



**Fourth meeting of the Council of Europe
Workshops for the implementation
of the European Landscape Convention**

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

Paysage et société

Landscape and society

Ljubljana, Slovenia, 11-12 May 2006

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COUNCIL OF EUROPE / CONSEIL DE L'EUROPE



EUROPEAN LANDSCAPE CONVENTION / CONVENTION EUROPEENNE DU PAYSAGE



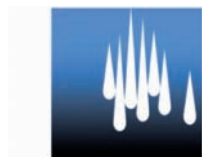
international conference
LANDSCAPE and SOCIETY

Ljubljana, 11 - 12 May 2006

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Réunion organisée par le Conseil de l'Europe, Division de l'aménagement du territoire et du paysage, en coopération avec le ministère de l'Environnement et de l'aménagement du territoire de Slovénie et avec la collaboration du ministère de la Culture de Slovénie, l'Université de Ljubljana – Faculté de biotechnique, Département d'architecture paysagère – et le Conseil municipal de Ljubljana et l'Association slovène des architectes du paysage (SALA).

Statements in their original language as presented at the Seminar. 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 speeches/
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Enrico Buergi
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*The Slovene sub-Pannonian landscape /
Le paysage sub-pannonique slovène (Stanka Dešni, 2003)*

Enrico BUERGI

*Président de la Conférence des Etats contractants
et signataires de la Convention européenne du paysage*

Monsieur le Ministre,

Madame la Directrice Générale de la direction de l'aménagement du territoire de Slovénie,

Madame le Maire de la Ville de Ljubljana,

Mesdames et Messieurs les représentants des Etats contractants et signataires de la Convention européenne du paysage ainsi que des autres Etats membres du Conseil de l'Europe,

Madame le chef de la Division de l'aménagement du territoire et du paysage auprès de la DG IV du Conseil de l'Europe,

Mesdames la Présidente de la Fédération européenne des architectes du paysage et la Présidente de l'Association des architectes paysagers de Slovénie,

Mesdames et Messieurs,

Je remercie sincèrement les autorités de la République de Slovénie, la Ville de Ljubljana, la DG IV du Conseil de l'Europe ainsi que tous ceux qui ont participé à son organisation de nous avoir conviés à la quatrième réunion des Ateliers pour la mise en oeuvre de la Convention européenne du paysage ici à Ljubljana. Après les Ateliers de Cork en Irlande de juin 2005, nous sommes pour la deuxième fois hors du nid habituel de Strasbourg – ce qui nous permettra non seulement d'approfondir une thématique du paysage particulièrement actuelle – Paysage et Société – mais aussi d'apprendre et de nous laisser inspirer par les expériences et les solutions slovènes sur l'apport de la discipline Paysage au grands problèmes de la société d'aujourd'hui.

La Convention européenne du paysage vise notamment à améliorer la qualité de tout paysage, indépendamment du fait qu'il soit ou non particulièrement remarquable. Donc aussi celui de tous les jours, sans qualités exceptionnelles. Celui qui n'est d'ailleurs ni plus, ni moins le paysage que l'on peut qualifier de « quotidien » – mais qui est cependant l'habitat essentiel à ceux qui y vivent.

Pour ce fait notre Convention est extrêmement moderne et fortement tournée vers le futur.

Je suis certain que chacun d'entre nous est non seulement conscient du fait que l'engagement de la Convention en faveur des paysages « de tous les jours » nécessite un dialogue accru, sur la base d'une recherche de solutions réalistes et praticables. Mais que, en plus de ceci, ce thème est un atout véritable qui est ressenti dans le coeur de chacune et de chacun de nous.

Le premier des Ateliers de Ljubljana porte sur l'identification et l'évaluation des paysages et se réfère donc à l'article 6 de la Convention. J'aimerais mettre en exergue l'activité pionnière, entre autres, justement de la Slovénie dans la mise en application de cet élément de l'article 6 et j'exprime ma haute considération aux instances slovènes responsables de ce sujet. Lors de cet Atelier, différentes autres solutions seront d'ailleurs présentées et discutées.

La nécessité de bénéficier de paysages de qualité pour tout le monde, le deuxième des Ateliers que nous aborderons durant ces deux jours, se basera sur le fil conducteur du rapport à instaurer entre la qualité du paysage et la qualité de vie.

Différentes expériences concernant la gestion du paysage seront présentées et discutées lors du troisième Atelier. Bonnes pratiques qui pourront, j'en suis certain, être extrapolées dans le travail quotidien et ceci à tout niveau.

Le quatrième Atelier sera voué à la formation de spécialistes et à la sensibilisation du public, un autre point cardinal de l'article 6 de la Convention. Le thème de la formation et de la sensibilisation du public est d'ailleurs d'importance primordiale. Sans soutien du public, sans dialogue avec tous les partenaires, aucun engagement et aucun soutien ne peut exister et ceci même pour des mesures ayant une qualité et une valeur faciles à remarquer – par exemple celles ayant pour but l'assainissement et la revalorisation de paysages dégradés.

Je suis donc certain que nous aurons tous l'occasion de profiter fortement de ces journées ici en Slovénie et d'approfondir nos connaissances.

