the role of the European Landscape Convention?/  
Gérer les forces motrices dans le domaine  
de l'évolution des paysages : quel est le rôle  
de la Convention européenne du paysage ?**

**Ruzan ALAVERDYAN**

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**Anne-Marie CHAVANON**

*Chair of the Sustainable Territorial Development Committee  
of the Conference of INGOs of the Council of Europe*

**Diane MENZIES**

*President of the International Federation of Landscape Architects (IFLA)*

**Jeppe ANDERSON**

*Representative of the European Foundation of Landscape Architecture (EFLA)*

**Gloria PUNGETTI**

*Cambridge Center for Landscape and People*

**Björn RISINGER**

*Deputy Governor, County Administrative Board of Skåne, Sweden*

**Kees VERBOGT**

*Representative of the Netherlands for the European Landscape Convention,  
Ministry of Agriculture Nature and Food Quality*



Ruzan ALAVERDYAN

Ministry of Urban Development, Armenia

**Key issues for discussion**

*What are the most significant drivers contributing to the transformation of the European landscape (both urban and rural landscapes)?*

Among the most significant drivers forcing the landscape, should be mentioned:

- the man - initiated factors like creation of artificial environment (urban development, construction and building activities, use of natural resources ect);
- within the context of European Landscape Convention, the main objective is to assure harmonised development of man made and natural landscapes;
- taking into consideration the fact that the artificial environment is being created mainly as a result of man's activities, I think the most important role is concentrated within the block of artificial environment creation. Since all those activities are based first and foremost on planning issues, I think the main driving force, or one of the main driving forces with regards to European landscapes, is the existence of appropriate high-quality and environmentally oriented spatial planning. Having high quality spatial planning policies is not enough however: it's equally important to have effective mechanisms implementing mentioned policies in practice.

*How can the landscape perspective provided by the ELC contribute to a wider and deeper understanding of environmental challenges and their possible solutions?*

- ELC, namely its implementation through the spatial plans, allow to link together and consider environmental, social, economic, cultural and many other factors in advance using the holistic approach – instead of tackling problems later on and within the different sectors.

*Successful policies for sustainable development need to be based on a sound understanding of the underlying processes of landscape change. How can policies and intervention strategies be shifted towards a more proactive, coordinated and powerful approach targeted at the driving forces themselves?*

- deep public awareness and understanding of ELC principles;
- adequate implementation mechanisms, which are expounded in the Recommendation CM/Rec. (2008) 3of the Committee of Ministers to member states on the Guidelines for the implementation of the European Landscape Convention;
- to assist and effectively implement these policies representatives of government (central and local, urban and rural), CSOs, academia, private sector and business structures should be actively informed and involved in ELC implementation;

- in order to strengthen ELC implementation and enshrine understanding of coming generations on importance of landscape values, efforts should be made to educate all sectors of society starting from kindergarten, primary education and ending with post-graduate and adult education schemes to be implemented on the level of governments.

*Working with scenarios may be an effective way of preparing for major challenges in a medium or long-term perspective. How can landscape scenarios be developed?*

- Getting back to the issue of spatial planning and landscape development or landscape scenarios and their inter-connections, as well as taking into consideration the fact that planning policies, as a rule, are targeting midterm and long term perspectives, I think that evaluation of landscape scenarios should be done within the frames of spatial planning.

*The financial crisis has shaken the global society in its foundation of. What are the short-term and long-term consequences of this crisis in the context of landscape?*

- The main threat is in my mind is the process of getting out of financial and economic crisis by trying to get maximum profit through promotion of business, which is being done even to get a short term benefit, and very slight income at the expense of ignoring eternal values and neglecting such important factors like the challenge of landscape degradation.

*Despite a tremendous development towards peace and stability in Europe since the WWII, armed conflicts and ethnical tensions are still a part of the everyday life of many European citizens. Landscape and heritage often play an essential role in claims for rights and territories. How can the aspirations of the ELC support the work for peace, security and human rights?*

- Landscape and heritage as well as the whole notion of culture are products of man's consciousness and soul, his/her efforts and high ethical norms to be followed by all the mankind: thus they are humanistic in their nature. Consequently such eternal values like peace, security and human rights cannot be alienated from the whole system of values, and are enshrined in universal values.

*What potential conflicts may emerge in the landscape as a result of policies aiming at adoption and mitigating climate change (food vs. fuel etc)?*

- Policies and practices of climate change adaptation/mitigation should be implemented taking into consideration the needs and perspectives of usage of natural resources and their distribution, since eco-friendly policies should also take into consideration the need of people/populations, specificities of effects of the climate change on each and every state or region and raised problems, as well as should put people's needs at stake. Thus, while using alternative sources of energy for reduction of green house gas emissions one should take into consideration the

vital needs of people, issue of biodiversity preservation, poverty factors, possible implications, etc.

*The importance of territorial diversity is acknowledged in both EU policies and treaties of the Council of Europe (such as the Territorial Cohesion Policy, ELC etc.) Nevertheless, in reality, development shows increasing homogeneity rather than diversity. How can existing policies (both national and European) be made more 'landscape sensitive' and more adaptive to the diverse feature of the European territory?*

- Years ago, in addition to the classical tripartite structure of sustainable development classification, the fourth – cultural dimension was established by the CEMAT basic documents.

Revaluation of cultural heritage as a development factor is the approach that should be used as direct tool for ensuring the diversity of European territories. The need to activate this process is not only the objective result of theoretical deductions, but also one of the main means of sustainable spatial development. The emphasised involvement of a cultural component in the new perception of landscape and spatial planning, which, with its field of influence, will be a foundation-stone for further initiatives and investments, in particular for the fostering of employment increases in the service branch especially through small and medium enterprises.

So culture has become an engine of endogenous development and at the same time it is one of the aims of territorial management.



## Water, wellspring of civilisation

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### Introduction

In the third year of architectural studies at ESAYA (University School of Art and Architecture) of Madrid, there is a course entitled "Architecture and Territory", the goal of which is to offer architecture students a better understanding of territory as a basic factor in the configuration of architecture.

The goal is to take a closer look at territory and its diversity, in terms of both landscape and culture, to discover how architecture and town planning are activities that have grown out of the environment, and to learn the lessons that can be gleaned from this knowledge.

The course load called for students to become familiar with the concepts of territory, landscape and the urban environment, and the human settlement systems associated with them.

In the 2008-2009 academic year, the course's theme was based on the settlement systems of one of the landscapes that best reflect human culture, and also one of those whose identity has been most markedly created and shaped by mankind: irrigated alluvial plains, which from the dawn of history have been the cradles of culture and civilisations. We studied them using some Spanish examples, and I feel it is important to highlight the daunting preservation problems that such landscapes face today. Indeed, in our country, as in other parts of the world, the unstoppable encroachment of the urban population is taking over and altering numerous irrigated lands.

In a time such as now, when the economic benefits generated by urban growth are quite substantial and building on the flatlands of irrigated alluvial plains is very cost-efficient, it is all too easy to forget that such plains are a guarantee of future sustainability.

In this context, landscape is defined as every part of the territory transformed by man, where natural and urban elements shape an image which, regardless of its beauty, reflects both nature and the culture of the human beings who have settled on it.

Architecture has traditionally been adapted to suit the environment, the climate, the construction materials in the vicinity, the topography of the settled areas, road and communications network, rivers, and the territory's potential for providing economic possibilities of survival and progress. This adaptation has given rise to the wide variety

of indigenous architectural styles found in every corner of the world which differ from one location to the next, resulting in an extraordinary identity and, consequently, diversity.

In recent centuries, man's ability to transform nature has grown by leaps and bounds, at the same pace his ability to communicate over distances which would have been inconceivable not long ago.

In these times of standardised construction patterns, the appreciation of diversity is an obligation if we wish to ensure the cultural future of the planet. Today there are numerous innovations and improvements that have been contributed by the global culture, but it has also introduced a degree of standardisation in many areas which renders the precedence of culture obsolete around the world.

There is no doubt that we must reconcile both things and bequeath a more efficient world to the future, but we must also make every effort to preserve everything that reflects the cultural diversity that we have inherited and are now in danger of losing.

We must look to the territory and all the many aspects it can show us. It is true that our modern-day culture is increasingly global, which is largely positive, but we must never stop absorbing the knowledge that can be obtained from an observation of the place, the territory.

### **The comprehensive concept of natural and cultural heritage**

#### *The evolution of cultural landscapes*

An essential aspect of understanding human activity and its distribution throughout the territory, and an essential chapter in the history of town planning, is the relationship between the urban environment and the landscape from which it emerges or into which it is inserted. Consequently, the concept of cultural landscape is vitally important to both town planning and historical heritage. In fact, this is the landscape we perceive and inhabit, and which has been transformed throughout history primarily by human hands.

If we observe man's consideration of landscape as an object of conservation, we see that natural landscapes – in other words, land untouched by humans – were afforded special protection in ancient times. This concept has lived on in the form of today's natural parks, and even at the international level we find examples of this in the areas declared Natural Heritage Sites by UNESCO. However, there is a growing awareness that, although the landscape in which our lives unfold is a natural environment, much of it has been transformed by mankind.

Landscape is the receptacle of human life and economy, and the foundation of the human settlement system. It is, in short, the bedrock upon which human culture is built. Landscape appears on numerous occasions, especially in effectively populated

countries, as a result of manmade alterations to the territory. Even the most intensely natural spaces are preserved as such thanks to a strong legal framework that protects their physical attributes.

In almost every case, when humans settle a specific territory, they do so motivated by its economic potential, and they transform the territory in pursuit of that goal. Thus, man has felled entire forests and smoothed sharp outcroppings by cutting terraces into their surfaces.

This transformation of the territory to make it productive also entails a decisive transformation of the landscape. Today it is difficult to find completely natural landscapes; instead, we find landscapes transformed in one way or another by the humans who inhabit them. The final factor contributing to this situation is the human settlement system, which is largely determined by the setting in which it emerges. The climate, topography, ways of life and materials provided by the site's geology are aspects which have a decisive influence on the building solutions adopted in each place.

All of these aspects – economy, settlement system and constructed elements – shape the landscape we see and inhabit, that which constitutes our cultural landscape. It is becoming increasingly clear that this concept is the natural and cultural heritage we must protect, and in today's world it is also the most vulnerable.

#### *The concept of cultural heritage*

In the same way, during the second half of the 20th century we witnessed a profound transformation in the concept of historical heritage which was rooted in an increasingly more enlightened understanding of this notion. In the early days, under the Athens (1931) and Venice Charters (1964), monuments were considered the cornerstone of heritage, conceived at the time as "historical-artistic". Later on, the concept of heritage was broadened to include the sites surrounding monuments in the Amsterdam Charter (1975) and the Nairobi Recommendation (1976), and eventually it was understood that the full scope and true essence of heritage could only be fully appreciated in relation to the landscape. The introduction of the concepts of cultural landscape, cultural routes and the European Landscape Convention (Florence, 2004) are milestones which have made us understand that historical heritage and natural heritage must go hand-in-hand because they are part of the same essence, a reference to the part of human activity which has been carried out with and according to the environment, not despite it.

The alluvial plains of irrigated valleys are among the most significant natural and, above all, cultural landscapes shaped by man. In many corners of the globe, these valleys have been the cradles of material civilisation thanks to the tremendous economic potential of irrigation agriculture. Particularly in ancient and classical civilisations, the economic wealth provided by the alluvial plains was a key factor in their societies' survival and advancement. In our country, these ancient civilisations,

first the Romans and later the Arabs, played a vital role in shaping our territory, our settlement system and our culture.

In addition, the alluvial plains system is of interest to us in that these land formations were among those most intensely transformed and constructed by the hand of man according to precise patterns, which are of extraordinary importance for the configuration of that landscape: the methods used to channel river water into irrigation ditches by means of dams and weirs, the entire canal network irrigating the plains, the various elements which function thanks to the powerful action of water. All of this configures a very precise landscape, the result of man's transformation of the natural environment.

Yet the most striking element is the precise, carefully organised urban settlement system that this structure creates. For example, it is obvious that no structure should encroach upon the fertile farmland, delimited by the irrigation ditch furthest away from the river. All urban elements – streets, city gates, castles, churches and necropolises – are clearly defined in relation to this structure. It is a splendid lesson in landscape architecture that we must absorb and apply, though in our times such lessons are often ignored.

### **Irrigated alluvial plains as landscapes of great historical and cultural significance**

From the dawn of history, irrigated valleys have been the focal points of human settlement and the receptacles of civilisation. The convergence of diverse elements such as water, soil rich in organic matter, and a temperate climate created areas ripe for agricultural exploitation and, consequently, for human existence – specifically, for the powerful urban structures that are necessary elements of any permanent human settlement.

A quick glance at the great civilisations of ancient times reveals that they were all based on the existence of important irrigated alluvial plains. This was the case in the so-called Fertile Crescent in the Middle East – the region stretching from the Nile River valley, the heart of the Egyptian civilisation, to Mesopotamia, defined by the converging Tigris and Euphrates River valleys, and in between the Jordan River valley which ends at the Dead Sea. In Asia, civilisations first emerged in the Indus River valley and in the Yangtze and Yellow River valleys, China's longest watercourses, and in Africa humans settled all along the northern riverbanks in Libya, Tunisia, Algeria and Morocco.

Yet another example is the classical Greek and Roman civilisations, in which this agricultural activity on the alluvial plains was rounded out by other important sources of economic wealth.

In the more recent past, the Arabs based their economy and settlement system on irrigated valleys. The entire vast region where Arab culture developed, from the lands of modern-day Pakistan in the east to the Iberian Peninsula in the west, spanning the Middle East and North Africa, based its economic power on the irrigation agriculture of the alluvial plains and the lively trading activity upon which Arab culture thrived.

Thus, we can see how urban Arab culture spread across the river plains flowing through the desert, where urban life was concentrated. This occupation was not limited to the River Nile, the ancient hub of Egyptian civilisation, but extended to the alluvial plains further to the west; some of those river valleys ran straight into the heart of the desert, such as the M'zab Valley in Algeria or those which begin their course south of the Atlas mountains like the Ziz Valley to the east, the Draa to the west and the Dades and Tinerhir Valleys.

For most of history, irrigated alluvial plains have served as a splendid backdrop for the genesis of diverse civilisations, all of which share this common denominator.

However, from a town planning perspective, another remarkable feature is the clarity and strict order of the alluvial plain system, as both an economic and territorial structure. The result of the impact that the operation of an alluvial plain has on the urban system is a clear, definite urban structure, well defined and marked by linear elements where the water flows, the water conduit systems, the physical elements which make this possible and the nature of each different type of land that this operation generates – in other words, land that is protected rather than occupied for urban use or purposes not connected to the operation of the alluvial plain.

All of this has generated a territorial, urban and landscape structure in the alluvial plains which is astoundingly well-structured and splendid in its operation. It is, without a doubt, one of the best examples of a natural landscape where human presence is an inextricable part of its identity.

### **The irrigated alluvial plains of the Iberian peninsula**

The plateau of Castile in the centre of the Iberian Peninsula shapes the entire region's geography. Several long rivers such as the Duero and the Tagus flow across it, but they lack significant irrigated alluvial plains due to the considerable altitude of their courses; major irrigated alluvial plains value only develop at altitudes where the weather is warm enough for their principal crops to grow.

This high plain is delimited to the north by a mountain range in the direction of the Bay of Biscay, and by another range to the south and east, pointing to the Mediterranean, where Spain's largest irrigated valleys such as the Ebro Valley are found. All of them are located in areas situated at a moderate altitude, which makes it possible for them to contain valuable irrigated alluvial plains.

It is no coincidence that, following their invasion of the Iberian Peninsula, the Arabs settled in large numbers on the peninsula's eastern side up to the Ebro Valley, located far to the north, and ignored other areas in the southern part of the plateau. The altitude of the high plain undoubtedly dissuaded those potential settlers, but the discomfort that living at high altitude entails was probably less influential than the fact that they

would not be able to replicate the productive systems of their civilisation, which had worked well for them all along their path of conquest from the Middle East to North Africa, in this specific territory.

The Christian peoples of northern Europe ended up repopulating the plateau of Castile and controlling the peninsula, yet this territory still retains traces of the Hispanic Muslims' legacy – one of the loveliest, most sophisticated civilisations of medieval Europe.

### **Methodology**

The "Architecture and Territory" course is an optional third-year subject for architecture students.

The focus of the course has been to study and gain a better understanding of Spanish architecture and territory by means of a geographical overview, and to explore how architecture is affected by the diverse parameters set by territorial diversity. Therefore, the aim is to create a course that will encourage students to get a firm grasp of the geographical environment in which they are going to insert their designs, and to ensure that their architecture reflects the context – in whatever way the architect deems best, in keeping with his/her own style, but always based on a knowledge of the surrounding environment.

The methodology of the class is to learn about architecture and town planning by offering a geographical rather than historical overview. The different types of landscape in our country – mountains, plains and valleys – are described and studied.

The subject is taught using two parallel learning systems. On the one hand, the theoretical classes describe Spanish architecture according to its different geographical spheres and its influence on them. On the other hand, there are working trips to certain regions of Spain where the students put their learning into practice.

As this course has evolved over the past several years, the idea of designing class projects with a view to publishing a book on some of the most educational and eloquent types of territory began to take shape. During 2009, the course work focused on land use and town planning in alluvial plains. Depending on how successful this initiative turns out to be, in 2010 (the last year in which the course will be taught) the class will, in all likelihood, focus on mountain landscapes. The Sierra de Grados range, with its significant contrast between northern and southern slopes, will probably be the specific object of study for the upcoming course.

### **The valley system in Spain**

As this course has evolved over the past several years, it has become increasingly clear that the alluvial plain landscape holds tremendous interest given its geographical and

historical – and, by extension, cultural – importance in our country. It is undoubtedly both a reflection and an encapsulation of much of our cultural heritage, passed down to us from the ancient Romans and Arabs who once populated these lands.

This year, the work focused on town planning in irrigated alluvial plains, and specifically on two regions where the students developed their projects. The first was the Aragón valleys (Ebro, Jalón, Manubles, Huerva, Jiloca), which reveal a very clear structure of the relationship between the geography of the valley, the productive structure that man has developed there (dams, irrigation ditches, waterwheels, windmills) and the very structure of human settlements.

The other part of the project focused on the town of Chelva on Spain's east coast, where the alluvial plain structure did not develop in a visibly flat valley but rather on steeply sloped terrain thanks to the existence of an important Roman aqueduct which flowed at a relatively high elevation.

One working trip took students to a flat region, La Mancha, and visited the town of Chelva, where their work was completed. A second working trip explored the Aragón valleys region along a route that included the lower Jiloca, the Jalón, the Manubles and finally the lower basin of the Ebro.

One of the groups' projects focused on the town of Chelva, an emblematic site in terms of the use of alluvial plains and town planning rooted in Islamic traditions. All of those aspects were studied, from Roman aqueducts to the way that Hispanic Arabs used water to create a terraced plain thanks to the presence of the Roman water supply; this resulted in one of the most sophisticated urban complexes of Spain's Muslim era which, in turn, established an extraordinarily advanced spatial arrangement.

Another part of the project was carried out in the Aragón valleys, which may be the most impressive exponent of the spatial features of the territorial and town planning scheme of valley systems.

The goal of this project was to prepare a publication revealing the intense relationship that exists between the geographical and productive structure of the irrigated valley system and its spatial and urban solutions, and comparing it with the larger system of valleys, usually of Arab origin, found in other parts of the world.

To complete the project that ultimately resulted in this publication, the work was divided among groups. A clearly defined methodology was established beforehand, and as a result each group chose which part of the project they would complete.

After each group had chosen its specific theme, the students took the above mentioned joint study trips in order to become familiar with the work sites and see the region. At a later point, each group made other specific trips to work on the project that each had been assigned.

In undertaking this project, the two areas were regarded as part of a much more complex reality of irrigated valleys in other parts of Spain and around the world. Many of the themes in the project and the publication refer to one of the two selected regions, although many of them refer to both and even compare and contrast the two. The common thread running throughout the entire working process was the connection made between the agricultural system and the general system of settlement and structuring of the territory.

### **The studied regions**

Two mutually complementary regions were chosen. The series of valleys found in the central depression of the Ebro are very important for gaining an understanding of irrigated valleys in general. These valleys eloquently display the characteristics of the territorial and urban system that they generate. Valleys such as the Jalón, the Jiloca, the Gállego, the Huerva and the Ebro itself clearly evidence this system of land use. Moreover, in this area the Moorish influence was so strong that it had a substantial effect on the religious and civil architecture and gave rise to a unique style, *Mudéjar*, which is found in other regions but was expressed in an extraordinary way here. It should come as no surprise that the area was declared a World Heritage Site, or that the largest numbers of Muslims expelled from Spain by Philip III came from here.

The project's focus on some of these valleys, rounded out by references to others, has made it possible to gain a better understanding of many of the natural, economic and, above all, urban aspects of this structure type. The territorial settlement system, the structuring of the valley and of the roads and settlements within it, the lines along which population centres were built and even the architectural elements clearly reflect the presence of water and the culture of irrigation.

The case of Chelva is singular. The Romans built an aqueduct that brought water from the higher part to lower terrains in the Villar del Arzobispo region, which continued to be used in Arab times up until a certain point; this explains the presence of a sloped irrigation structure running from the highest point of the aqueduct to the river. At the far end of the Roman conduit, a distributor was created to channel the water into four large irrigation ditches. One of them was an extension of the aqueduct, and the other three descended towards the valley.

The result is a terraced landscape, typical of the irrigated valley landscape, strongly shaped by man, with masonry terraces, irrigation ditches, fountains, washing places, bridges and, on the lower part of the slope, barns and threshing floors. The way in which the landscape converges with some of these washing places constitutes an extraordinary environmental and landscaping achievement.

However, water plays an equally visible role in the built areas, thanks to the *Mudéjar* influence that has made this town one of the most important urban sites in Spain. It

boasts a town planning scheme of obviously Arab origin, with its various walled areas dating from successive periods of urban expansion. Over this highly interesting urban structure spreads an equally outstanding urban space with all the hallmarks of Islamic-influenced town planning, evidenced in its non-linear layout, its cul-de-sacs, its urban passageways and the dynamic interplay of open and closed spaces.

### **The current situation**

In these times, when the most advanced civilisations pursue their economic activities with little regard for the environment, the valley culture has lost a large part of its traditional significance, and a territorial system as rigorous as that of irrigated valleys has lost much of its capacity for conservation and regeneration.

In fact, the recent growth of many of these urban centres has altered traditional land use guidelines. Suburbs have emerged that alter the profile and nature of the centres. Many of the key buildings of the traditional productive system, such as waterwheels or windmills, have fallen into disuse and are gradually disappearing, while the unstoppable process of standardisation in construction methods is leading to the irreversible disappearance of the traditional architecture that reflects the identity of these population centres.

Some alterations to the urban structure of these centres are completely understandable. For example, the main artery of such towns was traditionally a single street, normally called the “high road” or “king’s road”, which was simply one segment of the road running along the edge of the valley. The traditional genesis of the settlement system on this part of the peninsula implies the existence of narrow streets with a breadth of barely two or three metres. Today, it is impossible for this high road to maintain its traditional role, given that it must be wide enough to accommodate vehicle traffic. Usually, this problem is solved by creating an alternate road on the flat alluvial plain, following the path of the bordering irrigation ditch. This has generally led to the creation of a new suburban area along the new road which separates the traditional town centre from the alluvial plain.

Today, when travelling by road through the irrigated valleys of our country, we usually pass through these new suburban areas; the historical centres have been pushed back towards the mountains, cut off from the alluvial plain that gave them life and meaning.

On the other hand, the most negative systematic process is the use of alluvial plains for constructing single-family homes, and occasionally multi-unit buildings. This represents a permanent occupation of the plain, not only by the buildings but also by the urban infrastructures and vehicle traffic that come with them.

This land, theoretically natural but shaped by man, has existed for over forty generations, more than eleven centuries of uninterrupted civilisation, and it has been

the basis of the economy of the valley itself and of the entire surrounding region. This land, which yielded up to several annual harvests, is being transformed in a single historical instant by an intense economic activity – the construction and real estate industry. However, this building activity can only be done once, and with a little effort and awareness it could be carried out in other, less valuable regions and could even generate new, privately-owned green areas to create rather than waste land of environmental value.

In some of these towns, there are singular cases in which a curious change in the main entrance to the urban centre has preserved several highly interesting urban façades.

These towns once faced the valley, and all of the main entrances and different structural elements of the houses, such as balconies or solariums, were built looking in that direction. The church tower and the castle also formed part of this image. The bordering irrigation ditch delimited the residential area and created a direct link between the walls of the buildings and the crop fields.

Some of these towns, for topographical reasons, altered the entrance to the urban centre in recent times. An entire complex of provisional facilities, auxiliary buildings and dwellings, whose architectural make-up has nothing to do with traditional culture, have grown up around the road leading into town and define the new entrance to the centre. The original urban façades facing the valley, with its irrigation ditches and irrigated fields, have preserved their traditional appearance almost intact or only slightly altered. Several of the projects featured in this publication analyse this oddity found in some of the locations studied.

Anne-Marie CHAVANON

*Présidente de la Commission du Développement territorial durable,  
Conférence des OING du Conseil de l'Europe*

## **Présentation**

Je suis Présidente de la Commission du développement territorial durable de la Conférence des OING du Conseil de l'Europe. La Conférence des OING est le quatrième pilier du Conseil de l'Europe (Comité des Ministres, Assemblée Parlementaire, Congrès des pouvoirs locaux et régionaux et Conférence des OING). Notre commission rassemble une soixantaine d'ONG. Parmi celles-ci, certaines représentent des élus, d'autres des ONG que l'on peut qualifier de « techniciennes » comme la mienne, la Fédération internationale pour l'habitation, l'urbanisme et l'aménagement des territoires (FIHUAT), qui est une ONG dont le siège est à La Haye et qui rassemble 70 pays. Nous avons également une majorité d'ONG à vocation humanitaire mais toutes sont très soucieuses de développement durable et par conséquent très attentives aux questions relatives au paysage.

## **Quelles sont les principales menaces sur le paysage et comment y faire face ?**

Les précédents intervenants ont parlé de culture, de passion... Je voudrais également parler d'économie parce que, tant au niveau mondial qu'au niveau local, la menace qui pèse souvent, me semble-t-il, le plus lourdement sur le territoire est celle d'intérêts économiques à très court terme. Je ne sais pas si l'on peut jeter la pierre aux élus, souvent démunis face aux pressions conjoncturelles, face à de lourdes responsabilités en période de crise, mais ce que l'on peut dire c'est que la solution réside incontestablement dans la gouvernance. Et la gouvernance, c'est ce que nous apporte, de manière tout à fait remarquable, la Convention européenne du paysage.

C'est d'ailleurs la raison pour laquelle la Commission „Développement territorial durable de la Conférence des OINGs du Conseil de l'Europe“, qui a placé la gouvernance en premier dans l'ordre de ses travaux – avant même d'aborder les thèmes techniques du développement durable – a choisi la Convention européenne du paysage pour référence. Elle l'a fait alors qu'il s'agissait de traiter de la participation des citoyens au processus décisionnel dans un contexte général. Nous avons pris deux textes exemplaires : au niveau international, la convention d'Aarhus ; au niveau européen, la Convention européenne du paysage.

## **Rôle de la Convention européenne du paysage comme force déterminante**

Pour la société civile, la Convention européenne du paysage est incontestablement une force motrice. Vous l'avez dit pendant les deux journées qui se sont écoulées, elle place le citoyen au cœur du paysage et des politiques du paysage. Et, si vous m'y

autorisez, c'est vraiment un appel que je voudrais lancer : qu'on donne à la Convention européenne du paysage toute sa force, qu'on lui donne les moyens nécessaires à sa mise en pratique ! J'attire l'attention de tous ceux qui, parmi vous, ont une influence sur l'élaboration de la loi – et vous êtes, je crois, nombreux – pour que les éléments-clés de la Convention puissent être inscrits dans les textes, notamment dans les codes qui régissent le paysage dans vos pays... Qu'elle s'applique au regard de la participation, pour que les gens soient associés dès le départ et non pas en bout de course ! Il s'agit, en effet, dans la Convention, du « paysage tel que perçu par les habitants ». La Convention d'Aarhus, elle, dit : « lorsque les choix sont encore ouverts et les projets réversibles ». Hier, j'ai frêmi en entendant quelqu'un dire : « la population est hostile lorsqu'elle ne connaît pas le projet, elle s'en accommode lorsqu'il est adopté... ». Il faut que l'on consulte la population lorsque les choix sont encore réversibles et que le niveau d'information et de formation soit le même pour tous, si nous voulons un partenariat fructueux et permanent.

### **Action des pays pour le réchauffement climatique**

Juste un mot sur la France mais il y a dans la salle des gens infiniment plus compétents que moi qui peuvent apporter des précisions : la France – qui est mon pays d'origine puisque je travaille à Paris, dans l'Agence d'urbanisme de la Région Ile de France – a mis en place ce que nous appelons un « Grenelle de l'environnement », c'est-à-dire un vaste programme de consultation qui va déboucher sur des textes de loi et qui est largement guidé par l'impact du changement climatique et par l'adaptation aux contraintes énergétiques. C'est aussi, naturellement, l'occasion de repenser la politique de l'environnement.

### **Réponse à la salle sur l'effort de sensibilisation**

Je voudrais insister sur la nécessité d'une sensibilisation permanente. Pas seulement de la population, prise au singulier ou des populations, au pluriel, comme vient de nous le demander le Professeur Zoïdo, mais bien de l'ensemble des acteurs. Tout à l'heure j'ai parlé du danger spéculatif, il exige de s'adresser aux acteurs du secteur privé et du monde économique. Quand on voit le sud de l'Espagne se couvrir de ce que certains appellent une mer de plastique, je pense que si l'on sensibilisait l'ensemble des acteurs, on aurait peut-être des choses moins terribles, à la fois pour l'esthétique du paysage et pour ses ressources hydriques.

Et, puisque nous sommes dans le cadre du Conseil de l'Europe, je voudrais ajouter que son Assemblée parlementaire s'est prononcée, le 30 septembre dernier, en faveur d'un protocole additionnel à la Convention européenne des Droits de l'Homme sur le droit à un environnement sain. Ce droit est l'une des composantes de la Convention européenne du paysage. Cette volonté parlementaire sera un soutien, un support encourageant pour la suite.

Diane MENZIES

*President of the International Federation of Landscape Architects (IFLA), New Zealand*

### **Support for the Convention**

The International Federation of Landscape Architects (IFLA), together with our European Region members from the European Federation of Landscape Architects (EFLA), strongly support the European Landscape Convention (ELC) for a number of reasons. The Convention recognises that landscape is an economic resource which affects the well-being of people. It also recognises the strong emotional connections that people have with place and responds to that through an emphasis on public participation in decision making on landscape, and the Convention recognises all types of landscape as being relevant, that is city, scenic, superb, degraded or ordinary.

Our members recognise the Convention as such a valuable tool for public recognition and understanding about landscape change and management that they decided at the IFLA World Congress in 2009 to promote the concept of a Global Landscape Convention, based on the approach taken in the ELC. While we hope our member associations will continue to develop ideas and mechanisms for legal and advocacy tools for landscape recognition and management in their own countries, representatives of our associations from over 60 countries are determined to seek a global state-developed Convention. Europe has a very valuable tool in the ELC.

### **The theme of the Meeting of the Workshops**

The theme of the Meeting of the Workshops on global drivers for landscape change has timely benefit in exploring aspects that will inevitably bring about landscape change. By anticipating various drivers, public input and better decision making is possible in advance of those pressures. Those changes which are currently occurring are often taking effect without people realising the cumulative effects of what has been taking place. Like a frog in gradually heating water, people have registered and often opposed the changes but do not recognise their wider ramifications.

One aspect of global drivers which was not developed, is people's strong emotional attachment to landscape and place. People love their landscapes and places. This love of personal place, connections, and memories of place may encourage opposition to large or sudden change, because people fear and resist change that they feel powerless to influence. Perhaps it is that resistance to change and attachment to place which is driving opposition to the renewable energy landscape changes such as turbines, dams and solar thermal installations. It is likely to be love of local place that is behind resistance in many parts of the globe to economic globalisation, such as sameness in urban design, uniformity in plant palette, and in planning proposals. Love of landscape

is not a new concept, Tuan discussed this in his book *Topophilia*, which is now some 40 years old. The ELC recognises people's attachment to place, culture and diversity through the strong emphasis on public participation in decision-making.

The economic globalisation drivers conflict with local cultural landscapes and local and regional tourism values. People who travel enjoy seeing and understanding different landscapes and ways of living. Seeing the same main streets in different towns, because they are stocked with global businesses, is not an incentive to a tourist. This warning encourages us to look for ways to build resilience in local economies so that they retain the places which are unique and landscapes which reflect diverse cultures.

Another linked matter which no doubt has been discussed previously is the relevance of landscape to national, community and personal identity. I come from a young and remote country so the link between national identity and our particular landscapes might be no surprise (we have our landscapes in common). But it was clear from discussion in presentations and networking at the workshop that the link between cultural landscapes and national and community identity is strongly felt throughout Europe.

A number of natural science and environmental aspects drivers for change were discussed such as climate change and the landscape changes which might be both beneficial and problematic such as forest management. The role of biodiversity and nature more generally in providing infrastructure services such as water cleansing, access and recreation opportunities were also covered to some degree. Clean water and adequate water supplies is an increasing issue globally, as well as the role of water: too much, floods, sea levels, rain frequency, impacts of irrigation... so further discussions on water management and green infrastructure seem inevitable.

## **Conclusions**

What was clear after the presentations is the strong interconnectedness of landscape values and landscape uses, culture, and economic and social well-being. While we considered economic, social, visual and natural science aspects separately there were overlaps in each presentation, justifiably, and in total the integrated message of the power and relevance of landscape for communities across Europe was clear. Landscape matters. The role of the Council of Europe in finding ways to bring people together, and overcome tension which conflict over landscape change produce is therefore very important.

There are other agencies and groups who can contribute to knowledge such as the IUCN World Council for Protected Areas, the ICOMOS role in cultural landscape management and other professional groups who are grappling with landscape related issues. Good communication will help disseminate new ideas and better information.

The main message I took from the workshop is that there are drivers for change, as well as tensions and conflicts in managing landscapes. But there are also ideas for addressing those drivers, and working with them to retain valued landscapes. There is increasingly better knowledge of how we can work together with various professions to retain what is important and manage what is needed. I also understood from discussion and participant reaction that there is deep concern and feelings of threat about changes. Better information though will help interdisciplinary work in addressing change.

I was also impressed with the moral message given by the keynote speaker. Yes, we do have a duty to treat these issues very seriously as people have a right to landscape.

The International Federation of Landscape Architects was very pleased to be part of the Workshop discussions and look forward to supporting the work of the Council of Europe in the future.



# **Closing session/ Session de clôture**

## **General conclusions/ Conclusions générales**

**Graham FAIRCLOUGH**

*European Association of Archaeologists (EAA),*

**Ingrid SARLÖV HERLIN**

*European Council of Landscape Architecture Schools (ECLAS)*



## **1. Introduction**

The following report is a written and expanded version of the closing summary we presented at the 8th ELC Workshop held in Malmö/Alnarp on 8-9 October 2009. Our original presentation benefited from the immediate reflections on each session that were prepared for us by the session chairs and moderators, but even so, it offered only a rapid and high level summary of the rich results of two days of presentations and debate. The present paper is therefore reinforced by our further reflections in the weeks that have followed the workshop

The paper is divided into three parts:

- In section 2 below we briefly repeat the aims and objectives of the workshop; the Programme is attached as Annex 1.
- In section 3 we outline some of the headline points within arose from each session of the workshop.
- In section 4 we set out some of the ‘cross-cutting’ ideas which occurred in all sessions, the threads that unified the themed sessions in different ways.

## **2. The 8th ELC Workshop: “landscape and driving forces”**

The programme for the meeting that was prepared by the Council of Europe in cooperation with the National Heritage Board of Sweden and the Swedish University of Agricultural Sciences explained how the workshop aimed to provide a framework for current developments (and their meaning and impact on landscape) in the field of climate change, globalisation of space, social transformations and shifts in systems and modes of both production and consumption patterns. Major challenges face society and landscape in the next decade or so, such as the introduction of new energy systems and energy saving measures, as well as the possibility of energy shortages, demographic transformations and the rise of global prices for food, land and raw material. It was felt that continuous transformation of landscape arising from such driving forces creates a new field of activity for designing effective policies and measures.

The structure of the meeting aimed to combine and exchange insights and perspectives, and practical and theoretical approaches relating to a range of burning issues facing Europe in the next decades. The debate was set at European, national, regional and local levels and in the context of future landscape governance within European democratic systems.

The meeting’s organisers also hoped to also provide an opportunity to discuss effective ways to strengthen the landscape agenda among the key players and stakeholders involved in landscape protection, management and planning. The meeting showcased advanced Swedish practices and approaches, and aimed to encourage further national public debate in Sweden on the effects of current driving forces on landscape.

Another major topic planned for the meeting was the question of how landscape issues such as ecological values and quality norms can be reconciled with developments in the free market, particularly at trans-national level. Some of the issues had been debated at a colloquium organised by the Nordic Landscape Research Group on the previous day in Lund, and many ideas from that event flowed into the Malmö/Alnarp workshop as well.

### **3. The Workshop sessions**

The workshop was arranged in four sessions:

1. Climate change and the new energy paradigm,
2. The “Globalscape”,
3. Social Transformations and Landscape,
4. Production & Consumption.

#### **Session 1: Climate change and the new energy paradigm**

The first session looked at the relationship between climate change and changing energy need and constraints, and their impact of landscape. There were perspectives from Sweden, the Netherlands and Germany, as well as European wide perspectives such as from the European Environment Agency. They touched on climate change and renewable energy, both functionally and in terms of politics; and they looked forward into the realms of futures analysis and adaptive strategies. From these talks, and the debate and questions they provoked, a number of consistent threads emerged.

Perhaps the most important thread in this session was recognition that managing adaptation to climate change in relation to landscape is not straightforwardly an environmental or scientific problem. Rather, it highlights a meeting or even a collision between two equally powerful and important contemporary moralities – on the one side, democratic equity (the idea of common heritage and human or people’s rights, to which not only the ELC but also the Faro Convention has highly relevant application) and environmental ethics (human responsibility to behave sustainably with regard to ecology, environment and other species) on the other. Within landscape research and management, there has generally been rather little attention paid to these interactions or the balance between them. New research, new data and new theories are needed.

Serious challenges were recognised too in relation to how to secure the effective participation of the general public and of stakeholders. This is also in some ways something rather new, although at each meeting of the workshops further examples from more and more ELC countries are offered. Participation – or more accurately and preferably engagement and empowerment – needs to be in the sphere of setting objectives and making decisions that affect landscape. It is also very necessary to integrate social memory into landscape analysis, policy and instruments; this is a deep source of knowledge that can help to defend diversity against banalisation.

An overall conclusion of the session was that we need to work with adaptation to and mitigation of climate change in the context of issues which are as much social and cultural as environmental. Change will influence energy use, landscape and therefore people. Social drivers require energy provision, whilst market forces determine what is feasible. Such forces are not external to society but are driven by cultural political desires and ambitions, for example lifestyle aspirations (the 'dream of prosperity') that might constrain the widespread adoption of lower levels of energy use.

Renewable energy is a new and increasingly strong market with powerful actors; there was a strong feeling in the workshops that, being new, it is still in many places and many ways an under-regulated market. Its social and ecological impacts need monitoring and regulation as much as do its economic ones. Placing decisions at more local level might offer some solutions, but some in the workshops worried that local initiatives carry risks that landscape values might be eroded or there might be lack of consistency from de-centralisation (low priority, inadequate knowledge).

Changes in perception and social inequalities are both part of the equation between democratic equity and environmental ethics. Social attributes - wealth and class or relative strength of interest groups in both the energy and the 'conservation' sectors – are often overlooked as factors and as driving forces. Strong lobby groups, often in high income areas, can divert wind farms from their vicinity to the neighbourhoods of groups with less social or political influence. The distribution and location of renewable energy provisions is thus affected or biased, the adoption of lower energy lifestyles (no flights, no cars) can too easily be forced unequally onto disadvantaged sectors of society and territories. These are issues for both the Florence and the Faro Conventions, and valid concerns of the Council of Europe.

New landscapes will emerge based on new and different patterns and methods of both energy production and its consumption. Both adaptation to, and mitigation of, climate change will create new landscapes, and will lead to changes in landscape perception and behaviours. On the other hand, new patterns of energy production (eg bio-fuels, wind turbines and river regulations may move towards partly rebuilding the more direct pre-industrial connection between land (and landscape) [growing food to feed motive animals, water and later wind mills] to power and transport supply.

The challenge of increasing renewable energy's share of energy production thus necessarily involves strengthened landscape research, design and creation dimensions. A better understanding of how 20th century carbon energy landscapes have been formed (both physically and through perception), for example, will help with shaping new energy landscapes in the 21st. This is a new field for landscape research as a complement to its more common emphasis of research and planning on rural landscapes. There is little debate about how the current over-consumption of energy is reflected in landscape, for example.

Finally, many of the ideas around ‘energy’ are abstract and difficult to grasp. The idea of ‘landscape’ may be able to solidify the debate, to ground it, to help make the energy debate more concrete.

### **Session 2: The “Global-scape”**

The second theme was the so-called ‘global-scape’, dealing with landscape issues in a global context. Here there were presentations from Sweden, Portugal and China, as well as truly global view of the world-wide night sky and a historical overview of the ubiquity of world systems; globalisation is not always new. Themes included how to deal with very rapid as well as large scale change. These issues had also been explored in more detail the previous day in a separate research seminar on “Reassessing landscape drivers and the globalist environmental Agenda” at Lund University, and a summary of that seminar was also presented to this session of the workshop.

Lifestyle and land use in one part of the world influence landscape in another part of the world. But this is a rather complex process as the relationships between the Global and the Local differ across the world. Global is worldwide, but there are also special interactions or tensions between specific regions. In different parts of the world, landscape management or protection might be best pursued through law and regulation, elsewhere by custom and consensus.

The energy issue was also brought up during this session as a global issue. The question was raised whether land is a commodity like any other, or whether they need different modes of valuation that might not be interchangeable. Food and energy might need separate and different methods of valuation, with food production as the most important land use. Other issues may become more important however. The migration of big groups of population due to climate changes, for example, might push the use of land for shelter - housing for displaced populations (eg from Pacific or Indian Ocean region) – much higher up political and landscape agendas.

During the discussion, questions were raised about how the precepts of the ELC might be applied in global contexts, bearing in mind all the levels of diversity, collective as well as individual, which exist across the world. Can a European-centred perspective on landscape (and its particular way of defining landscape) be equally relevant in other continents? It can be recognised that there are populations in other parts of the world that feel affinity with and ownership of landscapes in Europe through ancestry or inheritance, and global history is such that ‘European’ landscape have been created in other continents.

The whole idea of a separate European perspective can also be challenged by pointing to the effects of world systems over many centuries, if not longer. Europe has never been isolated. On the other hand, alternative landscape traditions have grown up all over the world. Not all countries find it easy to adopt the ELC’s idea of landscape,

even within Europe. It would be unfortunate if a globalisation of policy by uncritically copying the ELC elsewhere would lessen that global diversity.

### **Session 3: Social Transformations**

The third theme about social change looked at the issue of driving forces from a Latin American as well as European perspective and from national viewpoints in Estonia, Sweden and Norway. It was approached through a range of presentations about different types of current landscape change, from the modern urbanisation of world cities, through highways and heritage, to tourism, and different perspectives on dealing with it, including agricultural reform and spatial planning.

Important conclusions from the session were that social transformations are very important driving forces for landscape changes. Though these can be very different, considering the character and strength of social change (eg migration, demographic change, ageing population curves), they can show how they influence landscape in positive or negative ways. Driving forces can be not only economic and material but also ideological and immaterial. They are often in a state of change, too, neither static nor 'suddenly-new'.

Examples of design projects provided in this session showed how we should not only look back with nostalgia to landscapes that we think were better. We saw through examples how derelict landscape, for examples in cities, can be revitalised, through good design. New generations will have new ways and new perspectives of perceiving landscapes. Landscape action must take place in the political sphere, and at multiple scales.

Tourism is seen as an important generator of inward investment to help landscape management, so long as it is regulated in ways that return tourism revenue to a local as well as a national economy. It also has 'downsides' in terms of global energy consumption or tourism infrastructure provision, or simply 'wear and tear', which can stimulate landscape change in ways that some people might inappropriate or insensitive. It would equally be a mistake to think that tourism represents the only economic value of landscape (any more than it does for of cultural heritage (see papers in 'Heritage and Beyond'). Landscape is rather a major resource for all aspects of the economy on a level with land itself, with minerals, or human resources.

On the other hand, is it realistic to ask landscape to provide all the social goods claimed for it, such as quality of life, identity or mental and physical well-being? The workshop participants on the whole thought that it was realistic, but it is clear that finding ways to enable landscape to realise its social potential (as opposed to merely becoming another tool to deliver limited biodiversity gains) is one of the biggest challenges facing the implementation of the ELC in all parts of Europe. Yet it is the biggest potential benefit, as well, closely aligned to the ambitions held out for cultural heritage's role in society by the Faro Convention.

The question was raised during the discussion whether the great mass of people really think in terms of landscape or feel it belongs to everybody, or whether experts unknowingly limit the term? There is almost always a connection between people and place, but is that always expressed through the idea of landscape. Or through some other filter?

#### **Session 4: Landscape, production and consumption**

This session introduced new perspectives with presentations from Italy and central Europe and a more focussed look at the economics of landscape drivers. It returned the workshop full circle to the question of renewable energy and biofuels, but maintained a social and cultural perspective by looking at landscape quality issues, and through its focus on landscape as a part of the economy. The discussion showed for example how use of legal constraints and public consortia can both improve the conditions of cultural landscape and tourist consumption.

Sound methods of economic evaluation (never very easy to achieve) and measurement of social preferences and desires are needed quite urgently. The discussion also brought up examples of local initiatives and regional networks as drivers of change that can reveal social values. Economics is not all, and market mechanics cannot supply all social goods. There is also a need to mitigate market forces with political intervention, public subsidy and buying public common goods. We still need for example public parks in the cities with free access. The extent to which this is feasible, however, will vary between countries, reflecting national and cultural ways of balancing the state with the market.

Finally, the potential and actual positive and negative effects on landscape of the CAP and EU regional and spatial policies were discussed. These are important drivers for shaping the rural landscape. Even though the EU does not a landscape competence, its policies nonetheless affect land, land use and lifestyle and this inevitably and substantially influences landscape. There remains great scope for strengthening the 'landscape filter' through which EU policy is formulated and implemented.

#### **4. Common threads**

By the end of the workshop it was possible to see cross-cutting issues and themes running like threads through the debate and weaving together the four separate sessions, their papers and the discussions they had stimulated. Some of the ideas that emerged were presented at the workshop's closing, but a slightly more considered assessment follows here. This might be seen to some extent as offering a contribution to a wider agenda or action-frame for implementing the ELC in some of its more forward-looking and socially-orientated.

These more generally-derived conclusions from the whole meeting are grouped into 8 inter-related topics:

- i. 'Landscape' as a 'socially holistic' tool
- ii. Lessons from the past?
- iii. Futures
- iv. Landscape Objectives
- v. Concrete tools
- vi. People
- vii. Languages
- viii. Sustainable development

**i. The concept of 'landscape' as a 'socially holistic' tool**

This topic reflects the emphasis that every session put on the relevance of landscape to society. The ELC Convention underlines the strong inter-connections between landscape and a wide range of social values and aspirations. It highlights the potential power of that the concept of landscape holds simply by virtue of it being a human perception of the environment. This amounts to the use of landscape as a generalising multi-scalar tool for addressing many other objectives, to help us face major environmental and social changes. Indeed, landscape was frequently described as itself being a driver for change

Presentation after presentation during the workshop emphasised the need for the Convention to be implemented through processes of partnership and cooperation. Speakers described trying to climb out of the small boxes that a fragmented approach to the environment creates. They gave examples of the need to dissolve, or at least to lower, the boundaries between academic disciplines and between academia and the landscape 'managerial' sectors. All areas of knowledge need to be given space in these wider perspectives, so that insights, forecasts and aspirations can be shared. This is surely what is meant when it is said that landscape offers us an arena or a forum in which all stakeholders (landscape being owned by no-one and by everyone) can meet each other, exchange views and knowledge. It offers a unifying and integrated framework, and can act as an integrative driver. These are all ways in which this role of landscape was described during the workshop in Malmö/Alnarp, demonstrating the extent to which the ELC and its language are being widely adopted.

Working together across disciplines is more than an imperative for experts. It applies equally to the relationship between experts and the wider public. People may or may not use the word 'landscape' (other terms – eg countryside, place – are common proxies), and they may choose not to see the world through the lens of landscape at all, but nevertheless something very similar to landscape is held by everyone in their

hearts and minds. It is however something they construct for themselves. Landscape is not 'given' to people by experts. This is not the same however as saying that experts cannot guide people, towards new ideas of landscape, such as by bringing to notice new, unknown, superficially invisible or cognitive (as opposed to visual) aspects of landscape). All these things might add to people's raw material for the 'construction' of their landscape.

Equally important are the ways in which people can help experts in their understanding of landscape and of what it means, and in reconciling – for example – ecological or environmental goals to landscape and lifestyle aspirations, or combining understanding of physical processes with the nuances of memory and association.

Central to such considerations, and once again a sentiment that could be heard throughout all sessions of the workshop, is the need to engage people from the base, from the street, from the 'bottom up'. There are difficulties in the way of this task, but it is essential for those who see themselves as landscape experts or specialists (and those who are put into the position of making decisions about future landscapes whether by democratic process or through market forces) to try to get close to people, ordinary people, not just government. They also need to engage with people not just in the role of local residents but also people as travellers or visitors, even people for whom an area is 'their' landscape even though it may be distant in space, in their past, wished for or perhaps never even seen but nevertheless valued, 'dreamers'.

"All working together" was a frequent refrain from the workshop. It was allied closely to references to landscape as commons, to the public realm of cities and towns, to access to the countryside. Landscape is inextricably tied up with identity and a central manifestation of culture. In other words, landscape is both a mirror to society and a tool for society. It might well be seen to have strong relations to physical matters such as environmental protection and land management, but its starting point has to be people and society.