Mesdames et Messieurs, après la cinquième réunion des Ateliers de la Convention européenne du paysage, vouées aux objectifs de qualité paysagères et qui auront lieu à Gironne, Espagne, le 28 et 29 septembre 2006, la DG IV du Conseil de l'Europe organisera la prochaine Conférence des Etats signataires de la Convention européenne du paysage au siège du Conseil de l'Europe, à Strasbourg. J'exprime mes félicitations les plus vives à Madame Battaini-Dragoni Directeur de la DG IV, ainsi qu'à Madame Déjeant-Pons, responsable de la division aménagement du territoire et du paysage auprès de la DG IV, pour leur décision d'accomplir ce pas essentiel afin de progresser au mieux dans la mise en pratique et dans la gestion d'un cadre optimal de la Convention européenne du paysage.

En remerciant encore les organisateurs de cette quatrième réunion des Ateliers de la Convention, je souhaite à tous des travaux particulièrement fructueux.

Maguelonne DÉJEANT-PONS

*Chef de la division de l'aménagement du territoire et du paysage,
Conseil de l'Europe*

Madame la Présidente,
Madame la Directrice,
Mesdames et Messieurs,

Je suis particulièrement heureuse que nous puissions aujourd'hui poursuivre la série des réunions des Ateliers pour la mise en œuvre de la Convention européenne du paysage et je remercie à cet égard bien vivement les autorités de la Slovénie et tout particulièrement le Ministère de l'environnement d'avoir bien voulu accueillir cette quatrième réunion des Ateliers de la Convention européenne du paysage. Je remercie également l'ensemble des intervenants et des participants pour leur coopération et leur soutien.

La Convention européenne du paysage est en plein essor. Vingt-trois Etats l'ont déjà ratifiée et onze autres Etats l'ont signée en vue de la ratifier très prochainement. Trente-quatre des quarante-six Etats membres du Conseil de l'Europe ont ainsi déjà exprimé leur ferme intention d'accorder un rang de priorité élevé au thème du paysage dans leurs politiques nationales et d'inscrire ce sujet dans l'agenda politique des discussions internationales. Il est à souhaiter que la dimension paysagère soit désormais pleinement prise en compte dans les débats internationaux menés sur le thème du développement durable. Considérée par certains comme la première convention du développement durable en ce qu'elle représente la parfaite synthèse de la prise en compte des préoccupations environnementales, sociales, culturelles et économiques, la Convention replace l'homme au centre des préoccupations.

Organisation des droits de l'homme et de la démocratie, le Conseil de l'Europe ne pouvait plus, au seuil du XXI^e siècle, ignorer la dimension territoriale des droits de l'homme.

C'est ainsi que deux instruments fondamentaux ont été adoptés :

- la Recommandation Rec (2002) 1 du Comité des Ministres du Conseil de l'Europe sur les Principes directeurs du développement territorial durable du continent européen qui a repris le texte adopté lors de la 12^e CEMAT à Hannovre en l'an 2000 d'une part, et
- la Convention européenne du paysage d'autre part, également adoptée en 2000.

Il s'agit de se soucier désormais non seulement de l'environnement dans son aspect physique et du patrimoine culturel mais également de l'interrelation instaurée qui se développe entre l'homme et son milieu environnant.

« Paysage et Société », tel le thème de cette réunion : quelles relations l'homme, et plus généralement la société, entretient-elle avec son paysage ?

Considéré comme « cadre de vie des habitants », considéré comme nécessaire au « bien-être individuel et social », le paysage ouvre de nouveaux horizons en ce qu'il appréhende également la dimension sensible de l'être humain. Chacun est à la fois individuellement et collectivement tout à la fois, perméable au paysage et un miroir réfléchissant de ce paysage.

Le dernier exemplaire de la revue *Naturopa/Culturopa* du Conseil de l'Europe, consacré au paysage à travers la littérature montre bien à quel point, au-delà des considérations poétiques, le paysage est fondamental pour l'être humain en ce qu'il détermine son imaginaire, son comportement, sa santé et peut-on même dire, son état d'âme.

Viivi Luik, auteure estonienne, indique ainsi que « lorsqu'un paysage change, il est fort probable qu'au fil du temps, la langue et le caractère des gens peuplant ce paysage changent aussi. [...] Souvent, les paysages défigurés, déprimés et figés par les gens engendrent des ruines humaines utilisant un langage pauvre, abâtardi et sans vie ».

Je souhaite vivement que les résultats de cette rencontre nous fassent progresser dans une meilleure compréhension des phénomènes qui nous affectent, dans la recherche de possibles solutions permettant de guider les travaux de mise en œuvre de la Convention européenne du paysage.

Je vous remercie.

Individual in landscape and society

Nataša BUČAR-DRAKSLER

Chair of the Association of Landscape Architects of Slovenia

We live as individuals. How can we, as individuals, express and enforce our will, wishes, needs and opinions in society?

The voice of a single person is hard to hear, on the other hand, we cannot speak all at a time. That is why we are looking for a group, which we can relate to and which can express our opinion, too.

Some societies we are born into, others we enter by our own choice. We are born into race, culture, country... The country has built the system, which is training and teaching us to support its structure with our work, when we grow up.