## **ii. Lessons from the past?**

Throughout the workshops there was recognition that landscapes past and its future are inextricably intertwined and interlinked. The re-connection of energy use with the land through bio-fuel and some renewable techniques mentioned earlier is one form in which this was recognised. Another was that a better understanding is needed of the physical and cultural processes that have shaped landscape, over not just the past few decades or centuries but over millennia of the human-nature interaction. We need to have this understanding before trying to take major decisions about the direction of travel of landscape into future.

'Long term' has two facets. It includes both processes taking place continuously or episodically many centuries ago that still nevertheless impinge on current landscape, and processes that may be ancient, recent or even ongoing that can take place slowly over

very long time frames. Knowing more about past and previous landscape perceptions is also essential, helping to understand how future perceptions will be formed, which is a key issue of human adaptation to environmental and social change.

On the other hand, the workshop discussion recognised that no landscape is simply waiting in the past to which we might return or which we might recreate. Landscape always moves forward, and while historic components might be kept, or lost habitats might be replicated, we need to admit that the landscapes we shape or create are new landscapes, landscapes of tomorrow not of yesterday.

There are positive and negative lessons to be learnt from pre-modern economies and systems. There are the old ‘common sense’ solutions to living in the land (eg windbreaks and windows), where landscape becomes action and performance more than it is an object to be gazed at; the other meaning of ‘convention’. Allotments for example are not strongly protected by law but they survive because they are rooted in something; stronger than law – social convention – the desire to keep them. This returns us to the idea of landscape commons and democracy.

There are lesson from the past to be avoided, too, notably within the realm of pre-modern social systems. There is also a need not to overlook more recent lessons from the past. We cannot deny the realities of current as opposed to past world systems. The twin major processes of urbanisation and capitalism are likely to be governing our world and our landscape for the foreseeable future, and that most of us live in landscapes created by those processes, not by ‘traditional rural life’. They might however have increasingly unpredictable effects such as on population growth, increased human mobility and the reactions people have to climate change, making it all the more essential to understand them, not to dismiss them as recent mistakes to be undone.

### **iii. Futures**

The forward looking view is implicit in the concept of landscape drivers, just as it underlies the philosophy of the ELC. We say that landscape offers a forum for debate and an intellectual and emotional meeting place, but the future itself is also an arena for debate and action. The future is where we decide what happens next. The workshop as a whole saw the idea of landscape, the lens of landscape, as offering one of the strongest ways to bring together all the views and aspiration that support forward planning. This optimistic way of seeing landscape not primarily as the object of our concern but as the means by which the future is negotiated for wide purposes seems to lie at the core of the ELC.

One of landscape’s wider purposes is social wellbeing in the face of all the demographic and environmental challenges ahead. The idea of social changes was fundamental to the whole of the workshop, at least as central to the debate as environmental protection or biodiversity. That collision of democracy and environmental ethics mentioned earlier

is highly relevant here. Landscape as way of trying to achieve a balance between the two might provide a tool to persuade people to live differently.

Looking ahead is a complex task. The identification of future options requires knowledge of people's aspiration, and of how competing or conflicting aspirations could be balanced. Such a balance should reflect what the ELC calls 'Landscape Quality Objectives'. The workshop underlined the need for better and longer-term (for example in a possible post-oil and -gas world) forecasts of both the environmental and social context. Most of all, many of the presentations focused in one way or another on the need to use the landscape debate in a proactive, anticipatory way – put simply, to plan for the landscape we want to have, not merely to react to change.

#### **iv. Landscape objectives**

Facing the future requires a vision, objectives, a signposted road to follow (or at least, the future being unpredictable, to begin the follow). Yet there was some concern during the workshop that our landscape policies remain weak or unarticulated, or if articulated they are too sectorial and too fragmented.

An extreme view is that there are no landscape policies in any country yet, that we only have borrowed, 'second hand', policies. Borrowed agendas (commonly for example to with biodiversity or environmental protection) are adopted as if they are landscape policies, whereas they are at best only part of landscape policies. Landscape policies need to be about people and their aspirations (which might of course include biodiversity aspirations for biodiversity) as much as about the land or the environment.

Furthermore, landscape policy will remain weak (as the ELC recognises in its trans-sectoral articles) if it remains cloistered within the sphere of landscape research and action. The workshop debate returned time and again to the point that it is essential to accommodate landscape ideas, policies, values, and ambitions to other sectoral policies such as but not only those of spatial planning, housing policy, food security issues or social welfare policies, to name but a very few. As mentioned earlier, one example is the way that landscape might offer a forum for the renewable energy debate; it might also be one way to arbitrate between different climate responses. Moreover, those sectors should be encouraged to insert the ELC's concept of landscape into their thinking and indeed to frame their policies through the idea of landscape. Landscape offers a way to integrate people and their lives with higher level policy formation.

The ELC brings to the landscape debate a strong, indeed over-riding human dimension. It is specific and universal at same time; it offers ambitious aims to improve how people live. It is clear from the workshop that social issues, and the challenges facing society, plus the tools we use, from environmental protection and biodiversity action to urban design and economic achievement, are the bedrock of landscape policy and planning. For instance, the idea of consumption – of energy, of raw materials, of landscape

itself – was a running theme through the two days of debate. Little is truly understood however about how people use and consume ‘landscape’ in post-productionist societies; are ‘solutions’ such as agro-forestry or tourism also problems?

#### **v. Concrete tools**

Despite the large amount of work carried out in all ELC countries, regularly demonstrated at ELC workshop and conferences, there was still a strong feeling in the Malmö/Alnarp workshops that we need more practical tools for all the tasks called into being by the Convention. “The more concrete the better” said one speaker.

And in truth, many tools were mentioned or described during the workshop, for instance:

- Participative survey
- Local initiatives and regional networks
- Landscape assessments
- Municipal spatial plans
- High level policy and national strategies
- Agri-environmental measures
- Public subsidy for common goods
- Adaptive strategies targeted on perceptions

Many tools, these and others, are of course promoted in the ELC’s Operational Guidelines.

#### **vi. People**

It is clear from what has been said above (as it was clear at the workshop) that the debate about landscape and landscape drivers returns time and again to the role and centrality of people. Notwithstanding the power of climatic environmental change, it is people who are the principal drivers of change, just as they are ultimately the beneficiaries or victims of change. Behind every landscape driver is a person or people, separately or in groups. The ELC is after all focussed on social goals, ie democracy.

It may even be argued at least in the foreseeable few decades ahead (which probably realistically constitutes as far as politicians have power to influence events), that it is human responses that matter most, even more than climate change itself.

People are no more static than landscape, however. Indeed, it might be said that people and their customs, habits, fashions and perceptions, their needs and aspirations, change faster than the landscape and that the landscape follows people. All drivers are social. Even more challengingly, people exist in a variety of social guises. Landscape

action must deal with both individual and group agency, with communities of place, of interest, of culture, with 'tribes' large and scale in effect.

This was the part of the workshop where there more questions than answers, understandably perhaps given the relative novelty of the issue but also its vast, sprawling ever-changing dynamic. Some of these are drawn together here:

- How can we 'grab' the attention and support of high level politicians? Support for what? That landscape is important?
- Which is the key mechanism - laws and regulations or negotiation and the construction of joint perceptions? Is this the same as the land ownership v landscape commons distinction? Do we reach for laws too soon, before trying persuasion and discussion?
- Is it better to go more slowly with growing, nurturing and strengthening democratic support rather than to go faster with top down decrees which may not have full popular support? Is there urgency?
- People have a right to landscape; a common shared good; they also have responsibility for what happens to it next, but how can governance systems best facilitate their exercise?
- Landscape is politics; trust, ownership, process, power are central issues, often taken for granted
- How to encourage local solutions eg to energy without losing sight of broader issues and scales?
- Can some cures be worse than the illness? (E.g. in terms of democratic equity?) or they might cause new medium long term problems?

## **vii. Languages**

Language was a running theme through the workshop. How can 'we' (experts, specialists, managers, decision makers, designers, politicians) communicate with the bulk of society, those who create, construct and live in landscape? Communication is necessary in both directions, how can we explain our views of landscape whilst also understanding popular views?

As already said, this difficulty of expression extends even to the use and meaning of the term landscape. What do people think about, do in, and do with landscape? Do they use 'landscape' as a concept? As a word? And if so, in the same way or not? Everyone has a perception of their world, but we do not all call it landscape. The question was asked in Malmö/Alnarp, 'do people know what we (the ELC community) mean by landscape?'. A very basic question, but no answer was forthcoming. We should find out what the 'un-named mass of individuals', in whose name we like to speak, actually think, a task for social sciences and humanities research.

In short how do we translate ‘our’ languages into ‘theirs’? How do we talk to each other? Visual languages were suggested, or perhaps physical languages – simply being out there, acting and performing landscape with other people. It might be noted that much landscape writing and depiction has historically been an outsider’s view of nature, or of rurality, or of the exotic. We now need to know insiders views as well.

Sometimes the other, those we call ‘they’, are experts as well, but from different fields. As the importance of humanities and social sciences grows within landscape studies, we find confusion slipping in between scientific and cultural languages and assumptions. If it is true as one paper suggested that uncertainty levels are rising in the discourse of environmental science as they enter into unforeseeable topics such as the pace and causes of climate change, perhaps there is an opening for landscape’s more subjective language to help.

The changing role and purpose of expertise is relevant here too, especially vis a vis participation and engagement. The words ‘participation is difficult’ hung in the air during the workshop.

### **viii. Sustainable development**

A final thought: there is a well-known concept of sustainability as being supported on the three legs of the tripod of economy, environment and society. All three are essential to pursuing sustainability but often the environmental leg (the physical basis of life) takes precedence and sometimes the economic (the imperative of growth) is seen as more important.

During the workshop, it was possible to glimpse an alternative model, one in which it is acknowledged that the economy is a social cultural phenomenon that would not exist without people, and that the environment is already significantly artificially and anthropogenically altered so that it too in practice operates as a cultural as well as a natural mechanism. In such a view, the social leg becomes critical, and indeed might be seen as the main driver providing direction and destination, with the economy as the means or sometimes an engine, and the environment as the context. In such a view, unifying, integrative concepts like landscape (par excellence landscape perhaps) come to the fore as the main mechanisms for pursuing sustainability, whether in relation to climate change, energy consumption and provision or the protection of wildlife and scenery.

At the end of the day, however, as one speaker said, “people have to live”. Landscape – its protection, management or planning – is ultimately a social more than an environmental issue. The problem of landscape change and landscape drivers is a social issue. It is a combination of mentality (what people think) and materiality (what their desires are and what they are prepared to ‘pay’) –and thus their behaviour – that matters, that is the underlying driving force.



## **Closing speeches/ Allocutions de clôture**



Valeriy SUDARENKOV

*Member of the Committee on the Environment, Agriculture and Local and Regional Affairs  
of the Parliamentary Assembly of the Council of Europe*

Dear ladies and gentlemen,

Since Russia has joined the Council of Europe it consequently participates in the European Landscape Convention and acknowledges the variety of landscapes as a key-element of sustainable development.

We are ready to investigate modern progressive means of landscape protection, management and planning.

It is true that we have not yet achieved completely that institutional mechanisms would function at all relevant levels in the form of constant bodies and that the subsidiary principle would work.

But the fact that the Parliamentary Assembly of the Council of Europe (PACE), the Committee on Environment, Agriculture, Local and Regional Affairs entrusted the Russian parliamentarian to prepare the Report on Conservation and use of landscape potential of Europe and then adopted the Recommendations to the report (Doc. 1752 (2006)) and that on 18 January 2007 the Committee of Ministers made a positive decision and thanked, PACE proves that the intention of my country to follow the European principles of democracy and human rights for a healthy environment is really serious.

There are proposals regarding the international EU project on sustainable development of urban and rural landscapes based on the principles of private and state partnership from Russian non governmental organisations, in particular from the National Landscape Trust.

Russian component of the all-European landscape network would be very reasonable in this case (for example, the Kaliningrad Oblast).

We are ready to cooperate in the sphere of the creating landscape centers in our cities such as Moscow and Saint-Petersburg, Kaluga, Tverskaya, Vologda Oblast, in the Volga region, Siberia, Far East, Black Sea region (Sochi)...

As the representative of the profile Commission of the PACE let me please express my deepest respect to the activities of the Steering Committee for cultural heritage (CDPAT), the Committee for the Activities of the Council of Europe in the Field of Biological and Landscape Diversity (CO-DBP), the Committee of Senior Officials

of the European Conference of Ministers responsible for Regional Planning (CSO-CEMAT) as well as to the experts present here. I would like to confirm the fact that natural, cultural, urban and suburban networks of Russian will be a useful contribution to the Convention implementation.

Jean-François SEGUIN

*Président de la Conférence du Conseil de l'Europe sur la Convention européenne du paysage*

En tout premier lieu, je tiens à féliciter très chaleureusement le *Swedish Heritage Board* pour la définition et l'accueil de cette 8<sup>e</sup> Réunion des Ateliers du Conseil de l'Europe pour la mise en œuvre de la Convention européenne du paysage. Les thème des forces motrices est crucial car les dynamiques globales impactent de plus en plus fortement le cadre de vie des Européens. Je veux aussi remercier tous ceux qui se sont engagés personnellement pour que ces Ateliers soient, une fois encore, une réussite.

Il ne m'appartient pas de conclure, ce serait mettre un point final à ces ateliers, qui se poursuivent l'an prochain à Cordoue sur le thème « Paysage, infrastructures et société ». Je tiens cependant à partager avec vous tous quelques réflexions que les interventions de ces deux journées m'ont inspirées.

La Convention européenne du paysage a changé profondément notre manière de comprendre le paysage et ses transformations. Avant la Convention, toute évolution était perçue comme une dégradation. Aussi, et cela reste encore parfois un réflexe, la réponse à cette inexorable dégradation était de décider, d'abord et presque exclusivement, des mesures de protection. Cette attitude a été remise en cause par la Convention européenne du paysage qui voit le paysage comme un processus territorial dynamique enchaînant :

Identification et qualification → Objectifs de qualité paysagère → protection, gestion et aménagement → Suivi, bilan et évaluation → Identification et qualification...

C'est un apport considérable, la politique du paysage n'est plus une politique périodique, mise en œuvre seulement quand la transformation du paysage paraît intolérable, mais un processus politique, continu, dont les résultats facilitent en permanence l'ajustement des objectifs et des actions.

Ce processus politique nous invite, comme cela a été souligné lors de ces Ateliers, à comprendre que le paysage est « une arène où tout se passe ». En particulier, les forces motrices du paysage les plus déterminantes ne sont pas celles dédiées au paysage, mais les politiques sectorielles : l'agriculture, les transports, l'urbanisme, le logement, l'énergie, le commerce ont des effets puissants.

La Convention européenne du paysage nous invite à concevoir une politique du paysage qui ne soit pas une politique sectorielle parmi d'autres, incomparablement plus puissantes, mais une politique intégrée. C'est le sens profond de l'article 5 d. de la Convention.

Il y a là encore des interrogations qui pourraient fournir une matière aux prochains Ateliers du Conseil de l'Europe pour la mise en œuvre de la Convention européenne du paysage.

Comment « intégrer le paysage... dans les... politiques pouvant avoir un effet direct ou indirect sur le paysage » ? L'un des moyens les plus fréquemment utilisés est d'inscrire dans les lois relatives aux politiques sectorielles une obligation de prise en compte du paysage. Cette bonne intention se heurte hélas à une difficulté majeure : ces politiques sectorielles n'ont pas, et c'est normal, une perception commune des enjeux du paysage. Aussi, les actions sur le paysage qu'elles engagent sont pour ainsi dire désordonnées et ne peuvent pas former ensemble une politique du paysage.

Un autre moyen est parfois utilisé : il consiste à faire de la politique du paysage une politique d'abord normative qui imposerait juridiquement aux politiques sectorielles d'adopter et de mettre en œuvre des actions coordonnées. Mais l'évaluation qu'il a été possible de faire de cette « mise aux normes » a pour effet que les politiques sectorielles se déchargent rapidement de leurs responsabilités à l'égard du paysage en prétextant que « le paysage, il y a une politique pour ça ».

La Convention européenne du paysage nous invite à emprunter une troisième voie, celle de considérer que la formulation des « objectifs de qualité paysagère » permet d'élaborer un projet de territoire dont les principes généraux, les stratégies et les orientations inspireront les politiques sectorielles qui, de la sorte, contribueront à un paysage souhaité et non pas à un paysage subi.

Cette voie est celle qui considère le paysage comme un processus de construction sociale visant à produire une ressource : le bien-être individuel et collectif et non pas seulement une marchandise touristique qu'il est seulement possible de vendre et d'acheter.

Anita BERGENSTRÄHLE-LIND

*Member of the Steering Committee for Cultural Heritage and Landscape (CDPATEP)  
of the Council of Europe, Deputy Head of Department for Sustainable Management, Swedish  
National Heritage Board*

Minister,  
Ladies and Gentlemen,

During the course of two intense and exciting days we have literally plunged into the complex matter of landscape and driving forces. We have touched upon a wide spectrum of issues ranging in scale – from global to local – as well as in nature – from social, cultural, ecological to economical and political.

This could never have been achieved without the selfless and untiring work of many people and I would like to give special thanks to some of them: and please when I say your name, stand up so everyone will know who you are. Nataliya Hulusjö and Jerker Moström. Special thanks also to Birgitta Elfström for being such an efficient time-keeper.

This Meeting has also given voice to experiences from all over the globe, from challenges of landscape management and urban development in a rapidly changing Chinese society to the work of a region in the very northern fringe of Europe, developing a municipality planning approach on the basis of the intentions of the European Landscape Convention.

Nevertheless, the more we have learnt during these days, the more obvious it becomes, we have barely scratched upon the surface of a major topic branching off in numerous directions. Each sub-theme of this meeting is comprehensive enough to be the subject matter for a meeting on its own!

This closing session must not be the closing of this important topic, rather be the opening of a continuing work aiming at deepening the understanding of the social, cultural, ecological, economic and political processes intertwined with the shaping and reshaping of the European landscape. Such an understanding is crucial in order to achieve forward looking policies for a sustainable development.

As a member of the CDPATEP I am especially pleased to see how the proposed medium-term objectives 2009-2013 put forth the challenges of climate change, economic crisis and social transformation as a core concern of the committee. I hope the results from this meeting will provide fuel for a further discussion on the role of the committee in facing the common challenges of the European landscape. We'll

have to discuss how to develop the common understanding and interpretation of the Landscape convention managing to implement it and making it to be a vital tool in our daily work.

On the basis of the discussions during this meeting I would like to suggest that there is an increasing need for strategies shifted towards a more proactive and coordinated approach targeted at the driving forces themselves. The CDPATEP has the potential to be the central forum for promoting and facilitating such approaches on a European level. Let's take this opportunity!

Finally, as a representative of the Swedish National Heritage Board I am especially pleased to see the notion of heritage as an inseparable part of landscape passing like a thread through presentations and discussions. Heritage is not a static object, but human memories, expectations and intentions embodied in the landscape, and as such heritage plays an active role when drafting solutions for a sustainable society. Thank you!

## **Additional contributions/ Contributions additionnelles**



## **L'expérience des ateliers français transfrontaliers pour l'identification et la qualification des paysages**

Jean-François SEGUIN

*Chef du Bureau des Paysages, Ministère de l'Ecologie, de l'Energie, du Développement durable et de la Mer, Paris, France*

On entend souvent dire de la Convention européenne du paysage qu'elle est un instrument innovant. Ce qualificatif louangeur reflète-t-il la réalité ou n'est-il que le résultat d'une incantation liée à une tradition en cours dans les réunions internationales ?

A mes yeux, et cela n'étonnera personne, la Convention de Florence est réellement innovante. Elle a en effet généré de véritables et significatifs progrès dans la politique du paysage mise en œuvre en France, et sans doute dans beaucoup d'autres pays. Ces progrès ont été rendus possibles parce que cette Convention a déstabilisé plusieurs de nos habitudes, voire quelques-unes de nos certitudes. Elle a en effet déplacé plusieurs centres de gravité de la conception que nous avons du paysage. Les innovations que porte la Convention européenne du paysage ne sont en réalité pas originales et les concepts qui les portent avaient déjà été formulés par certains scientifiques, géographes et sociologues notamment. Mais ces concepts n'avaient pas, ou si peu, encore diffusé dans les textes juridiques. Ces apports de la recherche à un texte de caractère juridique sont dûs en particulier à l'engagement d'Yves Luginbühl, qui fut l'un des deux réacteurs de la version non juridique de la Convention. Cette complicité entre chercheurs et administratifs reste aujourd'hui un événement trop rare et l'un des défis encore à relever.

La Convention européenne du paysage prévoit que

les travaux d'identification et de qualification [des paysages] seront guidés par des échanges d'expériences et de méthodologies, organisés entre les Parties à l'échelle européenne en application de l'article 8, lequel énonce que les Parties s'engagent à coopérer pour renforcer l'efficacité des mesures prises conformément aux articles de la présente Convention, et en particulier [...] à offrir une assistance technique et scientifique mutuelle par la collecte et l'échange d'expériences et de travaux de recherche en matière de paysage.

Pour mettre concrètement en œuvre ces dispositions et, dans le même temps, préparer une nouvelle version de la Méthode pour des Atlas de paysages, utilisée en France depuis 1994, le ministère de l'Ecologie, de l'Energie, du Développement durable et de la Mer a pris, en 2005, l'initiative d'organiser une série d'ateliers transfrontaliers sur l'identification et la qualification des paysages. La méthode française des Atlas de paysages s'enrichit en permanence de ces échanges d'expériences et de méthodologies,

en 2005 avec la Wallonie, en 2006 avec l'Espagne, en 2007 avec l'Italie, en 2008 avec l'Angleterre et en 2009 avec la Catalogne...

L'idée de ces Ateliers est tout à fait simple : *a priori*, les paysages forment un continuum qui ne se dissout pas au passage des frontières. Les Ateliers sont organisés sur des territoires qui, bien qu'étant séparés par une frontière entre Etats, présentent des caractéristiques géographiques et paysagères communes. Ces proximités et similitudes permettent une bonne comparaison des méthodes employées et des résultats obtenus.

Le travail de l'Atelier commence en fait bien avant : une documentation est rassemblée et mise à disposition des participants un mois avant. L'Atelier lui-même commence sur le terrain, où chacun peut confronter sa lecture du paysage découvert à la présentation de sa description dans la méthode employée de part et d'autre de la frontière. Cet indispensable travail « les pieds sur terre » se poursuit en salle par une discussion et un échange de vues approfondis. L'Atelier s'achève par la formulation collective des conclusions qui sont rédigées « en direct » par projection sur écran.

Pour abaisser les coûts, ces Ateliers sont organisés sur la base du volontariat : chacun prend en charge ses propres frais de déplacement et de séjour et la Direction régionale de l'environnement concernée en France met les ressources locales au service de l'atelier. Le nombre des participants est volontairement limité à une trentaine pour que la participation active de chacun soit favorisée. Enfin, la plupart du temps, la traduction n'est pas assurée, chacun étant invité à parler dans sa langue afin de limiter les contresens introduits par l'usage d'une langue d'échange qui trahit le plus souvent les sens réels des mots du paysage. Des personnes bilingues sont toutefois invitées pour préciser, lorsque nécessaire, le sens de certains mots ou concepts employés. Ce point est fondamental car les termes liés au paysage en usage dans les différentes langues fourmillent de « faux amis ». Expérimenté par ces Ateliers transfrontaliers, j'ai pris pour habitude de ne plus chercher la traduction « littérale » de tel ou tel mot mais, plus utilement, d'en saisir les équivalences entre langues, entre cultures, entre vocabulaires scientifiques et techniques.

Chaque Atelier examine un point spécifique des travaux d'identification et qualification des paysages : avec les Wallons, le sommaire, c'est-à-dire l'ensemble des thèmes et sujets à étudier, avec les Espagnols, la question des unités, structures et éléments de paysage, avec les Italiens, la prise en compte des perceptions locales, avec les Anglais, les dynamiques et avec les Catalans, les usages des Atlas de paysages. Sont aussi toujours invités quelques experts ou praticiens d'autres pays européens ou de disciplines cousines (comme l'écologie du paysage) afin que les conclusions soient plus et mieux réfléchies. En matière de paysages, on ne fait jamais trop appel à l'intelligence collective.

Ce principe d'intelligence collective est à mes yeux, l'un des apports les plus importants de la Convention de Florence. Les Ateliers transfrontaliers en sont

représentatifs parce que non seulement plusieurs parties à la Convention européenne du paysage y participent, mais aussi parce qu'ils réunissent des représentants des autorités publiques, Etats, régions, provinces et communes, des scientifiques, des praticiens et des ONG. Ceci montre qu'un dispositif léger, où chacun apporte sa contribution, est efficace et vient utilement compléter les Ateliers organisés du Conseil de l'Europe pour la mise en œuvre de la Convention européenne du paysage.

### **Atelier transfrontalier France-Wallonie**

Cet Atelier avait pour terrain la Pointe de Givet et le territoire Wallon avoisinant, précisément le territoire paysager de la dépression Fagne – Famenne et de sa bordure sud. Cette partie des Ardennes présente d'indéniables similitudes et d'évidentes différences de part et d'autre d'une ligne jalonnée de postes de douanes, aujourd'hui désaffectés. L'objectif du travail était de valider les lignes directrices d'une démarche d'identification et de qualification des paysages et de préciser les conditions de validation des informations délivrées. Dans cette perspective, il a paru nécessaire de situer la démarche de connaissance des paysages, au sens de la Convention européenne du paysage, par rapport à l'approche proposée par le courant de l'écologie du paysage, notamment par ELCAI (*European Landscape Character Assessment Initiative*). Les documents supports de l'Atelier étaient « l'Atlas régional des paysages de Champagne-Ardenne » pour la France et « Les territoires paysagers de Wallonie » pour la Belgique et la carte LANMAP2 de ELCAI.

Les conclusions de l'Atelier ont été formulées sous la forme d'une « grille de lecture » des documents produits qui permet d'en assurer un contrôle de la qualité en vérifiant que les documents produits comportent des informations sur un ensemble de points-clés :

*Titre - année de publication*

- 1. Objectifs et finalités affichés du document**
- 2. Organisation de la maîtrise d'ouvrage et caractéristiques de la maîtrise d'œuvre : Maîtrise d'ouvrage unique ou partenariale**

*Constitution d'un comité de pilotage qui peut associer pour la France : les services déconcentrés de l'Etat, le Conseil régional, le Conseil général, les communes, le CAUE, les associations concernées, pour la Wallonie : la Région wallonne, les communes, les associations concernées. Le comité de pilotage est invité à une réflexion sur la sélection des données utiles à l'élaboration de l'atlas et à leur transmission au chargé d'étude.*

*La maîtrise d'œuvre est composée d'une équipe pluridisciplinaire qui doit associer une bonne approche de terrain et des compétences en traitement de données.*

**3. Identification des unités paysagères (France) ou territoires paysagers (Wallonie)**

- limites, composants caractéristiques, dénominations des unités ;
- échelles (échelles d'analyse, échelles de restitution cartographiques, emboîtement d'échelles).

**4a. Identification et caractérisation des paysages (systèmes de représentations)**

- paysages « institutionnalisés » (paysages protégés au titre de législations existantes) ;
- identification de paysages « témoins » (de l'histoire des lieux) ;
- représentations artistiques (ou « savantes ») des paysages ;
- identification des sites (parties de paysage) d'intérêt local.

**4b. Les systèmes de valeurs – critères d'évaluation**

**5. Evaluation des dynamiques des paysages**

- identification des signes visibles d'évolution des paysages ;
- mise au jour des tendances et des processus d'évolution ;
- identification des projets individuels et collectifs ;
- enjeux du paysage et jeux des acteurs.

**6. Validation**

- formelle par le comité de pilotage ;
- par les utilisations constatées (études d'impact, schéma éolien ...) ;
- par la diffusion, la communication (supports, nombres d'exemplaires).

**7. Mise en place d'un système de suivi en vue de l'actualisation**

*Cette grille permet aujourd'hui, en France, d'assurer un contrôle de qualité des Atlas produits et de formuler, le cas échéant, des recommandations pour leur amélioration lors de l'actualisation des documents, qui doit être effectuée tous les dix ans. En Wallonie, cette grille a permis de prolonger le document « Territoires paysagers de Wallonie » et de réaliser sur chacun des territoires paysagers un Atlas de paysages. Cet atelier a en outre fait prendre conscience qu'il était contre-productif de chercher à traduire, par exemple, unité paysagère dans les termes d'un pays voisin. Unité paysagère n'est pas la traduction mais l'équivalent de territoire paysager. La culture scientifique et technique des pays européens a bien sûr un fondement commun, mais elle s'exprime dans chaque pays d'une manière singulière. Cet atelier nous a enseigné à nous méfier des faux-amis (Français et Wallons parlent pourtant la même langue) et à rapprocher plus le sens des termes que les termes eux-mêmes.*

## Atelier transfrontalier France-Espagne

L'Atelier transfrontalier France-Espagne avait pour terrain le Pays Basque, entité historique et culturelle qui, en Espagne, est une communauté autonome et, en France, occupe une partie du département des Pyrénées-Atlantiques. Les deux documents qui ont servi de support à l'atelier sont l'Atlas des paysages des Pyrénées-Atlantiques réalisé en 2003 par les paysagistes Jean-François Morel et Michèle Delaigue, et *Atlas de los Paisajes de España*, réalisé la même année par l'université autonome de Madrid sous la direction de Rafael Mata-Olmo.

L'objectif de cet Atelier était de définir, à partir des expériences française et espagnole, les termes d'unité paysagère, de structure paysagère et d'éléments de paysage. Ces trois « composants » du paysage ont été introduits en droit français par la loi relative à la protection et la mise en valeur des paysages de 1993.

L'atelier a permis d'apporter des précisions sur une question fondamentale en matière de paysage, celle des échelles spatiales. La définition des unités paysagères doit toujours s'accompagner de la précision de l'échelle à laquelle ce terme est utilisé. En France, l'échelle conventionnelle des Atlas de paysages est celle d'un département, l'analyse est réalisée au 1/25 000<sup>e</sup> et la restitution des données se fait au 1/100 000<sup>e</sup>. Il peut y avoir des agrégations, ou regroupements supérieurs, sur des territoires plus larges (familles, ensembles, types...). Le choix de ces deux échelles des Atlas de paysages répond à des objectifs opérationnels.

Les conclusions de l'Atelier (auquel participaient aussi des représentants de Wallonie et d'Italie, ainsi que des enseignants et étudiants des écoles de paysage françaises) ont abouti à un accord sur les définitions suivantes :

**Unité paysagère** : Une unité paysagère correspond à un ensemble de composants spatiaux, de perceptions sociales et de dynamiques paysagères qui, par leurs caractères, procurent une singularité à la partie de territoire concernée. Elle se distingue des unités voisines par une différence de présence, d'organisation ou de formes de ces caractères. Dans les Atlas de paysages, les unités paysagères sont identifiées à l'échelle du 1/100 000<sup>e</sup> et correspondent au terme « paysage donné » de la Convention européenne du paysage. Il est possible de poser l'équivalence une unité paysagère = un paysage.

**Structures paysagères** : Les structures paysagères sont des objets hybrides, produits de l'interaction entre des dynamiques biophysiques et des dynamiques sociales. Elles correspondent à des systèmes formés par des objets, éléments matériels du territoire considéré, et les interrelations, matérielles ou immatérielles, qui les lient et/ou à leur perception par les populations. Ces structures paysagères constituent les traits caractéristiques d'un paysage. Elles participent au premier chef à l'identification et la caractérisation d'un paysage. Un « paysage donné » est caractérisé par un ensemble de structures paysagères, formées pendant les siècles. L'analyse du paysage nécessite

un exercice de sélection des composants pour leurs relations, leur organisation particulière, leur capacité à structurer. Les structures paysagères reflètent l'interaction entre les structures sociales, historiques et actuelles, et les structures biophysiques. Les structures paysagères offrent l'armature des projets de protection, de gestion et/ou d'aménagement du paysage. Les outils de représentation des structures paysagères doivent être mis en place de façon rigoureuse. Ils constituent une allégorie de la structure paysagère identifiée. Les « blocs paysagers » paraissent pertinents à cet égard.

**Éléments de paysage :** Peuvent être considérés comme éléments de paysage, d'une part, les objets matériels composant les structures et, d'autre part, certains composants du paysage qui ne sont pas des systèmes (un arbre isolé par exemple) mais n'en possèdent pas moins des caractéristiques paysagères, c'est-à-dire qu'ils sont perçus non seulement à travers leur matérialité concrète, mais aussi à travers des filtres historiques, naturalistes, d'agrément ... (arbre remarquable tel qu'un arbre de la Liberté ou curiosité botanique). Les éléments de paysage ne sont pas nécessairement ponctuels. Par exemple, le relief est, en lui-même, un élément de paysage ; il peut, en entrant en relation avec d'autres éléments, habitats humains, systèmes agraires..., participer à une structure paysagère.

### **Atelier transfrontalier France-Italie**

La thématique de ce troisième atelier était la prise en compte des perceptions par les populations dans l'élaboration des documents de connaissance des paysages. Cette activité de connaissance est présente en Italie dans les Plans régionaux du paysage et dans d'autres outils.

La prise en compte des perceptions sociales prend une importance particulière au regard des définitions de paysage (partie de territoire telle que perçue par les populations, dont le caractère résulte de l'action de facteurs naturels et/ou humains et de leurs interrelations) et d'objectif de qualité paysagère (formulation par les autorités publiques compétentes, pour un paysage donné, des aspirations des populations en ce qui concerne les caractéristiques paysagères de leur cadre de vie).

Par ailleurs, l'article 6C de la Convention européenne du paysage invite à qualifier les paysages identifiés en tenant compte des valeurs particulières qui leur sont attribuées par les acteurs et les populations concernés. Il est donc important de s'interroger sur la façon de recueillir et de rendre compte de ces perceptions dans les documents produits.

Le territoire support de cet Atelier était la zone littorale qui s'étend entre Nice (France) et San Remo (Italie). Cette étroite bande côtière, coincée entre la Méditerranée et les Alpes a toujours été lieu de passage, et donc de brassage, d'échanges. Les documents-supports ont été ceux produits pour rendre compte de l'association du public pour l'élaboration du plan de paysage de la ville de Nice dans le cadre de la mise en place

de l'agenda 21 et l'association des populations au projet de piste cyclable entre San Remo et Imperia. Cet Atelier, auquel avaient été invités des collègues de Wallonie et du Royaume-Uni, associait des responsables d'Atlas de paysages des Directions régionales françaises de l'environnement.

Les conclusions concernant la prise en compte des perceptions par les populations dans les travaux d'identification et de qualification des paysages ont été les suivantes :

Il faut rappeler qu'en application de la définition de « paysage », la participation est un des moyens de connaître les perceptions par les populations ; la participation s'applique au processus décisionnel et non pas à la décision, qui reste de la responsabilité des élus. Il est recommandé de confier une réelle responsabilité aux acteurs de la participation, ici celle de délivrer une expertise spécifique.

Il est nécessaire de préciser les termes employés : « perception » est un terme général qui renvoie surtout au processus neurophysiologique de l'appréhension des paysages par l'organisme. « Représentation » correspond aux manières dont les individus, seuls ou en groupes, se représentent un paysage. C'est le terme le plus souvent utilisé et notamment dans un contexte d'aménagement d'un paysage. « Préférence » correspond à un jugement par lequel on place un paysage au-dessus des autres. C'est le terme utilisé par l'économie, notamment en application du principe du « consentement à payer ». Par rapport à un objectif de choix, on parle de la préférence entre deux paysages. « Aspiration » renvoie au désir ou souhait d'un individu ou d'une collectivité pour un paysage défini. C'est la définition d'un paysage vers lequel on doit tendre, c'est en quelque sorte l'utopie paysagère. Ces catégories ne sont pas exclusives les unes des autres.

### **Les perceptions dans l'espace**

Il est nécessaire de spatialiser les perceptions. Cette spatialisation est dépendante des échelles du territoire considéré. A ces échelles correspondent différents systèmes de valeurs, qui correspondent à des « modèles<sup>49</sup> » mobilisés par les populations : un modèle global, un modèle local et un modèle individuel. Suivant les échelles de territoire, on peut utiliser différentes méthodes (enquêtes, ateliers, réunions, expositions, scénarios...).

### **Les perceptions dans le temps**

Les perceptions sont évolutives, en relation avec l'évolution des paysages eux-mêmes et des populations elles-mêmes. La perception connaît une évolution qui lui est propre, souvent liée aux changements sociaux et économiques ou à la participation elle-même. Il importe donc d'identifier les « moments » de participation et d'identification

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49. Ces trois modèles résultent d'une proposition d'Yves Luginbühl, qui accompagne au plan scientifique les ateliers transfrontaliers.

des perceptions tout au long du processus de la politique du paysage et de sa mise en œuvre. De même, il convient de faire intervenir la participation aussi lors du suivi (de la mise en œuvre).

### **Les perceptions et les contradictions – Les conflits**

Des contradictions existent entre les modèles, entre les acteurs et entre les groupes sociaux. Il est nécessaire d'en rendre compte dans les documents. Si la participation permet de résoudre certaines contradictions et conflits, toutes les contradictions ne sont pas solubles. Il faut alors les intégrer comme une donnée du projet de territoire.

### **Echelles des perceptions**

Les représentations sont structurées selon trois échelles : une échelle globale où se situent les références à une culture commune (européenne ?) partagée et renvoyant aux grands modèles paysagers (bucolique, pastoral, pittoresque, sublime, régional, etc.), une échelle locale qui est celle des références à une culture empirique du lieu où l'on vit ou l'on travaille. Elle découle de la connaissance intime du lieu, des rapports sociaux, de la mémoire sociale. Une échelle individuelle, enfin, qui mobilise des références à la culture que l'individu s'est construites dans sa trajectoire de vie. L'interaction entre ces échelles permet de comprendre la complexité des rapports aux paysages et l'existence de perceptions contradictoires (un paysage peut être, pour la même personne, beau et laid à la fois). Un paysage qui peut renvoyer à des références différentes et parfois peu compatibles.

Il existe une grande diversité de méthodes. Les différentes méthodes examinées lors de l'Atelier permettent d'identifier la question de l'échelle « sociale » comme la difficulté principale. Soit le territoire est restreint, et il y a une possibilité d'enquêtes auprès des habitants et des populations voisines, soit le territoire est étendu et il y a une impossibilité d'enquêtes auprès des habitants au risque de dilution de l'échelle locale. Enfin il faut signaler la nécessité de spatialiser les perceptions pour l'action, la méthode des préférences ne permettant pas de définir les opérations à envisager, sauf à soumettre tous les paysages à un système de préférences (paysage vert et ouvert, par exemple) qui aurait pour effet de normaliser et donc de réduire la diversité des paysages, caractéristique globale de la plupart des politiques du paysage.

### **Atelier transfrontalier France-Angleterre**

Cet Atelier, qui s'est tenu au printemps 2008, avait pour thème les dynamiques paysagères dans les Atlas de paysages. Le terrain choisi tenait compte de la grande largeur qui sépare la France et l'Angleterre, la Manche en l'occurrence. Il s'agit du bocage, celui du Devon et celui du Cotentin qui trouvent tous deux leur origine dans le droit normand médiéval. Cette profondeur historique semblait *a priori* appropriée pour examiner les échelles temporelles du paysage.

Les conclusions qu'il a été possible de formuler rappellent qu'en accord avec la Convention européenne du paysage, l'analyse des dynamiques des paysages est indissociable de la connaissance des paysages. Tout paysage est en constante évolution, conséquence de l'évolution des systèmes naturels et des systèmes sociaux. Chaque paysage résulte d'un processus historique. L'analyse des dynamiques historiques contribue à caractériser tous les paysages.

Les évolutions des paysages doivent être précisées dans leur nature, leur ampleur, leurs facteurs et leurs rythmes. Dès lors, les analyses s'appuient sur les sources documentaires, les archives, un travail de terrain et des enquêtes auprès des populations.

Les dynamiques paysagères doivent être analysées selon trois échelles de temps emboîtées : le passé (siècle, millénaire) permet de comprendre dans le long terme les interactions entre société et nature. Le paysage est le produit des acteurs aussi bien que des observateurs (spectateurs). Le présent (décennie) permet de comprendre, à partir des signes visibles d'évolution, des politiques, des données statistiques, économiques, cartographiques et documentaires les évolutions sur les 10 dernières années. Les éléments de paysage et les structures paysagères tels que le parcellaire, les matériaux et les techniques, la trame végétale, l'évolution des pratiques culturelles, le développement de l'habitat, la trame viaire, le mode de vie... témoignent de cette évolution présente. Les évolutions constatées et analysées constituent une évaluation des politiques publiques et une opportunité de communiquer sur les dynamiques en cours, prévues et prévisibles. Les évolutions futures, enfin, doivent également être approchées. Le développement durable suppose un projet à long terme ; mais nos projets et nos prévisions sont aujourd'hui à court terme et incertains.

Chaque paysage se transforme selon son propre rythme. Mais dans la logique de production des atlas, dix ans paraît un délai pertinent pour l'actualisation.

Les dynamiques du paysage sont le reflet de processus globaux et de processus locaux. Le modèle global correspond aux évolutions aux échelles supra- régionale, nationale ou européenne. Le modèle local correspond aux évolutions à l'échelle des unités paysagères (un paysage donné). L'étude des dynamiques locales permet une meilleure formulation des objectifs de qualité paysagère, en tenant compte des processus globaux. A l'échelle européenne, les dynamiques globales ont influencé et influencent encore les dynamiques locales de façon différenciée. Dans le but de préserver la diversité des paysages, il est important d'identifier les dynamiques locales, en particulier celles qui permettent d'infléchir les effets des dynamiques globales.

La description des évolutions doit permettre de distinguer d'une part les dynamiques significatives, c'est-à-dire qui affectent les structures paysagères (transformation des prairies en cultures), des dynamiques non significatives (rotation des cultures) et, d'autre part, les dynamiques éphémères, de celles qui sont durables.

La représentation des dynamiques dans les Atlas de paysages sous forme de cartes doit permettre de passer de la dynamique de l'occupation des sols à la dynamique des paysages. Les dynamiques des paysages sont complexes et enchevêtrées. A l'échelle des unités paysagères, on tentera de les représenter en 3D (blocs-diagrammes). Des Observatoires photographiques associés aux Atlas de paysages permettent d'illustrer et localiser les dynamiques. Les progrès techniques permettent d'espérer des représentations animées.

### **Atelier transfrontalier France-Catalogne**

Installé à Olot, à l'invitation de l'Observatoire du paysage de Catalogne, du 11 au 13 juin 2009, ce cinquième Atelier avait pour thème « De la caractérisation à l'action ». Il s'agissait de préciser à qui, à quoi et à quelles conditions, les documents d'identification et de qualification des paysages sont utiles. Le terrain choisi était bien évidemment trans-pyrénéen.

### **Les Atlas de paysages sont utiles aux décideurs**

Ils permettent une décision publique documentée parce qu'ils mettent en perspective les perceptions et les évolutions et formulent les enjeux majeurs du paysage. Ils produisent une information utile aux politiques du paysage et sectorielles. Ils représentent une occasion d'intégrer le paysage dans les politiques sectorielles et développer des outils pertinents.

Les Atlas de paysages sont des documents de référence et non pas de prescription. Aussi, l'accord des autorités concernées sur le partage de cette référence est souhaitable.

Les Atlas de paysages produisent, à leur échelle, une information utile à la formulation des objectifs de qualité paysagère pour la protection, la gestion et l'aménagement du paysage. Si la connaissance est partagée, les objectifs sont répartis entre les autorités compétentes. Ils sont des instruments de formation et de sensibilisation des décideurs et de leurs services techniques

### **Les Atlas de paysages sont utiles aux populations**

Ils permettent au public de mieux participer au processus décisionnel en matière d'aménagement du territoire. Ils doivent donc intégrer les informations apportées par la participation du public. Ils contribuent positivement à une réflexion collective sur l'importance du paysage, des valeurs qui y sont attachées et de possibles scénari du futur. Ils permettent de réaliser des programmes d'éducation et de sensibilisation du public.

Il est nécessaire de prévoir une multiplicité des voies d'accès (presse, audiovisuel, internet, éditions papier...). Les Atlas doivent être totalement libres de droits pour permettre la plus large diffusion.

### **Les Atlas sont utiles aux experts (chercheurs, professionnels)**

Ils posent de nouvelles questions à la recherche et donnent une information de référence et des lignes directrices pour les professionnels.

### **Recommandations pour l'élaboration des Atlas dans la perspective de leurs usages**

Les Atlas doivent être actualisés en fonction des dynamiques territoriales et des documents de planification. Dix ans semblent être un bon rythme d'actualisation. Ils doivent avoir une dimension prospective, notamment en tenant compte des projets et des scénari signalés. Ce sont des outils privilégiés de mise en évidence de la diversité des paysages à différentes échelles.

### **Relations avec les plans de paysage**

Les plans de paysage (*Carta del Paisatge* en Catalogne) sont l'étape qui suit les Atlas de paysages. Mais d'autres usages doivent être recherchés.

Les Atlas permettent d'abaisser les coûts et de raccourcir les délais pour l'élaboration des autres instruments (plans, chartes, volets paysagers, évaluation environnementale des plans et programmes, études d'impact).

En conclusion, la Convention européenne du paysage offre une opportunité fondamentale, celle de mettre en œuvre un principe d'intelligence collective qui génère des progrès à la fois rapides et significatifs. Les Ateliers transfrontaliers restent une initiative simple à mettre en œuvre et très productive pour l'amélioration des méthodes d'identification et de qualification des paysages. Simplicité et efficacité sont deux des arguments majeurs, à mes yeux, de la Convention européenne du paysage. La réalisation des objectifs de qualité paysagère, qui sont au cœur de la Convention, est une politique avant tout qualitative et non pas quantitative qui exige que nous fassions collectivement de nombreux progrès scientifiques, techniques et opérationnels pour que les Européens puissent « jouir de paysages de qualité et jouer un rôle actif dans leur transformation ». Les initiatives telles que les ateliers transfrontaliers y contribuent grandement.



## **Reassessing landscape drivers and the globalist environmental agenda**

Giorgio PIZZIOLLO and Rita MICARELLI

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European-Mediterranean Landscapes suffer the globalisation's uniformity with a progressive loss of their original characters. In this way their complex historic intertexture-becomes a sort of schizophrenic landscape fragmentation, where different – often opposite – realities are forced to coexist .

This fragmentation of landscapes reflects many analogous fragmentations which expresses themselves both in social life and in relationships between people and life-environment. We think that it is no longer possible to deal with these phenomena by traditional – often simplified – methods and rules. A new way can be found, beyond the classic hierarchical or individualistic ones.

All that can be carried out taking into consideration the relationships between local communities and their life environment by means of relational dynamics and eco-social approaches.

The European Convention of Landscape constitutes a fundamental theoretical and concrete reference for this perspective. In this sense the Atelier of Mediterranean Landscapes has been working since 2000 developing these principles by the following procedures .

1. social perception of landscape and friendly learning in life environment : (experiences in Tuscan territories, mountain communities, urban peripheries, rural settlements ) (2000-2004);
2. landscaping actions – especially in rural life – within an European project research – RuralMed II – Thematic Line “Landscapes of Contemporary Rurality” (2004-2006);
3. the participated landscapes: the relationships between communities and their life environments become a new consciousness and a new project based on social environmental management and landscape guarantee – (2006-2008);
4. a new alliance between civil society, scientific groups and public bodies towards their landscapes (common life environments). Such an alliance is conceived as a new relational evolutionary configuration (a relational field within which economic, ecological, cultural landscaping experiences interact in a continuous

dynamic process). In this way this new Alliance can be ratified as landscape participative contract<sup>50</sup> (2008-2009).

This landscape contract can be described by the following specific characteristics:

- a. the process develops itself as a relational approach, which encourages and promotes the suitable conditions to constitute a very new eco-social subject ;
- b. the process is conceivable as a intrinsic participative experience and only in this way can achieve the status of landscape contract;
- c. every contract must be referred to a specific territorial condition as a valley, or river, or a chosen definite landscape, according to their vital potentialities (bioregions and so on) ;
- d. in this way a lot of perspectives are open both to rebuilt unexpected territorial features and to constitute novel social communities, towards an ethic economy of contemporary holistic landscapes.

This landscape participative process develops itself following experimental criteria and in this way it can represent a complete, radical improvement both for landscape and for people.

The Workshop on Mediterranean Landscapes is concretely practicing some local pilot experiences of landscape participative contract towards small river valleys and rural territorial contexts.

The experiences we have tested up to now have been successfully developed with enthusiastic and sympathetic participation by various diversified social groups.

### **The landscape contract on Panaro River**

This experience has been developed on Panaro River – Landscape valley in Emilia-Romagna Region, North Italy .

This participative project has been promoted as experimental project by Emilia Region, Province of Modena, and the three local river municipalities (Vignola, Savignano, Spilamberto) and developed by an interdisciplinary staff with the local groups, associations, public bodies (politicians and technicians ) schools, local museums and local entrepreneurs (tourism, culture, agriculture).

In this context since the remotest to contemporary ages – Pliocene, to 20th century – many interesting natural and scientific evidences have been stratified on this part of the river valley. At this moment strong alterations (excavations, industrial activities,

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50. This idea has been already verified and fruitfully practiced in Europe. See the Article by F. Rossillon “Management of Valley Landscapes of the River Semois Contract” in Proceedings of the Second Meeting for the implementation of the European Landscape Convention.

pollution, and so on) are strengthening this river area and this situation is provoking an increasing civil reaction.

For these reasons the regional and local governments have encouraged a participative project experience of landscaping action which has been progressively developed as river landscape contract, recently ratified both by public bodies and participative group (September 2009).

The landscape participative activities have been developed in five phases through the following steps:

- 1) social perception of life environment – friendly learning approach among local groups, experts and staff – informal colloquies, survey promenades, thematic syntheses;
- 2) self-reflection on the local river landscape – shared valuations, constitution of a common stock of information and aesthetic landscape appreciations;
- 3) social potentialities and actions – ecological, cultural, scientific, educational, economic have been recognised in their mutual relationship with specific territorial river areas and connected as a dynamic interactive network (a creative hive);
- 4) location of the network on the river territory-landscape valley through a specific representation of projects, actions and programs conceived as a relational field (a widespread rhizome);
- 5) the proposal of the contract as a new pact between society and river sites, an agreement between official bodies (region, province, municipalities, local groups, technicians, public managers) for a new way to manage the natural social common heritage in evolutionary terms;

This contract intrinsically involves all of its signatories in an ‘open and continuous agreement’. In this agreement different projects, actions, managements and any other appropriate initiative concerning the river area are harmonised in a sort of scientific – creative coordination, shaped as a laboratory of the genesis and evolution of the river landscape.