Nowadays, in the time of globalisation and modern technical achievements, our spiritual horizon widens along with the attainability of material goods. As grown-up individuals we have self-dependant mind and feelings, life itself is our teacher. We realise there are ideals and meanings which are different and maybe even higher for us than the aims of our primary group. Each society has rules. When they become too restrictive for us or they don't fulfil us – the rules may be too general or not concrete enough – than this society does not suit us anymore. We want changes.

Out of responsibility towards our own life, given to us with certain purpose, we decide for activities to realise our mission in the society. For we are not born just because of us ourselves but also to work for others and to act with high respect of life itself in all of its forms.

The relationship of the whole society towards life reflects in the landscape. What is forcing modern mankind to put more and more effort to teach the nature and to make it inferior? Is it the rational way of life that forces us to eliminate everything not economical enough and values everything only through profit? Such a relation causes poverty and misery; instead we should contribute to the growth of wealth and well-being of the individual and the society. There is no balance between what the nature itself can give us and what we want, natural reserves are running short. Mahatma Gandhi said there was enough of everything for everybody in the world, but not for greedy ones. Greediness and fear can make society exhaust the landscape for a long time or even destroy it forever.

What can we, as individuals or landscape architects, do?

We can put our effort to things, methods and technologies, which offer universal help and won't be abused and won't cause negative influence. Let's do something, let's find out what brings real sustainability. The world we create shall not be against the nature. Many times things get out of control, that's why we should take into consideration the reverse effects before we act.

It is good, that we have a chance to learn, to express and, above all, to act within the society of kindred thinking people. Because the unprofitable way of thinking leads to the activities which reflect in the landscape too. Let's develop and spread consciousness of the social and cultural value of landscape.

It is important to be open-minded for learning is a never-ending story. We can learn from the landscape, too. We begin to develop awareness for the landscape in the shelter of our mother's arms, when we play in our home yard and later, when we get to know landscapes and cultures from other continents. The foundation of that awareness is multicultural.

It is important not to stop and to share experience from our own practise. We should be aware that the value of our experience is growing higher and higher, and that it overcomes the formal access, caught in the systems and institutions. Let's find wise and experienced people.

It is important to meet and unite with kindred thinking people and to help each other in the way, not limited with professional education and working posts. Associations, non-governmental organisations, internet... give us opportunity to recognise the monopole of scientific specialists, technocrats and red-tapist. If we support such associations, we encourage the laic public to become really active and co-responsible in landscape management.

Instead of asking ourselves what others are doing to us we better ask ourselves what we are doing to ourselves. Free will was given to us and we decide how we will use it.

Workshop 1/ Atelier 1

The identification and assessment of landscapes/ L'identification et l'évaluation des paysages

Chairs/ Présidents

Margarita JANČIČ

*Former Chair of the Committee of Senior Officials
of the European Conference of Ministers responsible for Spatial/
Regional Planning (CEMAT) of Council of Europe member states /
Ancienne Présidente du Comité des hauts fonctionnaires de la Conférence
européenne de ministres responsables de l'aménagement du territoire (CEMAT)
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Jean-François SEGUIN

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Représentant de la France pour la Convention européenne du paysage*

L'identification et la qualification des paysages en France : les Atlas de paysages

Jean-François SEGUIN

Représentant de la France pour la Convention européenne du paysage

Le vote de la loi « paysages » en janvier 1993 a profondément transformé la politique des paysages du gouvernement. Jusqu'alors en effet, cette politique était centrée sur la protection du patrimoine paysager, correspondant à quelques pour cent de notre territoire. Cette loi conduit à mener une politique sur 100 % de notre territoire, c'est-à-dire sur tous les paysages et, par conséquent, en concertation avec tous les acteurs publics.

Cette nouvelle orientation posait un problème majeur, celui de la connaissance de ces paysages qui jusqu'alors n'étaient guère pris en compte dans les principales politiques publiques. La nécessité de dresser un « état des lieux » de tous les paysages s'est donc immédiatement fait jour. C'est à une équipe du Centre national de la recherche scientifique (CNRS) qu'il a été demandé de mettre au point une méthode d'identification et de qualification de l'ensemble des paysages français. Cette *Méthode pour des Atlas de paysages* a été publiée en 1994. L'organisation administrative de la France prévoit que toutes les collectivités publiques sont les garantes et les responsables des paysages. Aussi la Méthode pour des Atlas de paysages ne pouvait être mise en œuvre seulement par les services de l'Etat, mais par des « comités de pilotage » où sont représentés les principales collectivités publiques. C'est aussi dans cette orientation que l'échelle des Atlas de paysages est celle des départements français, c'est-à-dire le 1:100 000.

La Convention européenne du paysage définit le terme de paysage comme « *une 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* ». La méthode des Atlas de paysage, qui correspond à la mise en œuvre de l'article 6-C de la Convention de Florence, permet aussi de traduire le terme paysage sur le territoire et, de ce fait, de mieux préparer les politiques du paysage qui doivent être formulées et mises en œuvre.

La méthode pour la réalisation de ces atlas de paysages repose en effet sur trois analyses simultanées :

1. Identification et caractérisation des unités paysagères

Cette première étape, qui permet d'identifier les « *parties de territoire* », s'appuie sur des analyses cartographiques enrichies d'observations de terrain. Il est possible à ce stade d'identifier les unités paysagères qui composent le territoire départemental. Ce

terme d'unité paysagère a été retenu parce qu'il est employé par la loi de 1993. De même, la loi « paysages » impose de prendre en compte les « structures paysagères », qui sont les traits caractéristiques d'un paysage donné soit en elles-mêmes, soit par l'assemblage auquel elles participent. Ces structures paysagères correspondent à des systèmes formés par des objets, éléments matériels du territoire considéré, et les interrelations, matérielles ou immatérielles, qui les lient entre eux et/ou à leur perception par les populations.

2. Mise en évidence des perceptions culturelles et sociales

Cette approche correspond aux termes « *telle que perçue par les populations* » de la Convention. Il s'agit de collecter et de formuler l'ensemble des perceptions sociales à différentes échelles, du global au local, concernant aussi bien les paysages remarquables, que ceux qui sont caractéristiques des lieux ou ceux « du quotidien » qui constituent le cadre de vie des populations. Pour cela, les Atlas de paysages analysent différents systèmes de représentation :

- les « paysages institutionnalisés » c'est-à-dire des paysages protégés au titre de lois spécifiques ou figurant dans des inventaires sans effets réglementaires (de jardins, d'ouvrages d'art ou d'arbres remarquables) ;
- les œuvres picturales (peintures, gravures, photographies) ou littéraires qui constituent des références sur les paysages concernés ;
- les paysages d'intérêt local, dont la notoriété n'a pas justifié une protection par l'Etat ou la production d'œuvres artistiques importantes, mais qui, cependant, sont importants pour les populations.

3. Evaluation des dynamiques des paysages et tendances prospectives

Cette troisième partie correspond aux termes « *dont le caractère résulte de l'action de facteurs naturels et/ou humains et de leurs interrelations* » de la définition de la Convention. Une politique des paysages s'inscrit dans une vision prospective. Il est donc important de comprendre les dynamiques des paysages pour pouvoir les accompagner ou les infléchir. Cette évaluation analyse trois points :

- l'identification des signes visibles d'évolution des paysages par l'observation sur le terrain, l'analyse de cartes et de photographies aériennes anciennes, utilisation de photographies réalisées au sol à différentes époques (les observatoires photographiques du paysage peuvent fournir des données intéressantes) ;
- la mise à jour des tendances d'évolution par l'étude de fichiers statistiques concernant l'occupation du sol : statistiques agricoles, permis de construire, plans locaux d'urbanisme...) ;
- l'identification des projets des collectivités et des entreprises par enquêtes auprès des communes, des services de l'Etat.

Aujourd'hui, 63 départements disposent d'un Atlas de paysages publié. La couverture nationale devrait être achevée en 2007. Les premiers résultats de ces Atlas de paysages confortent et précisent l'objectif général de la politique des paysages menée en France : « Préserver durablement la diversité des paysages français ». Les quelques 2 000 paysages qui composent notre pays et leurs caractéristiques, leur singularité, fournissent des enseignements essentiels pour la protection, la gestion et l'aménagement des paysages.

Parce qu'elle conjugue des données à caractère matériel, issues du territoire, des éléments immatériels issus de la société et des indications prospectives fournies par les dynamiques paysagères, cette méthode peut-être transposée sur des territoires plus restreints : dans les parcs naturels régionaux en particulier, mais aussi dans les *pays* tels qu'ils ont été définis par la loi d'orientation pour l'aménagement du territoire, dans les établissements publics intercommunaux, que ce soit dans le cadre d'un document de planification défini par la loi (Schéma de cohérence territoriale notamment) ou dans le cadre de démarches plus contractuelles, tels les plans, chartes ou contrats de paysage.

La Méthode des Atlas de paysages n'est pas figée. Elle a été ajustée à l'issue d'un bilan de sa mise en œuvre, effectué en 2003. La nouvelle édition « Méthode pour les atlas de paysages – Enseignements méthodologiques de 10 ans de travaux » a été publiée en 2004. Il est possible de se procurer ce document en le commandant à l'adresse suivante : jean-francois.seguin@ecologie.gouv.fr.

L'enrichissement de la méthode se poursuit, dans l'esprit de la Convention européenne du paysage, grâce à des ateliers transfrontaliers (article 6-C : « 2 - Les travaux d'identification et de qualification seront guidés par des échanges d'expériences et de méthodologies, organisés entre les Parties »). Deux Ateliers transfrontaliers ont été organisés. Le premier, organisé en septembre 2005 dans la « pointe de Givet », a permis d'échanger avec les travaux entrepris par la Région Wallonne, qui a publié en 2004 « Les territoires paysagers de Wallonie » sous l'égide de la Conférence permanente du développement territorial. Cet atelier a eu pour résultat de formaliser une Grille de lecture des Atlas de paysages qui permet de mieux contrôler la qualité des documents produits. Le deuxième atelier, organisé en juillet 2006 dans le Pays Basque, a permis d'échanger avec le travail de l'Université autonome de Madrid qui a publié en 2003 « *Atlas de los paisajes de España* » pour le compte du ministère de l'environnement espagnol. Les résultats de cet atelier sont l'adoption d'une meilleure définition des termes unité paysagère, structure paysagère, éléments de paysage. D'autres Ateliers sont en préparation avec l'Italie, le Royaume-Uni, la région de Catalogne.