This laboratory constitutes an essential structure, like a living womb, where proposals, programs, projects and management of the local resources (cultural, social, economical, etc.) – converge, discussed, verified, and involved in their turn in a new interrelate process to be promoted and developed. A landscape contract council guarantees the correct management of the contract.



## **Citizens investing in landscape in the Netherlands**

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### **Abstract**

With the continuing loss of landscape elements and open space, landscape management is gaining importance in tandem with the design of acceptable private and voluntary financing arrangements. Here, we analyse the awareness, involvement, socio-demographic characteristics and the contribution of citizens regarding the landscape. Data analysis is based on a survey among 1,060 inhabitants in and around three designated peri-urban areas in the Netherlands. The results show that these areas are well known, albeit on a limited scale. Most of the stated willingness of the inhabitants to contribute to the landscape has been related with their socio-demographic characteristics and to a less extent with their involvement with the landscape. To increase the willingness of citizens to contribute to the landscape the communication strategy may be improved.

### **Introduction**

In the Netherlands, the contribution of citizens in the maintenance and development of their everyday landscape has become an issue of increasing interest in spatial and landscape development. To an increasing extent governments would like to include also contributions of private actors to landscape management. Citizens are an important group of private actors, especially those who may enjoy the landscape such as inhabitants living within of nearby the considered landscape. Despite the expansion of academic research on the physical characteristics of landscape, socio-economic issues are lagging behind. This apparent lack of research impedes understanding of the social dimensions of landscape and prevents us from grounding its governance upon a scientific base.

Areas include a wide range of amenities like cultural landscapes of outstanding scenic beauty or with high natural value, and settlements with a rich history and architectural heritage. These landscape amenities may meet the living conditions of the inhabitants and the recreational and leisure needs of urban dwellers and tourists. However, landscapes are continuously changing and evolving though natural and human induced processes and activities. The European Landscape Convention defines landscape as “an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors”. A society continuously builds on the area it lives upon. Due to population growth and changes in lifestyles, demands for land, water, wood, forage and other natural resources has gone up

substantially. As a result, landscapes change rapidly, due to changes in world food and fibre market, urbanisation and adaptation to climate change. The consequence of this is that landscape amenities and open space are disappearing to an increasing extent. Therefore, in order to preserve (or even to enhance) landscape and open space amenities, measures to maintain landscape quality are essential.

When considering such measures, it is important to realise that, on the whole, landscape amenities have a public good dimension. In economics, this implies that people can usually enjoy landscapes without paying for them. The reason for this is that landscape amenities have the characteristic of non-rivalry, which means that once an amenity is provided to a consumer, it can be made available to other consumers at no extra costs. Moreover, the enjoyment of the landscape by a single actor does not exclude others from this consumption. As a result of this, the role of private funding for the maintenance of landscape is, from a theoretical viewpoint, rather limited. Consequently, public authorities pay for safeguarding and enhancing landscape.

Despite the theoretical arguments that pit against private funding, in practice funding may also originate from private actors, especially if the preservation and the protection of the landscape is not (longer) considered as evident. This holds in particular for landscapes, which get an increasing significance for citizens, because they are threatened, have an active preservation management, enhance visitor participation, etc.

It may be expected that the willingness of citizens to contribute financially or in kind to landscape amenities will increase when they are more aware of and involved with the landscape nearby their place of residence. The awareness of inhabitants may increase due to the use of information sources such as newspapers and websites. The involvement of inhabitants may increase if they have easy access to experience the landscape. Gaining experience can be facilitated by, amongst others, hiking and biking tracks, visitors' centres, festivals, films, debates, restaurants and hotels.

To increase the knowledge about the willingness of citizens to contribute to the landscape, we explore their attitudes and distance towards the landscape. An attitude of a person towards an object is build up of three components: cognitive, affective en behavioural. The concept of an attitude is often used in the communication and marketing of goods and services. It seems reasonable to assume that the contributions of the inhabitants to landscape management decline with the distance of the place of residence from the area. This may be true for 'human' or in kind contributions, such as physical services of certain types (e.g. volunteers who cut willows) but not necessarily for financial contributions. This is mainly because landscapes have not only a use value for inhabitants and tourists who enjoy private benefits, but also a non-use value for citizens who consider it a public good. We come back to these issues within our theoretical analysis presented below.

In order to design acceptable financing arrangements for private actors, it is crucial to understand the demand for alternative approaches to landscape management. This paper will serve as a basis by exploring the willingness of Dutch citizens to invest in the landscape within their living and working area. We empirically explore the effects of geographic distance to the designated area, the awareness and involvement in the landscape on the willingness of inhabitants to contribute to the landscape. Although we collected data from inhabitants, in reality we consider them not only as residents, but also as citizens with more values and interests than only their private ones. Our treatment is guided by the following questions:

- Can relationships between the geographic distance of the respondents and their awareness and involvement to the landscape be identified?
- Can relationships between the geographic distance of the respondents and the contributions to the landscape be identified?
- Can relationships between the socio-demographic characteristics of the respondents and the financial contributions to the landscape be identified?
- Can relationships between the awareness, involvement and the financial contributions of the respondents to the landscape be identified?

The organisation of this paper is as follows. Section 2 provides some main theoretical considerations and literature review that provide a guidance for our empirical work. In three subsections, we pay particular attention to the communication and marketing, the issue of geographical distance, and the various activities through which people may contribute to the landscape. This presentation outlines the methodology employed in our research. It provides some background information on the study areas and describes the survey, with special attention given to the research samples, questionnaire design and survey administration. The results of the survey, and their analysis are also presented.

## **Theoretical background and literature review**

### *Communication and marketing*

In order to understand the decision-making process of inhabitants to contribute to the landscape, we borrow some theoretical considerations about consumers as potential users of a specified product or service. In their decision process several factors play a role (Kraus, 1995; Ajzen, 2001). The attitudes of consumers form often the starting point. An attitude is a learned predisposition to behave in a consistently favorable or unfavorable way with respect to a given object (Ajzen and Fishbein, 1974). The assumption is that if a consumer has a positive attitude towards a specific (landscape) product or service he or she will be more likely to buy and to contribute to this (Ajzen, 2001). However, empirical studies show that also individual and situational characteristics (e.g. perceptions, values, availability, effectiveness) play an important

role in those decision processes (Vermeir and Verbeke, 2007). Therefore in the methodology section we will explain the use of socio-demographic variables and we will describe the situational characteristics of the study area.

The structure and composition of an attitude consists of three components: cognitive, affective part, and behavioral. The cognitive component captures a consumer's knowledge and perceptions (i.e., beliefs) about products and services. Often consumers hold a number of beliefs and each of them reflects knowledge about an attribute of the product or service. Many beliefs are evaluative in nature, such as for landscape the necessity to preserve the landscape with the contributions of private actors. The affective component focuses on a consumer's emotions or feelings with respect to a product or service. Evaluative in nature, the affective component determines an individual's overall assessment of the attitude object in terms of some kind of favorableness rating. Most beliefs have associated affective reactions or evaluations and beliefs are subject to situational influences. The behavioral or conative component is concerned with the likelihood that a consumer will act in a specific fashion with respect to the attitude object. In marketing and consumer behavior, the conative component is frequently treated as an expression of the consumer's intention to buy.

Marketers attempt to change all the components of consumers' attitudes in order to influence the decision making process (Kotler and Armstrong, 2008). Strategies to change the cognitive component are pointed to change the beliefs about the attributes of the product or service. Strategies to change the affective component are directed to increase consumers' liking of a product or service without directly influencing beliefs or behaviour. Increased liking leads to more positive beliefs leads to purchase behaviour (when the need arises). Strategies to change the behavioural component of an attitude are directed to inducing consumers to purchase behaviour, make it rewarding, and lead to repurchase behaviour. Marketing strategies are mostly applied at goods and services with a private benefit for the consumer, but also for non profit or charity goods and services the aim is to change the attitude to stimulate giving behaviour (Mort, 2006; Andresen, 2006).

In our study we explore the cognitive component as the awareness of the area among inhabitants, the affective component as their involvement with landscape and behaviour as their (intended and actual) contribution. The assumption is that a high awareness and involvement will stimulate a contribution of inhabitants. A high involvement may be based on both negative and positive beliefs about societal changes concerning the landscape without private contributions.

#### *Geographical distance*

Geographical distance is expected to be an important factor determining the financial contributions of citizens to landscape management. In many economic treatments, however, distance is ignored, which is reflected in the fact that transport costs are zero.

In their interesting papers, Hanley *et al.* (2003) and Bateman *et al.* (2006) consider thoroughly the spatial distributions of values – and thus also of contributions – for some open access, public good resources (e.g. landscape). The central approach in both papers can be boiled down to the ‘distance decay effect’, a term which is used to refer to “the phenomenon whereby the mean value placed on a given environmental improvement falls, the further away an individual lives from this improvement” (Hanley *et al.*, 2003, p. 298). Although it is expected that the financial contributions held by those who are presently users of the landscape will decline as distance from that landscape increases, there are, as Bateman *et al.* (2006) note, a number of complicating issues here. These issues are mainly related to the fact that a distinction can be made between use and non-use values. Before we delve into the link between use and non-use values at the one hand and distance at the other, it would be sensible to clarify what is meant by the concepts of use values and non-use values.

Use values refer to the actual use of landscapes in consumption and production activities. They are concerned with the enjoyment and satisfaction received by consumers of the landscape. The use and enjoyment of the landscape can take place through, for example, hunting, fishing, recreation, tourism and agriculture. In general, use values are conceptually clear and offer the best chance of being measurable. After all, they can be marketed, resulting in a market that signal the (true) scarcity of the asset.

In addition, non-use values involve no tangible interaction between the natural asset and the people who benefit from it. Because non-use values are closely linked to ethical concerns and altruistic motives, they are more amenable to debate than use values. Probably the most important non-use values are bequest values, philanthropic values, and existence values. Bequest value is a willingness to pay to keep a natural asset intact for the benefit of one’s descendants, or more generally, future generations. Philanthropic value results from individuals placing a value on the conservation of natural assets for contemporaries of the current generation to use (Turner *et al.*, 2000). Existence value involves a subjective valuation as it is based on the satisfaction that individuals experience from knowing that a certain natural asset exist, for themselves and for others, without being used now or in the future (Barbier, 1995; Wills, 1997). Empirical estimates, obtained through questionnaires, suggest that existence value can constitute a substantial component of non-use values (Moran and Pearce, 1997; Alexander, 2000).

Users of the landscape will hold use values and may well hold non-use values. Hence they may act as a resident, and more broader as a citizen. Non-users, on the other hand, do not hold use values. Therefore, according to economics it seems reasonable to assume that users will typically pay higher financial contributions to the landscape than non-users. But this still leaves us with the question if it can be expected that contributions will decline as distance from the landscape under consideration increases. For use values, benefits usually diminish with distance. Hence, the willingness of users of landscape amenities to contribute for maintaining it is expected to decline

with distance. But for non-use values, however, there is, as Hanley *et al.* (2003) write, no reason to expect that non-use values are subject to a distance-decay effect.

In this paper, we try to shed some empirical light on distance decay effects. Revealed preferences measure only use values. By using an approach based on stated preferences, we are capable to estimate both use and non-use values. Further, we require less data to estimate values. Contributions are being estimated directly by asking individuals questions about their maximum willingness to pay for a desirable level of landscape amenities or their minimum willingness to accept compensation to forgo change in these amenities. Using questionnaires, which simulate the market, is the essence of stated preference approaches. However, the stated preferences may be more hypothetical than real and some values may be over estimated (Visser and Van Dam, 2006).

#### *Contributions of citizens to the landscape*

In sociological research, the contribution of citizens to the landscape is broader defined with more activities than just an amount of money they would like to pay. In order to analyse their contribution, it is helpful to classify the numerous activities that citizens can undertake to enhance the protection and preservation of the landscape (Overbeek and Vader, 2008). The activities may be both financial, and physical or mental. The contributions of citizens can be classified into three fields of activity. These are:

- 1) the protector for providing financial contributions and physical activities for the landscape; examples of financial contributions are memberships and donations to protection organisations for nature and landscape; examples of physical activities are cutting willows, counting and preserving landscape elements, etc.;
- 2) the consumer for using products and services of the landscape and paying (more) for its use; examples of financial contributions are paying more for houses and regional products to enhance the landscape, paying park entrance or tourist tax; examples of physical activities are recreation and gardening, etc.;
- 3) the voter for giving priority to the landscape in the local policy and paying more tax to enhance the landscape; examples of financial contributions are the willingness to pay more tax to enhance the landscape; examples of physical activities are participation in local landscape policy, voting on a political party that gives priority to landscape, etc.;

While the activities in the field of the protector and the voter are more often characterised by non-use values, the activities of the consumer are mainly based on use values. Thus, while the citizen who is performing activities as a protector or a voter is not the only one who is benefitting from it, the citizen acting as a consumer will get the main benefits themselves. Concerning the financial activities in each field, it implies that the influence of distance, which is mainly relevant for use or individual values, should be more visible in the field of the consumer and less in the field of the Protector and the Voter.

## Methodology

### Study areas

This study is part of a longer project to understand the process of developing financial arrangements to examine the benefits of the landscape for which citizens are willing to pay (Overbeek and De Graaff, 2009). Therefore, the Dutch Ministry of Agriculture, Nature and Food Quality has designated areas in which regional and local parties have proposed plans for generating private resources for developing a more beautiful landscape (ANF, 2008). They are Amstelland, Binnenveld, *Het Groene Woud* and Ooijpolder-Groesbeek<sup>51</sup>. Amstelland is a peat meadow area south of Amsterdam in the western part of the Netherlands. The Binnenveld is a valley area in the middle of the Netherlands. Ooijpolder-Groesbeek is located east of Nijmegen nearby the German border and includes both a river foreland area and a hilly area.

Each designated area includes a surface of about 5,000 hectares (Table 1). The number of inhabitants are different. While the number of inhabitants inside the areas are quite similar, the number of inhabitants located within a distance of around 5 km of the area are quite different. Amstelland has more inhabitants outside living in the neighbouring cities (such as Amsterdam, north of the area and Amstelveen, west of the area) than the Binnenveld, which is the central hart based on the outskirts of four surrounding cities (Wageningen, Ede, Rhenen and Veenendaal) and Ooijpolder-Groesbeek with just one city (Nijmegen, west of the area) outside.

**Table 1 Characteristics of the three designated areas**

	<b>Amstelland</b>	<b>Binnenveld</b>	<b>Ooijpolder-Groesbeek</b>
Location in the Netherlands	Western part	Central part	Eastern part
Main cities	South of Amsterdam	Within four cities	East of Nijmegen
Area in hectares	4,000	5,000	6,000
Citizens in and around the area	375.000	140.000	160.000

In the former section, it has been mentioned that the situational characteristics of a study area play an important role in the decision process of citizens. In the context of the increasing distance between inhabitants and landscape, their awareness, involvement and their contributions could be expected to be dependent of the communication strategy and the local landscape development policy as well. In Amstelland, the organisation of protectors of the area has developed some communication issues, with among others a visitors day in June, a website, a digital newspaper. The protector

51. For the objective of this paper the fourth designated area *Het Groene Woud* with a larger surface of 35,000 hectares has been excluded.

organisation is based on volunteers and has one thousand members, mainly inhabitants nearby. In the Binnenveld, the four involved cities have developed a common landscape development plan. In Ooijpolder-Groesbeek, there is both a communication strategy and a landscape development plan. Further, in this area there are opportunities to participate in a public sale (auction) of protection for landscape elements, both digital ([www.groenedoelen.nl](http://www.groenedoelen.nl)) and physical (the first auction was in 2007). The Ooijpolder-Groesbeek area is also nationally known for outdoor mega events like the Seven Hills run and the world's biggest International Four Days Marches of Nijmegen, which attracts hundred thousands of athletes and visitors.

*Research samples, questionnaire and data analysis*

The study utilised three representative samples of inhabitants between 20 and 75 years of age. Respondents were recruited by an internet panel of 200.000 members of the Dutch marketing research organisation TNS NIPO. In October 2008 TNS NIPO contacted a random representative sample according to the regional population register in terms of age, education and gender by internet. Each potential respondent was given an introduction to the designated area and asked if he or she would complete a mail questionnaire. The data collection required two weeks, including one remind.

Although there may some discussion about the extent members of an internet panel may cause some self-selection and thus a bias in the response, TNS NIPO has tried to avoid this by providing facilities to population segments that use internet less often. Besides this, 90% of the adult population in the Netherlands has access to internet, which is also the highest number in Europe (Eurostat, 2009). Moreover, the respondents will get some euro's for the time invested. Therefore, it may be more important to discuss the other side of the coin, which is the high net response rates compared to postal or oral questionnaires. The advantage of this is that more people are included who are not positively biased about the research subject.

The questionnaire contained questions about the place of residence experience with the area, and involvement with landscape and landscape policy. The main sections are about the landscape activities done and the interest to contribute financially to certain activities. Some questions will deal with the contributions already done, other questions will focus on the preferences for certain contributions. The contributions are mainly about the type of activity and not about the amount of payments. The average time to answer the questionnaire was a quarter of an hour.

In the case of the Protector the financial contributions are the current memberships and donations to protection organisations for nature and landscape. Regarding the Consumer the financial contributions deal only with the stated preferences for contributions by certain actors who take advantage of the added value of the landscape (inhabitants, tourists, commercial and tourist enterprises, project developers). Finally, in the case of the Voter, citizens will stated their willingness to pay more income tax and by using more council tax (Immovable Property Tax) for landscape purposes.

Many socio-demographic characteristics of the respondents were already available from the TNS NIPO panel and did not have to be asked. For this analysis the most important ones are age and education.

The statistical analysis of the data is mainly based on bivariate analyses, predominantly crosstabs for ordinal data and compare means for interval data. Most of the interval data have been based on a 5-points scale. The power of statistical testing will be indicated by \* ( $p < 0.05$ ), \*\* ( $p < 0.01$ ) and \*\*\* ( $p < 0.001$ ).

*Response*

The data collection resulted in totally 1,060 citizens in and around the three designated areas who completed the questionnaire. The net response rates varied from 72% to 76% (Amstelland: 372 respondents, 76%; Binnenveld: 335 respondents, 72%; Ooijpolder-Groesbeek: 353 respondents, 76%). In order to get a representative response according to the research sample the answers have been weighted for education.

The response (research sample) of Amstelland has more older citizens, higher educated and more women, while the Binnenveld has more younger inhabitants, less educated and more men (Table 2). The socio-demographic characteristics of the inhabitants of Ooijpolder-Groesbeek are in between of those in the other two designated areas. In terms of geographic distance, the inhabitants of Amstelland more often live in or less than 2 km from the designated area (63%), while the inhabitants of Ooijpolder-Groesbeek more often live more than 5 km from the designated area (47%). The geographic distance of the inhabitants in the Binnenveld are in between of the other two designated areas.

**Table 2 Response in the three designated areas**

	<b>Amstelland</b>	<b>Binnenveld</b>	<b>Ooijpolder-Groesbeek</b>
Socio-demographic characteristics			
Age: 55 years and older	31%	27%	28%
Education: tertiary level	40%	27%	37%
Gender: female	55%	52%	52%
Distance			
0 – 2 km	63%	35%	17%
2 – 5 km	25%	47%	36%
> 5 km	12%	18%	47%
Total	100% (N=372)	100% (N=335)	100% (N=353)

## Results

### *Awareness of the landscape*

The designated areas Amstelland, Binnenveld and Ooijpolder-Groesbeek seem to be well known to respondents who live in or close to the area (Table 3). The awareness is mainly based on proximity and this awareness decreases when respondents live further away. The biggest difference is in Amstelland, where many inhabitants from Amsterdam are not aware of the area. However in Ooijpolder-Groesbeek, the designated area with a more developed communication and landscape policy, the inhabitants of Nijmegen are well aware of their hinterland. In tandem with this, it seems that the use of information sources about the landscape is also negative related with the distance to the designated area. Information sources about the landscape that are quite vulnerable for the distance to the area are notice boards within the area and local newspapers. If the distance increases, the use of those information sources decreases significantly.

**Table 3 Awareness of the areas and use of information sources related to distance**

	<b>Amstelland</b>	<b>Binnenveld</b>	<b>Ooijpolder-Groesbeek</b>
Distance	<b>Well aware of the area</b>		
0 – 2 km	50%	47%	69%
2 – 5 km	29%	32%	75%
> 5 km	6%	19%	65%
Average	39%***	34%***	69%***
	<b>Use of information sources about landscape</b>		
0 – 2 km	68%	63%	74%
2 – 5 km	60%	60%	66%
> 5 km	32%	44%	56%
Average	63%***	58%	63%**
	<b>Average use of several information sources</b>		
Notice boards	27%***	23%	30%***
Local newspapers	34%**	30%	30%
Websites	8%	5%	15%
*** p < 0.001; ** p < 0.01			

### *Involvement with the landscape*

We have measured the involvement of citizens with the landscape both by positive and negative emotions and feelings. Positive emotions and feelings are related to the personal attachment with the landscape and its perceived attractiveness negative emotions and feelings are related to worries about the future of landscape and feeling that the municipality should do more to protect the landscape.

Citizens feel to have strong ties to the area and find the landscape to be inviting (except for the Binnenveld). Ooijpolder-Groesbeek is the most appreciated (Table 4)<sup>52</sup>. In all areas we see the attachment to the landscape decreasing with more distance. Except for the Binnenveld the perceived attractiveness of the landscape is also negatively related with distance. This implies that the attachment and the perceived attractiveness is mainly based on neighbourhood. It seems that both the worries and the belief that the municipality should do more to protect the landscape are not related with distance (Table 4). This implies that, while the positive emotions and feelings are strongly related with distance, the negative ones are more independent of distance. Most citizens judge the changes in the landscape in their area being neutral or an improvement and are not overly worried. Comparatively, in Amstelland and the Binnenveld they see more of a deterioration then in Ooijpolder-Groesbeek. Therefore, the citizens in Amstelland and the Binnenveld are more worried. In terms of the landscape policy, in all areas citizens feel that local municipal councils should do more to protect their landscape.

**Table 4 Involvement with the landscape (5-scale; increasing)**

	<b>Amstelland</b>	<b>Binnenveld</b>	<b>Ooijpolder-Groesbeek</b>
Distance	<b>Mean attachment to the landscape</b>		
0 – 2 km	3.9	3.7	4.3
2 – 5 km	3.6	3.5	3.8
> 5 km	3.1	3.2	3.5
Average	3.7***	3.5***	3.7***
	<b>Mean attractiveness of the landscape</b>		
0 – 2 km	4.0	2.6	4.5
2 – 5 km	3.8	2.7	4.3
> 5 km	3.6	2.6	4.1
Average	3.9***	2.6	4.2***
	<b>Mean worries about the landscape</b>		
Average	2.7	2.6	2.4
	<b>Mean belief that municipality should protect the landscape more</b>		
Average	3.6	3.6	3.6
*** p < 0.001			

52. In order to present the results in a comparative way we have left the SD of the results in Table 4a, 4b, 5, 6 & 7. Further, if there are not significant relationships wit distance, only the average will be mentioned. The total numbers are similar to the N reported in Table 2. In case there are missing values, they have been replaced with the mean value.

### *Contribution of the citizens to the landscape*

In this section we will report the financial contributions of citizens within the three fields of activity (protector, consumer and voter). Firstly, we will analyse the financial contributions in relation with distance. Secondly, we will report briefly about the financial contributions in relation with respective the socio-demographic characteristics and the awareness of and involvement with the landscape in the designated area.

Almost half of the citizens are donors or members of one or more organisations for nature and landscape (protector). If we compare the mean number of financial contributions between the study areas, citizens in Amstelland give more frequently than citizens in the other areas (Table 5). The relationship between the financial contribution and distance is that in two designated areas inhabitants further away (in the main cities) give less often (Amstelland and Ooijpolder-Groesbeek). The opposite holds for the third area (Binnenveld), where the inhabitants further away give more often. Hence, the overall relation between the financial contribution for nature and landscape as Protectors and distance is not clear.

As users of the landscape (consumer), most citizens find their area a significant motive for living there. However, they take this argument sooner for granted if we compare their stated preferences for certain actions. We have compared the mean number of supported actions from five different private actors who may take advantage of their location within a beautiful landscape (inhabitants, tourists, commercial and tourist enterprises, project developers) and should pay for those use values. Hence, those preferred actions mainly concern other actors than the inhabitants themselves. On average in all the designated areas citizens support two or three actions, mainly related to commercial and tourist enterprises and project developers who should pay more often. If we compare the mean number of actions in relation to distance, the results hardly show differences between the citizens (Table 5). This implies that the relation between the stated financial contributions by consumers as users of the landscape and distance is not clear.

Most citizens wish to be informed about the plans for the landscape (voter), but only want to make a limited contribution to these plans in terms of their own thoughts. Citizens demonstrate a considerable willingness to contribute financially by paying more income tax or using more council tax (Immovable Property Tax) for landscape purposes. On average in all the designated areas citizens state to support nearly one of the two actions. There are hardly significant relationships between the willingness to pay more tax or to use more tax for landscape and the distance to the designated area.