Ces Ateliers transfrontaliers nous enseignent qu'au-delà de la diversité des langues, des différences administratives et des traditions scientifiques et techniques propres à chaque pays, la mise en œuvre de la Convention européenne du paysage constitue partout un même défi pour les autorités et que la réponse la plus pertinente à la demande sociale de paysage viendra d'un principe d'intelligence collective qu'incarnent bien ces ateliers transfrontaliers sur les Atlas de paysages.

Landscape typology and landscape changes; what we have learnt from the endeavors to implement the European Landscape Convention in Slovenia

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Abstract

The three European Landscape Convention implementation policies are three faces of the same activity – landscape planning. Landscape conservation based on protected areas is a rudimentary type of spatial planning. The efficiency of this type of conservation depends very much on the extension of protected areas. It is essentially an undemocratic landscape planning tool. Landscape management depends very much on the willingness of the sectors which are active within the landscape, i.e. agriculture, forestry, water management, etc. to accept comprehensively defined management practices as their own. The unifying concept of all three landscape policies is land use planning. It can optimise different views about future landscapes, it may embrace all societal interests, and it enables democratic decision making process.

Introduction

European landscapes are a result of physical efforts previous generations of Europeans invested into making cultural landscapes by neutralising natural inconveniences and adapting themselves to environmental specifics. Landscapes are real and authentic European heritage. Let me stress the fact that landscapes were merely made by whole European population. Everybody gave his contribution to this efforts, by cultivating arable land, by lodging, fishing, exploiting minerals, exploiting water and wind power, making path and roads, or simply, by his way of life within the landscape. It was the dispersed system of decision that generated landscapes. European landscapes can be metaphorically described as a palimpsest on which European cultural history has been written and rewritten again and again. The claim for landscape conservation starts from this statement. Heritage has to be conserved. Nevertheless, the problem of facing these landscapes today is far more complicated. It is obvious that direct conservation of landscapes is impossible. They are still our living space and we have to add something of ours to the palimpsest.

In regard to common endeavors in making landscapes today, the situation in Europe has drastically changed. Only a small number of Europeans is directly involved in the landscape maintaining activities. Considering farmers only, the figures are already

under 10% of the entire European population. In Slovenia, only 3,8% of the population employed in the year 2004 were farmers (Statistical Yearbook, 2005). The question is whether this practice of maintaining European landscapes can be preserved today. It is obvious that our inscription onto the landscape palimpsest will be quite different. Today societies are much more complex and life in the landscape much more diverse. Our professional task is to search for new types of engagement in making these inscriptions a real expression of the today societies.

The endeavors of the Council of Europe follow this track of reasoning. The efforts that all European states recognise landscapes as our common legacy and sign the European Landscape Convention give an important basis for a common attitude towards landscapes. Further efforts should go down from the state level to the local levels. The European Landscape Convention stresses the importance of local people and, specifically, its integration into decisions about the landscapes. However, this expected articulation of decisions about the physical space, and especially landscape is not always and everywhere understood and accepted. At least in this country, one can notice just an opposite course of development. I am asking myself whether this situation is limited to this country only. It seems that idea of conservation has outgrown into more fundamentalist way of reasoning. Conservation is always a specific interpretation of public interest. Public interest is something that has to be controlled by some public body. As a consequence, conservation tends to develop more rigid and less dispersed decision making systems closed into governmental bodies. This way of reasoning is noticeable within European Union as well.

What I would like to stress here is the importance of the decision making process, which is, according to my opinion, even more important than the physical appearance of the landscapes themselves, when an adequate evolution of landscape is in question. The main goal of the efforts Council of Europe is giving into the implementation of European Landscape Convention should not be landscapes themselves, neither their inventory and recognition or evaluation, nor their physical structure or their visual appearance alone, but the processes within which the landscapes are changed, intentionally or spontaneously. Let me put this in another way. We are all too much concerned by the material side of the landscapes, their appearance, while the importance of the invisible side, i.e. the whole structure of decisions that may influence the landscapes, can be very easily overlooked.

A brief lecture on Slovenian landscape planning history

Let me illustrate the points given above with a short overview of the Slovenian care for landscapes in the last decades.

Landscape planning was introduced into this country in the late 60-ties of the last century. In 1970, dame Sylvia Crowe, member of the Landscape planning Committee at the International Union of Conservation of Nature (IUCN) visited Ljubljana. She

gave a lecture at the International Conference Roads and Landscape. Two years later Ljubljana hosted another International Conference under the title Landscape Planning. For that event, Professor Dušan Ogrin succeeded in bringing to Ljubljana some of the most prominent landscape planners of the time. Looking back, the Conference was indeed an important event. The landscape planning methodologies were discussed by such authors as Professor Carl Steinitz and Professor Meto Vroom. In 70-ties Slovenian landscape planners adopted or develop many tools for conservation as well as for the development of landscapes and physical space. In the 80-ties the development of landscape planning methodologies was so convincing that landscape planning became part of the Slovenian legislation. In 1984, The Law on Spatial Planning established landscape plan as a document aimed to control the development of countryside areas that are recognised as important from the conservation point of view or areas that are threatened by a substantial change. At that time, assessing environmental impacts became a part of landscape planning activities, too. Landscape planning was considered an effective tool for the comprehensive spatial planning within the countryside areas. A remarkable particularity was here that landscape planning was introduced into the quite decentralized political system which despite the undemocratic regime proliferated in Slovenia at the time. A great deal of physical planning responsibilities was transferred to municipalities. Some of the municipalities were also economically strong enough to afford their own planning offices, while others found expert support within the planning offices of bigger municipalities. Unfortunately, there were only few landscape plans elaborated. The main reason for that was that landscape plan was meant as a comprehensive planning document and not as a sectorial one. By its aims and structure, it was very similar to comprehensive municipality plan which was compulsory and included the entire territory of a municipality. Only in few cases landscape plan was necessary as an additional planning document, since municipality comprehensive plans could give answers also to the landscape development/conservation problems.

In the early 90-ties, it seemed that the interest suddenly focused more directly toward landscapes themselves. In 1993, the Slovenian Government launched a project Regional distribution of Landscape Types of Slovenia. The project represented a remarkable shift. Landscape planning methods, namely, address landscapes indirectly, stressing the importance of analysis and trying to resolve developmental or conservation problems in an indirect way – by controlling the decisions about new developments. The project from 1993 aimed towards direct protection and towards direct care for the landscapes. The goals of the project were:

- to acquire as complete as possible knowledge about the character of Slovenian landscapes,
- to acquire knowledge about the Slovenian landscapes changes,

- to categorise Slovenian cultural landscapes according to their visual appearance – visual attraction,
- to prepare, as a result, the basis for defining direct protection of outstanding Slovenian landscapes,
- to prepare guidelines for landscape development and conservation (Marušič J., Jančič M., 1998, p. 31).

Whole project was well in accordance with the goals European Landscape Convention has established. It elaborated two of three landscape policies: landscape conservation and landscape management. The project was concluded in 1998 when the final report was published. By the end of 90-ties all three landscape policies defined by European Landscape Convention were already applied in Slovenia. It was shortly before Slovenia signed and ratified the European Landscape Convention (signed in 2000, ratified in 2003).

The shift from landscape planning towards landscape conservation and management was a significant feature. It is important to state that this shift coincided with the redefinition of the administrative system in Slovenia. The new Slovenian constitution established a much more centralised political system. The old municipalities were split down to smaller administrative units unable to establish their own expert support, especially in the field of physical planning and environmental conservation. The gap between needed control over the spatial development and weakness of the small municipalities became an important issue. The state government started to assume much more responsibilities and direct involvement into decision making process.

As the project was such an important achievement one would expect that the results of the project were adequately exploited. But this was not the case. The outcomes of the project which are accessible to everybody are mostly used as the encyclopedia of Slovenian landscapes. It is not unimportant, at all. But the most expected effects of the project, i.e. the impact on landscape management practices has not been achieved. Even the proposed system of direct protection of outstanding Slovenian landscapes has not been directly implemented.

Weakness of comprehensive thinking and strength of sectors

What is the reason that the results of all these efforts were not fully exploited? Cultural landscape is a notion that grew out of a comprehensive thinking about the visible environment. It is a synthetic concept. The activity of making landscapes does not belong to any sector that exploit unbuilt areas, like agriculture, forestry, water management and last but not least nature conservation. Landscape management practices can rely only on the activities a particular sector is practicing within landscape. It was expected that the subsidizing system that agriculture has established in the last 15 years could well be exploited in order to reach the cultural landscape

management goals and to implement the landscape management guidelines. Unfortunately, agricultural sector was not willing to adapt its subsidizing system to these goals. It stands by its system and its criteria. Same is true also of the other sectors when they are confronted with the same question. Each sector wants to plan on its own, forestry, water management, etc. Each sector sticks to its goals and wants to keep the responsibilities for the development and management of “its own garden”. Is this a consequence of centralised decision making process? Is this situation only a sign of the strong state administration? Are both reasons just two sides of the same coin? It is difficult to ascertain the real cause of this transformation of the decision making system. It is significant in this respect that a real threat does exist. Even physical planning might abandon the idea of comprehensiveness by transforming spatial plan into a compound map of separately taken decisions. The principal and direct path that could be exploited in order to bring landscape management guidelines into life was, and it is still, practically unreachable.

The sphere of cultural landscapes and activities, conservation or planning, connected to them remains somehow underdeveloped. Much more elaborated conservation and management system grew out in the sphere of nature conservation. It established itself as a separate sector with its own institutional structure. The conservation system has become even the most dominating feature within the activities dedicated to Slovenian landscapes. The main approach it uses is direct conservation, i.e. it defines areas of higher natural value and gives them the status of protected areas. The decisions about the developmental problems within such areas remain under control of experts from nature conservation offices.