**Table 5 (stated preferred) Financial contributions for landscape**

	Amstelland	Binnenveld	Ooijpolder-Groesbeek
Distance	<b>Protector: mean number of memberships or donations for landscape (maximum of 5 contributions)</b>		
0 – 2 km	1.0	1.0	0.8
2 – 5 km	0.7	0.7	0.9
> 5 km	0.7	0.9	0.5
Average	0.9***	0.8***	0.7***
	<b>Consumer: mean number of different actors that should pay for using added value of the landscape (maximum of 5 actors)</b>		
Average	2.3	2.3	2.5
	<b>Voter: mean number of actions to pay or use more tax for the landscape more (maximum of 2 actions)</b>		
	Amstelland	Binnenveld	Ooijpolder-Groesbeek
0 – 2 km	0.8	0.6	0.9
2 – 5 km	0.7	0.9	1.0
> 5 km	0.9	0.8	0.7
Average	0.7	0.8	0.8***
*** p < 0.05			

Before, it has been shown that the (stated) financial contributions are hardly related with distance. Therefore, the question is if the relationship with socio-demographic characteristics such as age and education is more important. The results show that the financial contribution as a Protector is positive related with age, with older citizens giving more, while the stated financial contributions as a Consumer and a Voter are more often supported by the higher educated inhabitants (Table 6).

**Table 6 Financial contributions by age and education**

	Amstelland	Binnenveld	Ooijpolder-Groesbeek
	<b>Protector: mean number of memberships or donations for landscape (maximum of 5 contributions)</b>		
Age; 55 years and older	1.3*	1.1***	0.7
Education: tertiary level	1.1	1.0*	0.7
	<b>Consumer: mean number of different actors that should pay for using added value of the landscape (maximum of 5 actors)</b>		
Age; 55 years and older	2.1	2.1	2.3
Education: tertiary level	1.5***	2.4	2.7**
	<b>Voter: mean number of actions to pay or use more tax for the landscape more (maximum of 2 actions)</b>		
	Amstelland	Binnenveld	Ooijpolder-Groesbeek
Age; 55 years and older	0.5	0.5	0.6
Education: tertiary level	0.5***	0.6**	0.7***
*** p < 0.001; ** p < 0.01; *p < 0.05			

Further, if we relate the (stated) financial contributions with the awareness of and involvement with the designated areas, the relationships are even stronger. The results show that the financial contribution as a Protector is strongly positive related with the awareness, attachment and worries of the respondents in all areas (Table 7). The stated financial contributions as a Consumer are only more often supported by citizens who feel themselves attached to its landscape. As a Voter in nearly all areas respondents who are aware, attached and worried are more often willing to pay or use more tax for the landscape in their area.

**Table 7 Financial contributions by awareness and involvement**

	<b>Amstelland</b>	<b>Binnenveld</b>	<b>Ooijpolder-Groesbeek</b>
	<b>Protector: mean number of memberships or donations for landscape (maximum of 5 contributions)</b>		
Awared	1.2**	1.2***	0.8**
Attached to the landscape	1.0***	1.1***	0.9***
Worried about the landscape	1.6***	1.6***	1.3*
	<b>Consumer: mean number of different actors that should pay for using added value of the landscape (maximum of 5 actors)</b>		
Awared	2.5	2.3	2.5
Attached to the landscape	2.5***	2.5***	2.6***
Worried about the landscape	3.1***	2.0	3.0
	<b>Voter: mean number of actions to pay or use more tax for the landscape more (maximum of 2 actions)</b>		
	<b>Amstelland</b>	<b>Binnenveld</b>	<b>Ooijpolder-Groesbeek</b>
Awared	0.9	1.0***	0.9***
Attached to the landscape	0.9***	1.0***	1.0***
Worried about the landscape	1.3***	1.1***	0.9
*** p < 0.001; ** p < 0.01; *p < 0.05			

*Relation between awareness, involvement and contribution*

Before we have analysed that the citizens' awareness of the designated area is negatively related with distance. Further, while the positive emotions and feelings about landscape are strongly related with distance, the negative ones are more independent of it. Awareness of the area and worries about its future may help the contributions as a Protector and a Voter, while the attachment to the area is positively

related to all contributions. Further older citizens more often contribute as a Protector, while higher educated are most willing to contribute financially as a Voter and to a less extent also as a Protector and a Consumer.

The question is to which extent these characteristics are related with each other and have a strong relationship with the (stated) financial contributions. With an ordinal regression we analysed the relevance of age, distance and education and the mean awareness, worries and attachment of the citizens in each designated area. Dummies have been created for age (55 years and older), distance (> 5 km) and education (tertiary level). We analysed them respectively for a contribution as a Protector (at least one membership or donation), a Consumer (a preference for at least three contributions of private actors stated) and a Voter (a preference for at least type of one tax payment stated).

The results show that for a contribution as a Protector predominantly age and education are relevant, with older and tertiary educated citizens more often being a member or a donor. Education and attachment to the area are the most significant variables for a contribution as a Consumer and a Voter, with tertiary educated citizens and more attached citizens who prefer more contributions.

### **Discussion and conclusions**

The results show that the awareness of the area is strongly negative related with the geographic distance of the citizens, if there has been less communication policy (Amsterdam & Binnenveld). If there has been more communication, directly or indirectly related with landscape, the awareness increases and shows that also citizens further away may be aware with the area (Ooijpolder-Groesbeek).

Concerning the involvement of citizens, the stated positive emotions and feelings with landscape are strongly negatively related with distance, while the negative ones are more independent of distance. This difference between the positive and negative emotions and feelings may be interesting for our understanding how use values and non-use values are related to landscape. For the development of communication strategies, it is important to distinguish both type of values. Use values related to landscape seem to be correlated with a favourable rating of a product or service. Contrary to this, non-use values related to landscape seem to be correlated with negative emotions and feelings or a concern.

However, the results do not conform the expectations from literature that the willingness to pay for use values are more (negatively) related with distance than for non-use values. From the contribution of citizens we did not notice significant relationships between the activities in the field of Consumers and the geographic distance. A explanation for the lack of a distance decay effect in the case of use values may be the evidence of the landscape and the idea that it requires no added

contributions. Further, the preferred contributions mainly concern other actors than the inhabitants themselves.

To conclude, most of the (stated) willingness to contribute to the landscape has been related with the socio-demographic characteristics of the citizens' and to a less extent also with their involvement with the landscape. However, this may be also due to the still weak level of communication and marketing strategies in the designated areas. At the moment, there are hardly instruments that may help citizens who like to contribute financially to the landscape. Therefore, to increase the willingness to contribute to the landscape more attention for the marketing and communication of the landscape is required, especially for citizens living further away from the designated area.

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# Programme

The Meeting was organised by the Council of Europe, Cultural Heritage, Landscape and Spatial Planning Division, Directorate of Culture and Cultural and Natural Heritage in cooperation with the Swedish National Heritage Board and in partnership with: Region Skåne, the City of Malmö, the Municipality of Lomma, the Swedish Environmental Protection Agency, the Swedish University of Agricultural Sciences, the Environmental Objectives Council, the Federation of Swedish Farmers, the Swedish Road Administration, the National Board of Housing, Building and Planning, the Swedish Board of Agriculture and the Swedish Forest Agency.

### *Introduction*

The European Landscape Convention was adopted in Florence (Italy) on 20 October 2000 and came into force on 1 March 2004, with the aim of promoting European landscape protection, management and planning and organising European co-operation in this area. The Convention is the first international treaty to be exclusively concerned with 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 blighted landscapes.

The Convention represents 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 taking into account landscape, cultural and natural values, the Council of Europe seeks to protect the quality of life and well-being for all.

As of 1st October 2009, 30 out of 47 member states of the Council of Europe had ratified the Convention: Armenia, Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Finland, France, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Moldova, Montenegro, Netherlands, Norway, Poland, Portugal, Romania, San Marino, Slovak Republic, Slovenia, Spain, "the former Yugoslav Republic of Macedonia", Turkey, Ukraine, United Kingdom. Six states had signed but not ratified it: Azerbaijan, Greece, Malta, Serbia, Sweden and Switzerland.

Organised by the Council of Europe on a regular basis since 2002, the meetings of the Workshops for the implementation of the European Landscape Convention take a detailed look at the implementation of the Convention. Special emphasis is given to the experiences of the state hosting the meeting. A genuine forum for sharing practice and ideas, the meetings are also an opportunity to present new *convention européenne du paysage* and achievements in connection with the Convention. The proceedings of the workshops are regularly published in the Council of Europe's "*Spatial Planning and Landscape*" series. The following meetings of the Council of Europe Workshops for the implementation of the European Landscape Convention have been held so far.

- 23-24 May 2002, Strasbourg: *“Landscape policies: contribution to the well-being of European citizens and to sustainable development (social, economic, cultural and ecological approaches); Landscape identification, evaluation and quality objectives, using cultural and natural resources; Awareness-raising, training and education; Innovative tools for the protection, management and planning of landscape”*;
- 27-28 November 2003, Strasbourg: *“Integration of landscapes in international policies and programmes and transfrontier landscapes; Landscapes and individual and social well-being; Spatial planning and landscape”*;
- 16-17 June 2005, Cork (Ireland): *“Landscapes for urban, suburban and peri-urban areas”*;
- 11-12 May 2006, Ljubljana (Slovenia): *“Landscape and society”*;
- 28-29 September 2006, Girona (Spain): *“Landscape quality objectives: from theory to practice”*;
- 20-21 September 2007, Sibiu (Romania): *“Landscape and rural heritage”*;
- 24-25 April 2008, Piastany (Slovakia) *“Landscape in planning policies and governance: towards integrated spatial management”*;
- 8-9 October 2009, Malmö (Sweden), *“Landscape and driving forces”*.

### **Organisers**

The Council of Europe ([www.coe.int/europeanlandscapeconvention](http://www.coe.int/europeanlandscapeconvention)) wishes to thank the Swedish National Heritage Board ([www.raa.se](http://www.raa.se)) and the following organisers for their co-operation and support in hosting the Workshops and related events: Region Skåne ([www.skane.se](http://www.skane.se)), City of Malmö ([www.malmo.se](http://www.malmo.se)), Municipality of Lomma ([www.lomma.se](http://www.lomma.se)), Swedish University of Agricultural Sciences ([www.slu.se](http://www.slu.se)), Federation of Swedish Farmers ([www.lrf.se](http://www.lrf.se)), Swedish Environmental Protection Agency ([www.naturvardsverket.se](http://www.naturvardsverket.se)), Swedish Road Administration ([www.vv.se](http://www.vv.se)), National Board of Housing, Building and Planning ([www.boverket.se](http://www.boverket.se)), Swedish Board of Agriculture ([www.sjv.se](http://www.sjv.se)), Environmental Objectives Council ([www.miljomal.nu](http://www.miljomal.nu)), Swedish Forest Agency ([www.skogsstyrelsen.se](http://www.skogsstyrelsen.se)). The Council of Europe thanks also the Swiss Federal Office of the Environment, Forestry and Landscape for its support.

### **The aim of the Meeting of the Workshops**

In order to achieve strong, forward looking policies, strategies and effective measures for landscape governance, there is a need to explore and to understand the forces of landscape transformation. These issues are highly relevant to the implementation of the entire European Landscape Convention and especially to the implementation of articles 5d and 6A and 6C (section 1a i, ii).

*Article 5d: “each party undertakes to integrate landscape into its regional and town planning policies and in its cultural, environmental, agricultural, social and economic policies, as well as in any other policies with possible direct or indirect impact on landscape”;*

*Article 6: “Each Party undertakes to increase awareness among the civil society, private organisations, and public authorities of the value of landscapes, their role and changes to them”, “With the active participation of the interested parties, as stipulated in Article 5.c, and with a view to improving knowledge of its landscapes, each Party undertakes: to identify its own landscapes throughout its territory; to analyse their characteristics and the forces and pressures transforming them”.*

The chosen theme of the Meeting, “*Landscape and driving forces*”, provides a framework to jointly discuss current developments in the field of climate changes, globalisation of spaces, social transformations, shifts in production systems, consumption patterns as well as their meaning and impact on landscape in an international context. The resulting transformation of landscape lays out a new field of activity for designing adequate policies and measures. The structure of the meeting aims to combine and exchange insights, perspectives, practical and theoretical approaches from the European, national, regional and local levels.

The Meeting will focus on a range of burning issues facing Europe in the next decades in order to relate these to landscape governance. This includes such challenges as the introduction of new energy systems and energy saving measures, as well as the possibility of energy shortages, demographic transformations and the rise of global prices for food, land and raw material. Another topic worthy of discussion is the question of how ecological values and quality norms can be reconciled with free market developments.

The Meeting will provide an opportunity to share experiences by examining both good and bad practices in the integrated approach to landscape and its governance. It will try to strengthen the landscape’s agenda among the key players and stakeholders involving landscape’s protection, management and planning. Last but not least, the workshops will be an opportunity to present Swedish practices and approaches to international landscape’s specialists as well as to encourage the national Swedish public debate on the impact of “driving forces” on the Swedish landscape.

All information needed about the Meeting, hotels, transport to and from the workshops, study visits, etc. can be found on [www.raa.se/landscapeanddrivingforces](http://www.raa.se/landscapeanddrivingforces).

### ***Venue***

The Meeting of the Workshops will be hold at the Swedish University of Agricultural Sciences which is situated 10 km from Malmö, the capital of the region Skåne in Sweden.

We recommend that the participants stay at hotels in Malmö. Transport to and from the venue will be provided by the organisers – the meeting point for the buses to the Meeting is the Big Square (*Stortorget*) in Malmö.

### ***Information on the Swedish National Heritage Board and partners***

#### ***Swedish National Heritage Board***

Swedish National Heritage Board is the agency of the Swedish government that is responsible for heritage and historic environment issues. Its mission is to play a proactive, coordinating role in heritage promotion efforts and to ensure that the historic environment is preserved in the most effective possible manner.

One of the Swedish National Heritage Board primary tasks is to empower heritage as a force in the evolution of a democratic, sustainable society. At the core of this is the vision of a heritage that is accessible, useful and vital for people everywhere. The Board works closely with national agencies and organisations, as well as county administrative boards, regional museums and other local groups. The joint effort gathers and disseminates information about heritage and the historic environment, develops new working methods, and identifies innovative ways of exploring the relationship between human beings, their surroundings and society at large.

For more information, check [www.raa.se](http://www.raa.se).

#### ***Swedish University of Agricultural Sciences***

The Swedish University of Agricultural Sciences has the responsibility for the development of learning and expertise in areas concerning biological resources and biological production. There are four faculties: the Faculty of Landscape Planning, Horticulture and Agricultural Science, the Faculty of Natural Resources and Agriculture Sciences, the Faculty of Veterinary Medicine and Animal Science and the Faculty of Forest Sciences. The main campuses are located in Alnarp, Skara, Ultuna and Umeå.

The faculty of Alnarp is working in the field of horticulture, landscape, and agriculture. Its main goal is to develop knowledge about the interaction between man and environment, the working conditions of the green sector and the biology of the senses.

Alnarp is situated in the municipality of Lomma which is part of the regions Skåne and Oresund. Its location offers a multitude of interactions with other universities both concerning education and research.

For more information, check [www.slu.se](http://www.slu.se).

#### ***Region of Skåne***

Skåne is located at the southernmost tip of Sweden with Denmark, Germany, Poland and the Baltic States as neighbours across the sea. It is part of the transnational Oresund region and the historical region Skåneland (Terra Scaniae or Scania land).

Skåne is around 130 km long from north to south and covers less than 3% of Sweden's territory. Approximately 1 200 000 people or 13% of Sweden's total population lives here. The region is famous for its nature, long beaches, open landscape as well as forests and rocks. The eastern part of Skåne (called Österlen) is known for its many painters and a fantastic nature. Kullen, in western Skåne, is a nature reserve with lots of great sights and walking paths. The trade and industry in Skåne is concentrated in the sectors of life science, food technology, information and communication technology, logistics and film.

For more information, please see the map at the end of this document and the website: [www.skane.se](http://www.skane.se).

### ***The town of Malmö***

Malmö is situated in Skåne and is the third biggest city in Sweden. Here live around 270 000 people who speak 100 languages and belong to more than 160 different nationalities.

Malmö is a former industrial city that has become an international city of knowledge. Its strongest sectors today are logistics, retail and wholesale trade, construction and property. There are also a number of well-known companies within biotechnology and medical technology, environmental technology, IT and digital media.

Among Malmö's key points of interest are:

- Turning Torso – situated in the Western Harbour. With its 190 metres it is the tallest building in Sweden. It was designed by the Spanish architect Santiago Calatrava;
- The Western Harbour – Malmö's new city district with modern architecture, lovely beaches, green spaces and a fabulous view over Oresund Bridge. The buildings are designed by several internationally known architects like Gert Wingårdh, Ralph Erskine and Mario Campi;
- The Stortorget (Big Square) – with the statue of King Karl X Gustav, who took Skåne from the Danes after the Roskilde Treaty of 1658. Stortorget was built in 1536 and was the largest city square in Northern Europe for a very long time;
- Kockska huset – situated on the Stortorget. This red bricks house is one of the best preserved 16th century buildings in Malmö;
- St Peter's Church – the oldest building in Malmö, dating from the early 14th century. The church was built in "Baltic Brick Gothic" and is very similar to St Mary's Church in Lübeck. The medieval paintings that covered the church vault were whitewashed during the Reformation in the 16th century, but the original paintings in the Tradesmen's Chapel were successfully uncovered during a restoration in the early 20th century;
- Lilla Torg (Little Square) – Malmö's most charming square and one of the most popular meeting places in the city. It was built in 1592 as a market square;

- Kungsparken and Slottsparken (Royal park and Castle's park) – Malmö's oldest public park that was opened in 1872 by King Oscar II. It was designed as an English park and has many exotic trees. The restaurant pavilion from 1912 is now a casino. Slottsparken is from the late 19th century. The Pegasus statue in Slottsparken is a work of Carl Milles.

For more information, check the websites: [www.malmo.se](http://www.malmo.se) or [www.malmo.com](http://www.malmo.com).

### ***The Municipality of Lomma***

The municipality of Lomma is situated in the west of Skåne on the coast of Öresund. In January 2008 its population was about 20 000 inhabitants. The district of Lomma possesses unique prerequisites for a high quality of life. It has been awarded numerous times, for example for having best living conditions and schooling.

The venue of the conference, Swedish University of Agricultural Sciences-Alnarp, is located in Alnarp which is part of the municipality of Lomma.

For more information, check [www.lomma.se](http://www.lomma.se).

### ***The Federation of Swedish Farmers***

The Federation of Swedish Farmers (LRF) is Sweden's only interest and business organisation representing those who own or work farm and forest land, and their jointly owned companies in the Swedish agricultural co-operative movement.

For more information, check [www.lrf.se](http://www.lrf.se).

### ***The Swedish Environmental Protection Agency***

The Swedish Environmental Protection Agency is the national agency for environmental protection and nature conservation as well as outdoor recreation and hunting issues. Its key tasks are to present proposals for environmental policy and legislation to the Swedish Government and ensure that environmental policy decisions are implemented.

For more information, check [www.naturvardsverket.se](http://www.naturvardsverket.se).

### ***Swedish Road Administration***

The Swedish Road Administration is the national authority assigned the overall responsibility for the entire road transport system. Its task is to co-operate with others in development of an efficient road transport system in the direction stipulated by the Swedish Government and Parliament. The administration has been commissioned to create a safe, environmentally sound and gender-equal road transport system that contributes to regional development and offers individuals and business community easy accessibility and high transport quality.

For more information, check [www.vv.se](http://www.vv.se).

### ***National Board of Housing, Building and Planning***

The National Board of Housing, Building and Planning is the central government authority for town and country planning, management of land and water resources, building and housing. It monitors the function of the legislative system under the Planning and Building Act and related legislation and proposes regulatory changes if necessary. The Board also provides information to those engaged in spatial planning, housing, construction and building inspection activities.

For more information, check [www.boverket.se](http://www.boverket.se).

### ***Swedish Board of Agriculture***

The Swedish Board of Agriculture is the expert authority in the field of agricultural and food policy, as well as the authority responsible for the sectors agriculture and horticulture. Its responsibility therefore includes monitoring, analysing and reporting to the Swedish government on developments in these areas, and implementing policy decisions within its designated field of activities. One major task is the administration of the Common Agricultural Policy (CAP) of the European Union. The Board shall also strive to promote rural development.

For more information, check [www.sjv.se](http://www.sjv.se).

### ***Environmental Objectives Council***

The Environmental Objectives Council was established to promote consultation and cooperation in implementing the environmental quality objectives adopted by the Swedish Parliament. It consists of representatives of central government agencies, county administrative boards, local authorities, non-governmental organisations and business sector. The Council is served by a Secretariat based at the Swedish Environmental Protection Agency.

For more information, check [www.miljomal.nu](http://www.miljomal.nu).

### ***Swedish Forest Agency***

The Swedish Forest Agency is the expert authority on forests and forest policy. Its mission is to work for a sustainable utilisation of the Swedish forests, in accordance with the guidelines given by the Parliament and the Government.

For more information, consult [www.skogsstyrelsen.se](http://www.skogsstyrelsen.se).

### ***Participants***

The Meeting of the Workshops is addressed to government officials, representatives of local and regional authorities, universities, professionals, governmental and non-governmental organisations working on landscape and sustainable spatial development. The number of participants is limited to 300. The working languages are English and French.

The organisers would like to ask all participants and speakers for their co-operation during the whole meeting in order to ensure that everything runs promptly at the scheduled time.

### **Side events**

- Visit to the landscape's laboratory, park and experimental garden of the Swedish University of Agricultural Sciences;
- “*Food and landscape*” – meals and nourishing traditions from Skåne.
- “*Maximum Impact*” – future scenario experiments;
- Exhibit space during the whole meeting at the Swedish University of Agricultural Sciences – poster presentations, book tables, etc. *For exhibit space, please contact Mrs Nataliya HULUSJÖ, E-mail: nataliya.hulusjo@raa.se*

### **Organisation – contacts**

#### **Council of Europe**

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**THURSDAY 8 OCTOBER 2009**

**8.00 – 9.00**            **REGISTRATION OF THE PARTICIPANTS**

**9.00 – 10.20**        **OPENING SESSION**

**9.00 – 9.50**            **WELCOME SPEECHES**

**Mrs Lena ADELSON LILJEROTH**, Minister for Culture of Sweden

**Mrs Maguelonne DEJEANT-PONS**, Executive Secretary of the European Landscape Convention, Head of the Cultural Heritage, Landscape and Spatial Planning Division of the Council of Europe,

**Mrs Carina OHLSSON**, Chair of the Sub-Committee on Sustainable Development of the Parliamentary Assembly of the Council of Europe

**Mrs Inger LINGE**, Vice-Chair of the Committee on Sustainable Development of the Congress of Local and Regional Authorities of the Council of Europe

**Mr Jean-François SEGUIN**, President of the Council of Europe Conference on the European Landscape Convention

**Mrs Lena ANDERSSON-EKLUND**, Deputy Vice-Chancellor, Swedish University of Agricultural Science

**Mr Thomas LANTZ**, Vice President of the Regional Assembly, Region Skåne

**Mrs Inger LILIEQUIST**, Director General of Swedish National Heritage Board

**9.50 – 10.20**        **KEYNOTE PRESENTATION OF THE MEETING**

The European Landscape Convention: A Close View from a Distance

**Mrs Shelley EGOZ**, Senior Lecturer, School of Landscape Architecture, Lincoln University, New Zealand

**10.20 – 10.50**        **COFFEE BREAK**

**Workshop 1**

**CLIMATE CHANGE AND THE NEW ENERGY PARADIGM OF EUROPE**

**10.50 – 13.10 hours**



Picture: Leif Gren

**Chairs**

**Mrs Anna-Mary FOLTYN**, The Swedish National Board of Housing, Building and Planning

**Mrs Maria José FESTAS**, Deputy President of the Council of Europe Conference on the European Landscape Convention

***OPENING PRESENTATION OF THE SESSION***

**10.50 – 11.10**

Climate change and landscape

**Mr Markus ERHARD**, Project Manager Environmental Accounting, European Environmental Agency

***PRESENTATIONS***

**11.10 – 11.30**

Anticipating landscape policy; driving forces

**Mr Bas PEDROLI**, Director of UNISCAPE, Alterra, Wageningen UR, The Netherlands

**11.30 – 11.50**

Climate change – Politics beyond time and space

**Mr Erik WESTHOLM**, Professor, Swedish Institute for Futures Studies

**11.50 – 12.10**

Conserving our climate, renewing our landscapes? The emerging research agenda of renewable energy in the European landscape

**Mr Dan VANDERHORST**, Researcher, University of Birmingham

**12.10 – 12.30**

From industrial area to solar city

**Mr Heinz-Peter SCHMITZ-BORCHERT**, Science Park Gelsenkirchen, Germany

**12.30 – 13.10**

***DISCUSSION***

**Moderators**

**Mr Søren RASMUSSEN**, Representative of Denmark for the European Landscape Convention

**Mrs Alexandra KRUSE**, Bureau for Landscape and Services, Germany

with the participation of:

- Members of the CDPATEP and of the Council of Europe Conference on the European Landscape Convention
- National Representatives of Ministries
- Regional and Local Representatives
- Representatives of the NGOs, Networks and Training institutions
- Swedish and international Experts