Nature conservation was based on the direct conservation approach from its early beginning. The first protected area was established in 1924 within the present day Triglav National park. The area grew from approximately 1.400 ha to 2.000 ha in 1961 and to 83.807 ha in 1981. The last figure represents roughly 4% of Slovenian national territory (Triglavski Narodni Park). By the end of the 90-ties there was approximately 8% of Slovenian national territory under some type of nature protection. Protected areas were defined as national, regional and landscape parks, as natural reserves or natural monuments. In 2005, when Slovenia approached European Union the new overall European conservation project named Natura 2000 extended conservation areas up to 36% of Slovenian national territory (Eurobarometer).

One can very easily become aware of the constant increase of the areas under protection. The explanation that is repeated again and again is that Slovenia is extremely diverse and naturally preserved country. It is said that the definition of 36% of protected areas is just a proof of that. If we disregard the nationalistic content of this explanation, i.e. the national pride of being outstanding in this respect, the most noticeable feature is that a scientific fact and a decision about the use of space are treated as one and the same. Tracing an area and giving it the status of a protected area

is not a scientific operation. It is even not a representation of scientific facts mapped after their recognition. It is a land use plan, although very rudimentary one, due to the fact that it represents only one particular societal interest.

The same partially defined societal interest and behavior can be also seen in other sectors within undeveloped land. Agricultural already in the 70-ties developed a system of agricultural land protection. Prime agricultural land should not be used for purposes other than agricultural ones. The system evolved in a total prohibition of other uses on nearly every piece of field or meadow. Because exceptions were possible, the system tended to produce a chaotic type of urbanisation rather than a controlled one.

A short piece of decision theory

Two types of decision behavior, i.e. standardisation and analysis/optimisation, could be found within landscape management practices and decision making processes.

Elaborated and explicit landscape planning procedures are normally considered to be optimisation procedures based on formal analysis. Landscape planning gives a clear demonstration of how the analysis and optimisation is important. The tools landscape or environmental planning developed, the suitability analyses, GIS, elaboration of alternatives, environmental impact assessments to mention just a few of them, indeed represent a very rich arsenal of optimising procedures in physical planning.

Standardisation is a very well known and powerful activity among engineering disciplines. It represents, and let me here repeat a common definition, the development and implementation of concepts, doctrines, procedures and designs to achieve and maintain the required levels of *compatibility*, *interchangeability* or *commonality* in the operational, procedural, material, technical and administrative fields. Nobel laureate H. Simon uses the term “standardization” for a type of businessman behavior when confronted with a necessity to make a decision while an adequate analysis cannot be carried out. In this respect, a standard is any predefined procedure or design or any of above mentioned issues that may be accepted as an adequate solution to a certain problem or a part of it.

Environmental norms are only special cases of standards. They define standardised environmental quality, but are specific in a sense that they represent minimal level of environmental quality or, to borrow the term from H. Simon, they are “satisficing” decisions about the environment.

Landscape reserves, i.e. national parks, natural reserves, natural monuments, outstanding landscapes and similar spatially defined restrictions, are types of environmental standards. In a decision making system, they function accordingly to the characteristics they share with other environmental standards:

- as “satisficing” decisions they are not optimal from the point of view of conservation requirements, therefore, they tend to be more and more severe with the passing of time;
- they represent an isolated interest, and are as such incomplete solutions;
- they compete with accordingly expressed interests within a political (administrative) context therefore they tend to exclude other interests from the decision process, e.g. they tend to give priority to their interests;
- they eliminate the need for optimisation and decision making, and indirectly the public participation as well;
- as they are expressed as an environmental condition, e.g. as a presence of a specific habitat, they remain within experts’ responsibility and the decision is taken as something that has to be done by experts, i.e. experts within the state administration;
- because of the last mentioned characteristic decisions are often defined as scientifically based matter. The real nature of the decision, i.e. its value based nature, is overlooked.

The state administration, especially in a centralized political system, tends to exploit the norms as a simple and well to be controlled system when confronted with the specific tasks. This is true for any sphere where public interest should be protected by the government. It is not uncommon that European Union uses this approach in the sphere of nature conservation, water conservation and other conservation issues.

The system of decision making functions well until it is restricted to small areas and to the areas where other interests do not exist. The problems occur when extent of protected areas increases and, as a consequence, the conflicts with other societal interests for the use of land emerge.

One can very easily understand the hesitating of the sectors to accept comprehensive landscape management guidelines as their own. The adjective comprehensive means, in this context, also guidelines that are equilibrated among different societal interests.

Conclusions

The three policies European Landscape Convention proposed as three pillars of its implementation could be considered as three faces of the same activity – comprehensive landscape planning.

It was explained above that direct conservation which is carried out by establishing protected areas is just a rudimentary type of spatial planning. As a type of standardised decision making process it has important drawbacks. It represents a solution to the developmental/conservation problems prepared in advance. The decision about a problem of spatial development/conservation is taken when all circumstances that

may have influence on it are not yet known. As it is based on a scientific perception of the problem an expert decision seems to be adequate and fully satisfactory. The general public could be eliminated from the decision making process. The Slovenian experience is very illustrative in this respect. The proposal of the Natura 2000 areas was a classified document made public only one month before it was sent to Brussels. The general public was intentionally eliminated from the decision making process. The explanation was very simple. The definition of the Natura 2000 areas was a matter of science.