***END OF THE SESSION***

**13.10 – 15.00**

***LUNCH*** at the Swedish University of Agricultural Sciences

**Host Mr Thomas LANTZ**, Vice President of the Regional Assembly, Region Skåne

**Workshop 2**  
**THE GLOBALSCAPE**  
**15.00 – 18.00 hours**



Picture: Rikard Sohlenius

**Chairs**

**Mrs Danica PAVLOVSKA**,  
Representatives of “the Former Yugoslav  
Republic of Macedonia” to the European  
Landscape Convention

**Mr Tapio HEIKKILA**, Representative  
of Finland for the European Landscape  
Convention

***OPENING PRESENTATION  
OF THE SESSION***

**15.00 – 15.20**

Landscape, identities and development

**Mr Zoran ROCA**, University Lusófona  
de Humanidades e Tecnologias of Lisbon,  
Portugal

***PRESENTATIONS***

**15.20 – 15.40**

The world system and the earth system

**Mr Alf HORNBERG**, Professor,  
Department for Human Ecology,  
University of Lund

**15.40 – 16.00**

Managing rapid changes

**Mr Dong WEI**, Vice Dean of Southeast  
University’s Department of Architecture in  
Nanjing, China

**16.00 – 16.30**

***COFFEE BREAK***

**16.30 – 17.00**

Conclusions from the Seminar  
“Reassessing landscape drivers and the  
globalist environmental Agenda”

**Mr Kenneth OLWIG**, Professor, Depart-  
ment of Landscape Architecture, Planning  
and Heritage, SLU Alnarp, coordinator of  
Nordic Landscape Research Network

**Mr Peter HOWARD**, Professor,  
Bournemouth University and official for  
Landscape Research Group

**17.00 – 17.20**

Starlight Initiative and skylscapes

**Mr Cipriano MARIN**, Coordinator of the Starlight Initiative

**17.20 – 18.00**

**DISCUSSION**

**Moderators**

**Mr Peter STALAND**, Head of Forest Policy Unit, Federation of Swedish Farmers

**Mr Vyacheslav OLESCHENKO**, Member of the Koretsky Institute of State and Law, National Academy of Science of Ukraine

with the participation of:

- Members of the CDPATEP and of the Council of Europe Conference on the European Landscape Convention
- National Representatives of Ministries
- Regional and Local Representatives
- Representatives of the NGOs, Networks and Training institutions
- Swedish and international Experts

**END OF THE SESSION**



**CÉRÉMONIE DE REMISE DU PRIX DU PAYSAGE  
DU CONSEIL DE L'EUROPE**

*Présentation du prix par le représentant du Secrétaire Général  
du Conseil de l'Europe*

**CEREMONY OF THE LANDSCAPE AWARD  
OF THE COUNCIL OF EUROPE**

*on the occasion of the official dinner*

*Presentation of the Award by the Representative of the Secretary General  
of the Council of Europe*

**Landscape Award of the Council of Europe 2009**

Parc de la Deûle, Lille-Métropole, France

**Special Mention of the Landscape Award of the Council of Europe 2009**

Parc de Christina Enea, San Sebastian, Spain

**20.00 – 23.00**      **OFFICIAL DINNER** at the restaurant “Glasklart”, Dockplatsen 1, Malmö  
**Toast by Mrs Pia KINHULT**, Deputy Governor, Region Skåne

**FRIDAY 9 OCTOBER 2009**

**Workshop 3**  
**SOCIAL TRANSFORMATIONS**  
**9.00 – 12.10 hours**



Picture: Bengt A. Lundberg

**Chairs**      **Mrs Mireille DECONINCK**,  
Representative of Belgium for the European  
Landscape Convention

**Mr Faig SADIGOV**, Ministry of Ecology  
and Natural Resources, Republic of  
Azerbaijan

**9.00 – 9.20**      **OPENING PRESENTATION**  
**OF THE SESSION**

Landscapes of cities

**Mrs Marta FAJARDO**, Former Chair of  
the International Federation of Landscape  
Architects (IFLA)

**PRESENTATIONS**

**9.20 – 9.40**      The heritage of landscape – driving force or  
counterforce?

**Mr Michael JONES**, Professor,  
Department of Geography, Norwegian  
University of Science and Technology

**9.40 – 10.00**      Tourism, leisure and landscape

**Mr Nick HAZENDONK**, Representative of  
the Netherlands to the European Landscape  
Convention, Ministry of Agriculture, Nature  
and Food Quality

**10.00 – 10.30**      **COFFEE BREAK**

**10.30 – 10.50**      Evolution of rural world and landscape

**Mr Hannes PALANG**, Professor of human  
geography at Tallinn University, Estonia

- 10.50 – 11.10**      Infrascapes – traffic and transports as drivers of landscape change  
**Mr Bosse BERGMAN**, Researcher at the Swedish Royal Institute of Technology
- 11.10 – 11.30**      A sustainable landscape development – Landscape in Norwegian municipality planning  
**Mrs Kari OLRICH SØREBO**, Special advisor MNLA, Hordaland County Council
- 11.30 – 12.10**      **DISCUSSION**
- Moderators**      **Mrs Lionella SCASSOZI**, Professor at the University of Milano  
**Mr Yves LUGINBÜHL**, Professor at the University of Paris  
*with the participation of:*
- Members of the CDPATEP and of the Council of Europe Conference on the European Landscape Convention
  - National Representatives of Ministries
  - Regional and Local Representatives
  - Representatives of the NGOs, Networks and Training institutions
  - Swedish and international Experts
- END OF THE SESSION**
- 12.10 – 12.30**      **PRESENTATION** of the Municipality of Lomma
- 12.30 – 14.00**      **LUNCH** at the Swedish University of Agricultural Sciences  
**Host Mr Anders BERNGARN**, Chair of the Executive Committee, Municipality of Lomma

**Workshop 4**

**LANDSCAPE, PRODUCTION SYSTEMS AND CONSUMPTION PATTERNS**

**14.00 – 16.20 hours**



Picture: Jan Norrman

**Chairs**

**Mrs Jasminka CVEJIC**, Representatives of Serbia for the European Landscape Convention

**Mr Audun MOFLAG**, Representative of Norway to the European Landscape Convention

***OPENING PRESENTATION OF THE SESSION***

**14.00 – 14.20**

Landscape economics

**Mr Walid OUESLATI** and **Mr Julien SALANIE**, European Consortium on Landscape Economics

***PRESENTATIONS***

**14.20 – 14.40**

Past practices and future energy – Biofuel, traditions and biological diversity

**Mr Jan Olof HELLDIN**, Researcher, Swedish Biodiversity Centre

**14.40 – 15.00**

Quality of landscape and sustainable development: a case study

**Mrs Erminia SCIACCHITANO** and **Mrs Alessandra FASSIO**, Ministry for Culture Heritage and activities, Representatives of Italy for the European Landscape Convention

**15.00 – 15.20**

Project Vital landscapes in Central Europe

**Mr Burkhardt KOLBMULLER**, Director of the SALVE.consult Office for European Projects

**15.20 – 15.50**

***DISCUSSION***

**Moderators**

**Mrs Pavlina MISIKOVA**, Ministry of the Environment, Slovak Republic

**Mr Florencio ZOIDO**, Director of the Center for Landscape and Territory of Andalucía, Spain

with the participation of:

- Members of the CDPATEP and of the Council of Europe Conference on the European Landscape Convention
- National Representatives of Ministries
- Regional and Local Representatives
- Representatives of the NGOs, Networks and Training institutions
- Swedish and international Experts

**END OF THE SESSION**

**15.50 – 16.20**

**COFFEE BREAK**

**16.20 – 18.30**

**CLOSING SESSION**

**Chairs**

**Mr Enrico BUERGI**, Former Chair of the Council of Europe Conference on the European Landscape Convention

**Mr Mohammed ALAOUI BELRHITI**, General Consul of the Kingdom of Morocco

**Moderators**

**Mr Hugh LLEWELYN**, Director, Department for Environment, Food and Rural Affairs, United Kingdom

**Mr Richard STILES**, Coordinator of the Landscape Network LE:NOTRE

**16.20 – 17.30**

**ROUND TABLES**

*Facing the driving forces of landscape change: What is the role of the European landscape convention? (discussion led by moderators)*

**Mrs Ruzan ALAVERDYAN**, Deputy Minister of Urban Development, Republic of Armenia

**Mr Félix BENITO MARTIN**, Professor of Urbanism, High School of Art and Architecture of the European University of Madrid, Spain

**Mrs Anne-Marie CHAVANON**, Chair of the Sustainable Territorial Development Committee of the Conference of INGOs of the Council of Europe

**Mr Jeroen DE VRIES**, President of the European Council of Landscape Architecture Schools (ECLAS)

**Mr Abdelouahab IDELHADJ**, Professor at the University Abdelmalek Essaadi, Rural Tourism and Cultural Heritage, Responsible of the Club Heritage, Development, Citizenship, Sustainable Development, Tanger-Tétouan, Morocco

**Mr Gabor KISS**, Representative of Hungary for the European Landscape Convention, Ministry of Environment and Water

**Mrs Diane MENZIES**, President of the International Federation of Landscape Architects (IFLA)

**Mrs Kathryn MOORE**, Representative of the European Foundation of Landscape Architecture (EFLA)

**Mrs Gloria PUNGETTI**, Cambridge Center for Landscape and People

**Mr Björn RISINGER**, Deputy Governor, County Administrative Board of Skåne

**Mr Kees VERBOGT**, Representative of the Netherlands for the European Landscape Convention, Ministry of Agriculture Nature and Food Quality

**17.30 – 18.00**

***GENERAL CONCLUSIONS OF THE WORKSHOPS***

**Mr Ingrid SARLOV-HERLIN**, European Council of Landscape Architecture Schools (ECLAS)

**Mr Graham FAIRCLOUGH**, European Association of Archaeologists (EEA)

*With the co-operation of the chairs from each session*

**18.00 – 18.30**

***CLOSING SPEECHES***

**Mr Valeriy SUDARENKOV**, Member of the Committee on the Environment, Agriculture and Local and Regional Affairs of the Parliamentary Assembly of the Council of Europe

**Mr Jean-François SEGUIN**, President of the Council of Europe Conference on the European Landscape Convention

**Mrs Anita BERGENSTRÄHLE-LIND**, Member of the Steering Committee for Cultural Heritage and Landscape (CDPATEP) of the Council of Europe and Deputy Head of Department for Sustainable Management, Swedish National Heritage Board

**18.30 – 23.00**

***OFFICIAL DINNER*** at Rådhuset, Stortorget, Malmö

**Toast by Mr Kent ANDERSSON**, Municipal Councillor, the City of Malmö

## **SATURDAY 10 OCTOBER 2009**

### ***STUDY VISIT***

#### **Alternative A. One day bus tour**

Theme: “*Challenges of the trans-frontier cityscape (Sweden – Denmark)*”

Programme: Urban development and landscape transformation – Tour in the urban zone of south-western Skåne and the eastern most part of Denmark connected by the Öresund Bridge. Key places of interest: Malmö, Limhamn, the Öresund Bridge, waterbased wind power and Vestamager. The tour ends at Kastrup, the airport of Copenhagen but there will be an opportunity for participants to go back to Malmö

#### **Alternative B. One day bus tour**

Theme: “*The new countryside (Sweden)*”

Programme: Driving forces in the rural landscape – Tour through the region of Skåne with focus on food and landscape, matters of climate change and the new rurality of an expansive region. The tour ends at Stortorget in Malmö.

#### **Alternative C. Half a day bus tour**

Theme: “*Global driving forces in a local context*”

Programme: Local cityscapes and global climate goals, new energy paradigm and social transformations in Europe – Tour within the city of Malmö. Key places of interest: Västra hamnen, Möllevångstorget, etc.

La Réunion des Ateliers est organisée par le Conseil de l'Europe, Division du patrimoine culturel, du paysage et de l'aménagement du territoire, Direction de la culture et du patrimoine naturel et culturel, en coopération avec la Direction nationale suédoise du patrimoine et en partenariat avec la Région Skåne, la Ville de Malmö, la Municipalité de Lomma, l'Agence suédoise de protection de l'environnement, l'Université suédoise des Sciences agricoles, le Conseil des Objectifs environnementaux, la Fédération des agriculteurs suédois, l'Administration suédoise des routes, l'Office national de l'habitat, de la construction et de l'aménagement, l'Office suédois de l'Agriculture et l'Agence suédoise des Forêts.

### *Introduction*

Adoptée à Florence (Italie) le 20 octobre 2000 et entrée en vigueur le 1<sup>er</sup> mars 2004, la Convention européenne du paysage a pour objet de promouvoir la protection, la gestion et l'aménagement des paysages européens et de favoriser la coopération européenne dans ce domaine. La Convention est le premier traité international exclusivement consacré à l'ensemble des dimensions du paysage européen. Elle s'applique à tout le territoire des Parties et porte sur les espaces naturels, ruraux, urbains et périurbains. Elle concerne donc de la même façon les paysages pouvant être considérés comme remarquables, que les paysages du quotidien et les paysages dégradés.

La Convention représente une importante contribution à la mise en œuvre des objectifs du Conseil de l'Europe, qui sont de promouvoir la démocratie, les droits de l'homme, la prééminence du droit ainsi que de rechercher des solutions communes aux grands problèmes de société de l'Europe. En prenant en compte les valeurs paysagères, naturelles et culturelles du territoire, le Conseil de l'Europe cherche à préserver la qualité de vie et le bien-être pour tous.

Au 1<sup>er</sup> octobre 2009, 30 Etats membres du Conseil de l'Europe ont ratifié la Convention : Arménie, Belgique, Bulgarie, Croatie, Chypre, République tchèque, Danemark, Finlande, France, Hongrie, Irlande, Italie, Lettonie, Lituanie, Luxembourg, Moldova, Monténégro, Pays-Bas, Norvège, Pologne, Portugal, Roumanie, Saint-Marin, République slovaque, Slovénie, Espagne, «l'Ex République Yougoslave de Macédoine», Turquie, Ukraine, Royaume-Uni. Six Etats l'ont également signée, mais pas encore ratifiée : Azerbaïdjan, Grèce, Malte, Serbie, Suède et Suisse.

Organisées périodiquement depuis 2002 par le Conseil de l'Europe, les Réunions des Ateliers pour la mise en œuvre de la Convention européenne du paysage ont pour objet d'approfondir la mise en œuvre de la Convention. Les expériences réalisées par l'Etat qui accueille la réunion sont tout spécialement présentées. Véritable forum d'échange de pratiques et d'idées, ces réunions permettent de présenter de nouveaux concepts et réalisations en application de la Convention. Les actes de ces ateliers sont régulièrement publiés dans la Série du Conseil de l'Europe « *Aménagement du*

*territoire et paysage* ». Les réunions des Ateliers du Conseil de l'Europe pour la mise en œuvre de la Convention européenne du paysage qui suivent ont été organisées :

- 23-24 mai 2002, Strasbourg : « *Politiques du paysage : contribution au bien-être des citoyens européens et au développement durable (approches sociale, économique, culturelle et écologique) ; Identification, qualification du paysage et objectifs de qualité paysagère, en tirant parti des ressources culturelles et naturelles ; Sensibilisation, éducation et formation; Instruments novateurs en vue de la protection, de la gestion et de l'aménagement du paysage* »;
- 27 et 28 novembre 2003, Strasbourg : « *L'intégration du paysage dans les politiques et programmes internationaux et les paysages transfrontaliers ; Paysage et le bien-être individuel et social ; Paysage et l'aménagement du territoire* » ;
- 16-17 juin 2005, Cork (Irlande) : « *Des paysages pour les villes, les banlieues et les espaces périurbains* » ;
- 11 et 12 mai 2006, Slovénie (Ljubljana) : « *Paysage et société* » ;
- 28-29 septembre 2006, Gironne (Espagne) : « *Les objectifs de qualité paysagère, de la théorie à la pratique* » ;
- 20-21 septembre 2007, Sibiu (Roumanie) : « *Paysage et patrimoine rural* » ;
- 24-25 avril 2008, Piestany (République slovaque), « *Le paysage dans les politiques de planification et la gouvernance : vers un aménagement intégré du territoire* » ;
- 8-9 octobre 2009, Malmö (Suède), « *Paysage et forces déterminantes* ».

### **Organisateurs**

Le Conseil de l'Europe ([www.coe.int/conventioneuropennedupaysage](http://www.coe.int/conventioneuropennedupaysage)) souhaite remercier la Direction nationale suédoise du patrimoine ([www.raa.se](http://www.raa.se)) et les organisateurs suivants pour leur coopération et leur soutien en accueillant les Ateliers et les événements qui y sont liés : Région de Skåne ([www.skane.se](http://www.skane.se)), Ville de Malmö ([www.malmo.se](http://www.malmo.se)), Municipalité de Lomma ([www.lomma.se](http://www.lomma.se)), Université suédoise des Sciences agricoles ([www.slu.se](http://www.slu.se)), la Fédération des fermiers de la Suède ([www.lrf.se](http://www.lrf.se)), l'Agence suédoise de la protection de l'environnement ([www.naturvardsverket.se](http://www.naturvardsverket.se)), l'Administration suédoise des routes ([www.vv.se](http://www.vv.se)), le Conseil national de l'habitat, de la construction et de la planification ([www.boverket.se](http://www.boverket.se)), la Direction suédoise de l'agriculture ([www.sjv.se](http://www.sjv.se)), le Conseil des objectifs environnementaux ([www.miljomal.nu](http://www.miljomal.nu)), l'Agence suédoise des forêts ([www.skogsstyrelsen.se](http://www.skogsstyrelsen.se)). Le Conseil de l'Europe remercie également l'Office fédéral de l'environnement, de la forêt et du paysage de la Suisse pour son soutien.

### **L'objet de la réunion des Ateliers**

Afin d'établir des politiques solides et orientées vers le long terme, des stratégies et des mesures effectives en faveur de la gouvernance du paysage, il apparaît nécessaire

d'explorer et de comprendre les forces qui sous-tendent les transformations du paysage. Ces questions sont hautement importantes pour la mise en œuvre de l'ensemble de la Convention européenne du paysage et de ses articles 5d and 6A et 6C (section 1a i, ii), en particulier.

*Article 5d: « Chaque Partie s'engage à intégrer le paysage dans les politiques d'aménagement du territoire, d'urbanisme et dans les politiques culturelle, environnementale, agricole, sociale et économique, ainsi que dans les autres politiques pouvant avoir un effet direct ou indirect sur le paysage ». ;*

*Article 6: « Chaque Partie s'engage à accroître la sensibilisation de la société civile, des organisations privées et des autorités publiques à la valeur des paysages, à leur rôle et à leur transformation ». «En mobilisant les acteurs concernés conformément à l'article 5.c et en vue d'une meilleure connaissance de ses paysages, chaque Partie s'engage : à identifier ses propres paysages, sur l'ensemble de son territoire ; à analyser leurs caractéristiques ainsi que les dynamiques et les pressions qui les modifient » ;*

Le thème choisi pour cette Réunion, « *Paysage et forces déterminantes* », fournit un cadre de discussion en commun pour traiter des développements en cours concernant les changements climatiques, la mondialisation des espaces, les transformations sociales, les modifications des systèmes de production, les modes de consommation ainsi que leur signification et impact sur le paysage dans un contexte international. Il convient ainsi de traiter des transformations du paysage et de définir des politiques et mesures adéquates. La structure de la réunion a pour objet de combiner et d'échanger des informations sur les avancées, perspectives et pratiques ainsi que sur les approches théoriques pour l'Europe, aux niveaux national, régional et local.

La Réunion mettra l'accent sur une série de questions d'actualité auxquelles l'Europe devra faire face dans les prochaines décades afin de lier ces questions à la gouvernance des paysages. Cela concerne des sujets posant des défis tels que celui de l'introduction de nouveaux systèmes d'énergie, les transformations démographiques et l'augmentation des cours mondiaux pour l'alimentation, la terre et les matières premières. Un autre thème de discussion porte sur la réconciliation des valeurs écologiques et de la qualité des normes avec le développement d'un libre marché.

La Réunion fournira une opportunité de partager les expériences en examinant à la fois les bonnes et mauvaises pratiques dans une approche intégrée fondée sur la gouvernance. Elle permettra de consolider l'agenda du paysage auprès des acteurs clés et parties prenantes impliquées dans la protection, gestion et aménagement du paysage. Les Ateliers constitueront également une opportunité de présenter les pratiques et approches suédoises à des spécialistes du paysage au niveau international ainsi que d'encourager le public national suédois à un débat public sur l'impact des « forces déterminantes » sur les paysages suédois.

Toutes les informations nécessaires sur la Réunion, les hôtels, le transport vers et à partir des ateliers, les visites d'études, etc. peuvent se trouver sur [www.raa.se/landscapeanddrivingforces](http://www.raa.se/landscapeanddrivingforces).

### *Lieu*

La Réunion des Ateliers se tiendra à l'Université suédoise des Sciences agricoles qui est située à 10 km de Malmö, la capitale de la Région de Skåne en Suède.

Nous recommandons aux participants de loger dans les hôtels à Malmö. Un transport de et vers le lieu de la réunion sera fourni par les organisateurs – le lieu de rencontre pour les bus allant à la Réunion est la grande place (Stortorget) à Malmö.

### *Informations sur la Direction nationale suédoise du patrimoine et les partenaires*

#### *Direction nationale suédoise du patrimoine*

La Direction nationale suédoise du patrimoine est l'agence du Gouvernement suédois responsable des questions relatives à l'environnement patrimonial et historique. Il a pour mission de jouer un rôle proactif, un rôle de coordination en faveur de la promotion du patrimoine et d'assurer que l'environnement historique est préservé de la meilleure manière possible.

L'une des principales tâches de la Direction nationale suédoise du patrimoine est de renforcer la valeur accordée au patrimoine comme une force dans l'évolution d'une société démocratique et durable. Au cœur de cette question, il y a la prise en compte du fait que le patrimoine est accessible, utile et vital pour les personnes en tous lieux. Le Conseil travaille de près avec les agences nationales et les organisations, ainsi que, ainsi qu'avec des conseils administratifs des comtés, les musées régionaux et autres groupes locaux. Un effort joint permet de rassembler et de disséminer l'information sur le patrimoine et l'environnement historique, le développement de nouvelles méthodes de travail, et l'identification de méthodes innovatrices d'explorer le lien entre les êtres humains, leur environnement et la société dans son ensemble.

Pour plus d'information, consulter [www.raa.se](http://www.raa.se).

#### *Université suédoise des Sciences agricoles*

L'Université suédoise des Sciences agricoles a la responsabilité du développement de la connaissance et de l'expertise dans les espaces concernés par les ressources biologiques et les productions biologiques. L'Université suédoise des Sciences agricoles a la responsabilité pour le développement de la connaissance et de l'expertise dans des zones concernant les ressources biologiques et les productions biologiques. Il existe quatre facultés : la Faculté de la planification du paysage, de l'horticulture et des Sciences agricoles, la Faculté des ressources naturelles et des Sciences agricoles, la

Faculté de médecine vétérinaire et des sciences des animaux et la Faculté des sciences forestières. Les principaux campus sont situés à Alnarp, Skara, Ultuna et Umeå.

La Faculté d'Alnarp travaille dans le domaine de l'horticulture, du paysage, et de l'agriculture. Son principal objectif est de développer le savoir concernant interaction entre l'homme et son environnement, les conditions de travail dans le « secteur vert » et la biologie.

Alnarp est située dans la municipalité de Lomma qui fait partie des régions de Skåne et d'Oresund. Sa localisation offre une multitude d'interactions avec d'autres universités concernant à la fois l'éducation et la recherche.

Pour plus d'information, consulter [www.slu.se](http://www.slu.se).

### ***Région de Skåne***

La région de Skåne est située au sud de la Suède, à proximité du Danemark, de l'Allemagne et de la Pologne et des Etats de la Baltique, autour de la mer. Elle est partie de la région transnationale Oresund et de la région historique Skåneland (*Terra Scaniae* ou *Scania land*).

La région de Skåne s'étend sur près de 130 km du nord au sud et couvre moins de 3 % du territoire suédois. Approximativement, 1 200 000 personnes ou 13 % de la population totale de la Suède y vit. La région est réputée pour sa nature, de longues plages, un paysage ouvert avec des forêts et des rochers. La partie est de la région de Skåne (appelée Österlen) est connue pour ses nombreux peintres et sa nature fantastique. Kullen, dans la partie ouest de la région Skåne, est une réserve naturelles avec de belles vues panoramiques et des chemins de randonnée. Le commerce et l'industrie de la Région de Skåne est concentrée dans les secteurs des sciences de la vie, de la technologie de l'alimentation, de l'information et des technologie des communications, de la logistique et des films.

Pour plus d'information, voir la carte à la fin de ce document et sur le site Internet : [www.skane.se](http://www.skane.se).

### ***La ville de Malmö***

Malmö est située dans la région de Skåne et est la troisième plus grande ville en Suède. Y vivent près de 270 000 personnes parlant 100 langues et appartenant à plus de 160 nationalités différentes.

Malmö est une ancienne cité industrielle qui est devenue une ville internationale de la connaissance. Ses secteurs les plus importants sont aujourd'hui la logistique, le commerce de détail et en gros, la construction et la propriété. Elle compte également un nombre important d'entreprises connues, dans le domaine de la biotechnologie

et de la technologie médicale, de l'environnement technologique, des techniques de l'information et des médias digitales.

Parmi les points d'intérêt de Malmö, il est possible de citer :

- Turning Torso – située dans la partie de l'ouest du Port. Avec ses 190 mètres il est le plus grand immeuble de la Suède. Il a été réalisé par l'architecte espagnol Santiago Calatrava ;
- La partie est du Port – le nouveau district de la ville de Malmö avec son architecture moderne, de belles plages, des espaces verts et une fabuleuse vue sur le Pont Öresund. Les immeubles ont été conçus par de nombreux architectes de renom comme Gert Wingårdh, Ralph Erskine et Mario Campi ;
- Le Stortorget (Grande place) – avec la statue du Roi Karl X Gustav, qui a pris la Région de Skåne au danois à la suite du Traité de Roskilde de 1658. Stortorget a été construite en 1536 et a été la plus grande place de l'Europe du Nord pendant une longue période ;
- Kockska huset – située sur le Stortorget. Cette maison de brique rouge est un des bâtiments du 16<sup>e</sup> siècle de Malmö les mieux préservés ;
- L'église St Peter – le monument le plus ancien de Malmö, datant du début du 14<sup>e</sup> siècle. L'église a été construite en « Briques rouges gothiques » et est très semblable à l'église de St. Mary à Lübeck. Les peintures médiévales qui couvrent la voûte de l'église ont été recouvertes de blanc au temps de la Réforme au 16<sup>e</sup> siècle, mais les peintures originales dans la chapelle Tradesmen n'ont très heureusement pas été recouvertes à l'occasion d'une restauration réalisée au début du 20<sup>e</sup> siècle ;
- Lilla Torg (Petite place) – la plus charmante place de Malmö et l'un des plus populaires lieux de réunion de la ville. Il a été construit en 1592 en tant que place du marché ;
- Kungsparken et Slottsparken (le Parc Royal et le Parc du château) – le plus ancien parc public de Malmö qui a été inauguré en 1872 par le Roi Oscar II. Il a été désigné comme Parc anglais et compte de nombreuses espèces exotiques. Le pavillon du restaurant, qui date de 1912, est à présent un casino. Slottsparken date de la fin du 19<sup>e</sup> siècle. La statue Pegasus à Slottsparken est une œuvre de Carl Milles.

Pour plus d'information, consulter les sites Internet : [www.malmo.se](http://www.malmo.se) ou [www.malmo.com](http://www.malmo.com).

### ***La municipalité de Lomma***

The municipalité de Lomma est située à l'est de la Région de Skåne, sur la côte de Öresund. En janvier 2008, sa population était d'environ 20 000 habitants. Le district de Lomma possède des éléments uniques en faveur d'une bonne qualité de vie. Elle a été primée de nombreuses fois, par exemple pour avoir les meilleures conditions de vie et de scolarité.

Le lieu de la Réunion des Ateliers, l'Université suédoise des Sciences agricoles-Alnarp, est située à Alnarp qui fait partie de la municipalité de Lomma.

Pour plus d'information, consulter [www.lomma.se](http://www.lomma.se).

### ***La Fédération suédoise des fermiers***

La Fédération suédoise des fermiers (LRF) est la seule organisation de Suède représentant les intérêts et l'organisation des propriétaires agricoles et travailleurs de fermes et de forêts ainsi que leurs regroupement en entreprises dans des mouvements de coopératives agricoles suédoises.

Pour plus d'information, consulter [www.lrf.se](http://www.lrf.se).

### ***La Direction suédoise de la protection de l'environnement***

L'Agence suédoise de la protection de l'environnement est une agence nationale pour la protection de l'environnement et de la conservation de la nature, également compétente en ce qui concerne les activités de loisir et de chasse. Ses tâches principales consistent à présenter des propositions pour les politiques environnementales et la législation au Gouvernement suédois ainsi qu'à veiller à ce que les décisions des politiques environnementales soient mises en œuvre.

Pour plus d'information, consulter [www.naturvardsverket.se](http://www.naturvardsverket.se).

### ***L'Administration suédoise des routes***

L'Administration suédoise des routes est l'autorité nationale chargée du système routier dans son ensemble. Elle a pour tâche de coopérer avec d'autres administrations afin de développer un système efficient de transport routier selon les orientations données par le Gouvernement suédois et le Parlement. L'administration a été chargée de mettre en place un système de transport sûr, conforme aux données environnementales et équitable, contribuant au développement régional et offrant aux communautés individuelles et au monde des affaires une accessibilité facile et un transport de haute qualité.

Pour plus d'information, consulter [www.vv.se](http://www.vv.se).

### ***Conseil national de l'habitat, de la construction et de la planification***

Le Conseil national de l'habitat, de la construction et de la planification est l'autorité du Gouvernement central chargé de l'aménagement des villes et du monde rural, de l'aménagement des ressources terrestres et aquatiques, de la construction et de l'habitat. Il suit les fonctions du système législatif prévu par la loi sur la construction et l'habitat ainsi que la législation qui y est lié, et propose si nécessaire des modifications de la réglementation. Le Conseil fournit également des informations à ceux qui sont engagés dans les domaines de l'aménagement du territoire, de l'habitat, de la construction et des activités d'inspection des établissements.

Pour plus d'information, consulter [www.boverket.se](http://www.boverket.se).

### ***La Direction suédoise de l'agriculture***

La Direction suédoise de l'agriculture est l'autorité experte dans le domaine de la politique de l'agriculture et de l'alimentation, ainsi que l'autorité responsable pour les secteurs de l'agriculture et de l'alimentation. Sa responsabilité inclue ainsi le suivi, l'analyse et l'établissement de rapports au Gouvernement suédois sur le développement de ces espaces, et l'application de décisions concernant les politiques lié à son domaine d'activité. Une des ses tâches majeures est l'administration de la Politique agricole commune (PAC) de l'Union européenne. Le Conseil intervient également afin de promouvoir le développement rural.

Pour plus d'information, consulter [www.sjv.se](http://www.sjv.se).

### ***Le Conseil des objectifs environnementaux***

Le Conseil des objectifs environnementaux a été établi afin de promouvoir la consultation et la coopération afin de mise en œuvre les objectifs de qualité environnementale adoptés par le Parlement suédois. Il consiste de représentants des agences gouvernementales centrales, des conseils administratifs des comtés, des autorités locales, des organisations non gouvernementales et du secteur privé. Le Conseil est animé par un Secrétariat basé à l'Agence suédoise de la protection de l'environnement.

Pour plus d'information, consulter [www.miljomal.nu](http://www.miljomal.nu).

### ***L'Agence suédoise des forêts***

L'Agence suédoise des forêts est l'autorité compétente sur les forêts et les politiques forestières. Elle a pour mission de travailler pour une utilisation durable de la forêt suédoise, en accord avec les lignes directrices établies par le Parlement et le Gouvernement.

Pour plus d'information, consulter [www.skogsstyrelsen.se](http://www.skogsstyrelsen.se).

### ***Participants***

La Réunion des Ateliers s'adressent aux représentants des gouvernements, des pouvoirs locaux et régionaux, universitaires, professionnels et organisations gouvernementales et non gouvernementales travaillant dans le domaine du paysage et de l'aménagement du territoire. Le nombre de participants est limité à 300. Les langues de travail sont le français et l'anglais.

Les organisateurs souhaitent demander aux participants et orateurs leur coopération durant l'ensemble de la réunion afin d'assurer que les événements se déroulent en temps voulu et que les délais sont respectés.

### ***Evenements parallèles***

- Visite au laboratoire du paysage, parc et jardin d'expérimentation de l'Université suédoise des Sciences agricoles;

- « *Alimentation et paysage* » – repas et traditions alimentaires de Skåne ;
- « *Impact maximal* » – expérimentation de futurs scénarios ;
- Espace d'exposition durant l'ensemble de la réunion à l'Université suédoise des Sciences agricoles – présentation de posters, tables de livres, etc. *Pour obtenir des espaces d'exposition, contacter s'il vous plaît Mme Nataliya HULUSJÖ, Courriel : nataliya.hulusjo@raa.se*

### **Organisation – contacts**

#### **Conseil de l'Europe**

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**JEUDI 8 OCTOBRE 2009**

**8 h – 9 h**

**ENREGISTREMENT DES PARTICIPANTS**

**9 h – 10 h 20**

**SÉANCE D'OUVERTURE**

**9 h – 9 h 50**

**ALLOCUTIONS DE BIENVENUE**

**M<sup>me</sup> Lena ADELSON LILJEROTH**, Ministre de la Culture de la Suède

**M<sup>me</sup> Maguelonne DEJEANT-PONS**, Secrétaire exécutive de la Convention européenne du paysage, Chef de la division du patrimoine culturel, du paysage et de l'aménagement du territoire du Conseil de l'Europe

**M<sup>me</sup> Carina OHLSSON**, Présidente de la Sous-commission du développement durable de l'Assemblée parlementaire du Conseil de l'Europe

**M<sup>me</sup> Inger LINGE**, Vice-présidente de la Commission du développement durable du Congrès des pouvoirs locaux et régionaux du Conseil de l'Europe

**M. Jean-François SEGUIN**, Président de la Conférence du Conseil de l'Europe sur la Convention européenne du paysage

**M<sup>me</sup> Lena ANDERSSON-EKLUND**, Vice-chancelière adjointe de l'Université suédoise des Sciences agricoles

**M. Thomas LANTZ**, Vice-président de l'Assemblée régionale, Région Skåne

**M<sup>me</sup> Inger LILIEQUIST**, Directrice générale de la Direction nationale suédoise du patrimoine

**9 h 50 – 10 h 20**

**EXPOSÉ INTRODUCTIF**

La Convention européenne du paysage vue au téléobjectif

**M<sup>me</sup> Shelley EGOZ**, Maître de conférence, Ecole d'architecture des paysages, Université Lincoln, Nouvelle Zélande

**10 h 20 – 10 h 50**

**PAUSE CAFÉ**

## Atelier 1

### LE CHANGEMENT CLIMATIQUE ET LE NOUVEAU PARADIGME ÉNERGÉTIQUE DE L'EUROPE 10 h 50 – 13 h 10



Photo : Leif Gren

#### Présidentes

**M<sup>me</sup> Anna-Mary FOLTYN**,  
Administration nationale suédoise  
du logement, de la construction et de  
l'aménagement du territoire

**M<sup>me</sup> Maria José FESTAS**, Présidente  
adjointe de la Conférence du Conseil de  
l'Europe sur la Convention européenne du  
paysage

#### **OUVERTURE DE LA SESSION**

**10 h 50 – 11 h 10** Changement climatique et paysages

**M. Markus ERHARD**, Gestion de projets  
en comptabilité environnementale, Agence  
européenne pour l'environnement

#### **PRÉSENTATIONS**

**11 h 10 – 11 h 30** Anticiper la politique paysagère – Les  
forces motrices

**M. Bas PEDROLI**, Directeur  
d'UNISCAPE, Alterra, Université de  
Wageningen, Pays-Bas

**11 h 30 – 11 h 50** Le changement climatique : une stratégie  
politique au-delà du temps et de l'espace

**M. Erik WESTHOLM**, Professeur,  
Institut suédois d'études prospectives

**11 h 50 – 12 h 10** Préserver notre climat, refondre nos  
paysages ? Le nouvel agenda de recherche  
sur les énergies renouvelables dans le  
cadre du paysage européen

**M. Dan VANDERHORST**, Chercheur,  
Université de Birmingham

**12 h 10 – 12 h 30** D'une zone industrielle à une ville solaire

**M. Heinz Peter SCHMITZ-  
BORCHERT**, Parc scientifique  
Gelsenkirchen, Allemagne

**12 h 30 – 13 h 10** *DISCUSSION*

**Modérateurs**     **M. Søren RASMUSSEN**, Représentant du Danemark pour la Convention européenne du paysage

**M<sup>me</sup> Alexandra KRUSE**, Bureau des paysages et des services, Allemagne

Avec la participation :

- des Membres du CDPATEP et de la Conférence du Conseil de l'Europe sur la Convention européenne du paysage
- de Représentants nationaux des ministères
- de Représentants locaux et régionaux
- de Représentants des ONG, des réseaux et des instituts de formation
- d'Experts suédois et internationaux

***FIN DE LA SESSION***

**13 h 10 – 15 h**     **DÉJEUNER** à l'Université suédoise des Sciences agricoles

**Hôte : M. Thomas LANTZ**, Vice President of the Regional Assembly, Region Skåne

## Atelier 2

### LE « GLOBALPAYSAGE » – PAYSAGE MONDIALISE

15 h – 18 h



Photo : Rikard Sohlenius

#### Présidents

**Mme Danica PAVLOVSKA,**

Représentante de “l’ex-République yougoslave de Macédoine” pour la Convention européenne du paysage

**M. Tapio HEIKKILA,** Représentant de la Finlande pour la Convention européenne du paysage

#### *OUVERTURE DE LA SESSION*

15 h – 15 h 20

Paysages, identités et développement

**M. Zoran ROCA,** Université lusophone d’humanités et de technologies de Lisbonne, Portugal

#### *PRÉSENTATIONS*

15 h 20 – 15 h 40

Le système mondial et le système terrestre

**M. Alf HORNBERG,** Professeur, Département d’écologie humaine, Université de Lund

15 h 40 – 16 h

Gérer la rapidité des changements

**M. Dong WEI,** Vice-doyen du Département d’architecture, Université du Sud-Est, Nankin, Chine

16 h – 16 h 30

#### *PAUSE CAFÉ*

16 h 30 – 17 h

Conclusions du séminaire « Réévaluer l’agenda environnemental mondialisé et les forces motrices dans le cadre des paysages ».

**M. Kenneth OLWIG,** Professeur, département d’architecture paysagère, aménagement du territoire et patrimoine, SLU Alnarp, coordinateur du Réseau nordique de recherche paysagère

**M. Peter HOWARD**, Professeur, Université de Bournemouth et représentant du Groupe de recherche paysagère

**17 h – 17 h 20** *Starlight Initiative* - défense du ciel nocturne et droit à la lumière des étoiles - et paysages de ciels

**M. Cipriano MARIN**, Coordonnateur de l'Initiative Starlight

**17 h 20 – 18 h** **DISCUSSION**

**Modérateurs** **M. Peter STALAND**, Chef de l'Unité des politiques forestières, Fédération des exploitants agricoles suédois

**M. Vyacheslav OLESCHENKO**, Membre de l'Institut d'Etat et du Droit Koretsky, Académie des sciences d'Ukraine

Avec la participation :

- des Membres du CDPATEP et de la Conférence du Conseil de l'Europe sur la Convention européenne du paysage
- de Représentants nationaux des ministères
- de Représentants locaux et régionaux
- de Représentants des ONG, des réseaux et des instituts de formation
- d'Experts suédois et internationaux

**FIN DE LA SESSION**



**CÉRÉMONIE DE REMISE DU PRIX DU PAYSAGE  
DU CONSEIL DE L'EUROPE**

*Présentation du prix par le représentant du Secrétaire Général  
du Conseil de l'Europe*

**CÉRÉMONIE DE REMISE DU PRIX DU PAYSAGE  
DU CONSEIL DE L'EUROPE 2009**

*à l'occasion de la soirée officielle*

*Présentation du Prix par la représentante du Secrétaire général  
du Conseil de l'Europe*

**Prix du paysage du Conseil de l'Europe 2009**

Parc de la Deûle, Lille-Métropole, France

**Mention spéciale du Prix du paysage du Conseil de l'Europe 2009**

Parc de Christina Enea, San Sebastian, Espagne

**20 h 00 – 23 h** **SOIREE OFFICIELLE** au restaurant “Glasklart”, Dockplatsen 1, Malmö

**Toast porté par M<sup>me</sup> Pia KINHULT**, Gouverneure adjointe, Region Skåne

## VENDREDI 9 OCTOBRE 2009

### Atelier 3

### LES TRANSFORMATIONS SOCIALES

9 h – 12 h 10



Photo: Bengt A. Lundberg

#### Présidents

**M<sup>me</sup> Mireille DECONINCK**, Représentante de la Belgique pour la Convention européenne du paysage

**M. Faig SADIGOV**, Ministère de l'Écologie et des Ressources naturelles, République d'Azerbaïdjan

9 h – 9 h 20

#### **OUVERTURE DE LA SESSION**

Les paysages urbains

**M<sup>me</sup> Marta FAJARDO**, Ancienne présidente de la Fédération internationale des architectes paysagistes (IFLA)

#### **PRÉSENTATIONS**

9 h 20 – 9 h 40

Le patrimoine paysager : force motrice ou force contraire ?

**M. Michael JONES**, Professeur, Département de géographie, Université norvégienne des sciences et techniques

9 h 40 – 10 h

Tourisme, loisirs et paysages

**M. Niek HAZENDONK**, Représentant des Pays-Bas pour la Convention européenne du paysage, ministère de l'Agriculture, de la Nature et de la Qualité des aliments

10 h – 10 h 30

#### **PAUSE CAFÉ**

- 10 h 30 – 10 h 50** Evolution du monde rural et des paysages  
**M. Hannes PALANG**, Professeur de géographie humaine à l'Université de Tallinn, Estonie
- 10 h 50 – 11 h 10** Les infra-paysages : la circulation et les transports comme forces motrices de l'évolution des paysages  
**M. Bosse BERGMAN**, Chercheur à l'Institut royal suédois de technologie
- 11 h 10 – 11 h 30** Paysages et développement durable : la politique paysagère des communes norvégiennes  
**M<sup>me</sup> Kari OLRICH SØREBO**, Conseillère spéciale, MNLA, Hordaland County Council
- 11 h – 12 h 10** **DISCUSSION**
- Modérateurs** **M<sup>me</sup> Lionella SCASSOZI**, Professeur à l'Université de Milan  
**M. Yves LUGINBÜHL**, Professeur à l'Université de Paris
- Avec la participation :
- des Membres du CDPATEP et de la Conférence du Conseil de l'Europe sur la Convention européenne du paysage
  - de Représentants nationaux des ministères
  - de Représentants locaux et régionaux
  - de Représentants des ONG, des réseaux et des instituts de formation
  - d'Experts suédois et internationaux
- FIN DE LA SESSION**
- 12 h 10 – 12.30** **PRESENTATION** par la Municipalité de Lomma
- 12 h 30 – 14 h** **DÉJEUNER** à l'Université suédoise des Sciences agricoles
- Hôte : M. Anders BERNGARN**, président du Comité exécutif, municipalité de Lomma

#### Atelier 4

### LES PAYSAGES, SYSTÈMES DE PRODUCTION ET SCHÉMAS DE CONSOMMATION

14 h – 16 h 20



Photo/Picture: Jan Norrman

**Présidents** **M<sup>me</sup> Jasminka CVEJIC**, Représentante de la Serbie pour la Convention européenne du paysage

**M. Audun MOFLAG**, Représentant de la Norvège pour la Convention européenne du paysage

#### ***OUVERTURE DE LA SESSION***

**14 h – 14 h 20** L'économie du paysage

**M. Walid OUESLATI** et **M. Julien SALANIE**, Consortium européen sur l'économie du paysage

#### ***PRÉSENTATIONS***

**14 h 20 – 14 h 40** Habitudes passées et énergies futures : biocarburants, traditions et diversité biologique

**M. Jan Olof HELLDIN**, Chercheur, Centre suédois de la biodiversité

**14 h 40 – 15 h** Qualité des paysages et développement durable : monographie

**M<sup>me</sup> Erminia SCIACCHITANO** et **M<sup>me</sup> Alessandra FASSIO**, Ministère pour les biens et les activités culturelles, Représentantes de l'Italie pour la Convention européenne du paysage

**15 h – 15 h 20** Projet paysages vitaux en Europe centrale

**M. Burckhardt KOLBMULLER**, Directeur du Bureau des projets européens SALVE Consult

**15 h 20 – 15 h 50** ***DISCUSSION***

**Modérateurs** **M<sup>me</sup> Pavlina MISIKOVA**, Ministère de l'Environnement, République slovaque

**M. Florencio ZOIDO**, Directeur du Centre des paysages et territoires d'Andalousie, Espagne

Avec la participation :

- des Membres du CDPATEP et de la Conférence du Conseil de l'Europe sur la Convention européenne du paysage
- de Représentants nationaux des ministères
- de Représentants locaux et régionaux
- de Représentants des ONG, des réseaux et des instituts de formation
- d'Experts suédois et internationaux

**FIN DE LA SESSION**

**15 h 50 – 16 h 20** **PAUSE CAFÉ**

**16 h 20 – 18 h 30** **SÉANCE DE CLÔTURE**

**Présidents**

**M. Enrico BUERGI**, Ancien président de la Conférence du Conseil de l'Europe sur la Convention européenne du paysage  
**M. Mohammed ALAOUI BELRHITI**, Consul général du Royaume du Maroc

**Modérateurs**

**M. Hugh LLEWELYN**, Directeur, Département de l'environnement, de l'alimentation et des affaires rurales, Royaume-Uni  
**M. Richard STILES**, Coordonnateur du Réseau LENOTRE

**16 h 20 – 17 h 30** **TABLES RONDES**

*Gérer les forces motrices dans le domaine de l'évolution des paysages : quel est le rôle de la Convention européenne du paysage ? (discussion conduite par les modérateurs)*

**M<sup>me</sup> Ruzan ALAVERDYAN**, Ministre adjointe de l'Urbanisme, République d'Arménie

**M. Félix BENITO MARTIN**, Professeur d'urbanisme, Haute école d'art et d'architecture, Université européenne de Madrid, Espagne

**M<sup>me</sup> Anne-Marie CHAVANON**, Présidente de la commission Développement territorial durable de la Conférence des OING du Conseil de l'Europe

**M. Jeroen DE VRIES**, Président du Conseil européen des écoles d'architecture paysagère (ECLAS)

**M. Abdelouahab IDELHADJ**, Professeur à l'Université Abdelmalek Essaadi, Tourisme rural et patrimoine culturel, responsable du club « Patrimoine, développement, citoyenneté, développement durable », Tanger-Tétouan, Maroc

**M. Gabor KISS**, Représentant de la Hongrie pour la Convention européenne du paysage, ministère de l'Environnement et de l'Eau

**M<sup>me</sup> Diane MENZIES**, Présidente de la Fédération internationale des architectes paysagistes (IFLA)

**M<sup>me</sup> Kathryn MOORE**, Représentante de la Fondation européenne pour l'architecture du paysage (EFLA)

**M<sup>me</sup> Gloria PUNGETTI**, Centre de Cambridge pour les paysages et populations

**M. Björn RISINGER**, Gouverneur adjoint, Direction du Comté de l'Administration de Skåne

**M. Kees VERBOGT**, Représentant des Pays-Bas pour la Convention européenne du paysage, ministère de l'Agriculture, de la Nature et de la Qualité des aliments

**17 h 30 – 18 h**

### **CONCLUSIONS GÉNÉRALES DES ATELIERS**

**M<sup>me</sup> Ingrid SARLOV-HERLIN**, Conseil européen des écoles d'architecture paysagère (ECLAS)

**M. Graham FAIRCLOUGH**, Association européenne d'archéologie (AEA)

*Avec la coopération des présidents de chacune des sessions*

**18 h – 18 h 30**

### **ALLOCUTIONS DE CLÔTURE**

**M. Valeriy SUDARENKOV**, Membre de la Commission de l'environnement, de l'agriculture et des questions territoriales de l'Assemblée parlementaire du Conseil de l'Europe

**M. Jean-François SEGUIN**, Président de la Conférence du Conseil de l'Europe sur la Convention européenne du paysage

**M<sup>me</sup> Anita BERGENSTRÅHLE-LIND**, Membre du Comité directeur du patrimoine culturel et du paysage (CDPATEP) du Conseil de l'Europe et Chef adjointe du département de gestion durable, Direction nationale suédoise du patrimoine

**20 – 23 h**

### **DINER OFFICIEL**

*Offert par la ville de Malmö* au Rådhuset, Stortorget, Malmö

**Toast porté par M. Kent ANDERSSON**, Conseil municipal de la Ville de Malmö

## **SAMEDI 10 OCTOBRE 2009**

### ***VISITE D'ETUDE***

#### **Possibilité A : Excursion d'une journée en autocar**

Thème : « *Les défis des paysages urbains transfrontières (Suède – Danemark)* »

Programme : Le développement urbain et la transformation des paysages – Visite de la zone urbaine du sud-ouest de la Scanie et de la partie la plus orientale du Danemark reliée à la Suède par le pont de l'Öresund. Lieux dignes d'intérêt : Malmö, Limhamn, le pont de l'Öresund, le champ d'éoliennes off-shore et Vestamager. La visite prendra fin à Kastrup, l'aéroport de Copenhague, mais les participants pourront, s'ils le souhaitent, retourner à Malmö.

#### **Possibilité B : Excursion d'une journée en autocar**

Thème : « *Les nouveaux paysages de campagne (Suède)* »

Programme : Les forces déterminantes dans le cadre du paysage rural – Excursion à travers la Scanie en s'intéressant plus particulièrement aux questions des aliments, des paysages, du changement climatique et de la nouvelle ruralité dans une région en expansion. La visite prendra fin à Stortorget à Malmö.

#### **Possibilité C : Excursion d'une demi-journée en autocar**

Thème : « *Les forces motrices mondiales à l'échelon local* ».

Programme : Les paysages urbains à l'échelon local et les objectifs climatiques mondiaux, le nouveau paradigme énergétique et les transformations sociales en Europe – Visite de la ville de Malmö. Lieux dignes d'intérêt : Västra hamnen, Möllevångstorget, etc.

**List of participants/  
Liste des participants**



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