As a protection of a public interest against the specific or private interest in the land use the direct conservation seems very efficient. But it is not democratic in its very nature. It should not be used too extensively. The conservation could be built within landscape planning procedure. Landscape or environmental/ecological planning has developed a very rich arsenal of approaches that can implement conservation goals efficiently enough. In Slovenia, the vulnerability analyses have been introduced also by the legislation. Unfortunately, there are real fears that the “wind” of sectorial interests and European directives will blow this conservation tool away.

The successful implementation of landscape management depends very much on the willingness of the sectors, like agriculture, forestry, water management, etc. to accept other interests about the landscape conservation. As the goals of the sectors rarely coincide with the public interests for conservation the landscape management policy can hardly rely on them. Land use plan, from the other side, by definition implies also management plan. Land uses are activities on land. Activities are defined by technologies or by compounds of operations. When land use plan defines land uses it defines management practices as well. Accordingly, landscape management can be defined as implementation of land use plan. There are some methodological differences between management and spatial plans, e.g. the way how information: data, values, decisions are spatially represented. However, the differences are not substantial, at least not substantial in the context of this discourse.

Comprehensive landscape planning integrates conservation, management and development of landscapes. It can optimize different views about future landscapes. It may embrace all societal interests and evaluate the consequences each of them can have in the future. The most important fact is that it enables public participation when carried out in an adequate way. It gives many opportunities for the public to be involved into decisions about the European landscapes. It may enable Europeans to be adequately involved in making their own inscriptions onto European landscape “palimpsest” today.

Finally, what is comprehensive landscape plan, anyway? Comprehensive landscape plan is comprehensive land use plan. The situations where landscape plan does not represent part of a comprehensive land use planning process lead to definition that landscape plan is a sectorial plan. But which sector does it represent? We may conclude

that the target of European Landscape Convention should be just comprehensive physical or spatial planning. It is important to introduce the knowledge about the landscapes and its processes, goals and aims of landscape conservation/development to the comprehensive planning activities. They are the most important targets.

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Presentation of the regional distribution of landscape types in Slovenia project and the outstanding Landscapes of Slovenia project

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In Slovenia the evaluation of landscapes and their inclusion in the procedures of spatial planning has a many years' tradition. In recent decades, Slovenia has been – starting long before the adoption of the European Landscape Convention – making the effort to include the landscape and its component parts in its spatial plans and executive projects from the national to local level, which has also been settled in its legislative documents. One of the most important projects that prove the high position of the landscape in the system of values in Slovenia is the study entitled Regional Distribution of Landscape Types in Slovenia. It was made in years 1991-1998 by order of the National Office for Spatial Planning of the Ministry of the Environment and Spatial Planning of Slovenia. This work originated from the awareness that Slovenia is rich in diverse landscapes. The landscapes of Slovenia have recently experienced significant changes which are expected to increase considerably along with the anticipated changes following Slovenia's opening to the world-wide market. The concern for the conservation of the national landscape wealth is therefore understandable. In addition, we have so far lacked a reasonably complete picture of the landscapes of Slovenia in spite of several monographs and specific studies associated with the Slovenian landscapes or individual regional landscapes in Slovenia.

The project was carried out by the Department of Landscape Architecture under constant co-operation of the orderer, Ministry of the Environment and Spatial Planning of Slovenia. In preparing the project some 25 experts were taking part, mostly landscape architects. The results of the project are presented in six volumes; in five volumes the five Slovenian landscape regions were elaborated. The sixth volume was entitled Bases of Procedures and it was printed also in English version. Although still very voluminous, the material is a concise version of the material prepared through field work.

The Regional Distribution of Landscape Types in Slovenia was a basis for the further landscape evaluation, above all for the definition of outstanding landscapes in Slovenia and of the areas and elements of landscape identity.

Aims and working procedure of regional distribution of landscape types

The objectives and aims of the project of the Regional Distribution of Landscape Types in Slovenia were:

- to acquire as perfect as possible knowledge about the character and condition of Slovenian landscapes;
- to acquire knowledge about the direction of development of Slovenian landscapes;
- to acquire the categorisation of Slovenian cultural landscapes according to their visual appearance;
- to prepare the basis for defining direct protection of outstanding Slovenian landscapes; and
- to prepare guidelines for landscape development and conservation.

The basic working method was field work. It comprised observation, recording, taking photographs of landscape patterns and verification of previous definitions, e.g. definitions of regions and boundaries, classification hierarchy, etc. The description structure was agreed in advance, and subsequently co-ordinated and amended. An attempt was also made to standardise writing methods in order to suppress the differences in style among individual authors. In order to reduce excessive subjective approach our working procedures involved precisely defined working methods by stages or steps, multiple verifications and workshop confrontations and discussions.

Although simultaneous verification of individual working steps and procedures was time-consuming it proved in the end to be a very useful activity, because simultaneous adjustments to the study objectives were made through the experience gained from field work and processing of the material collected on site.

Procedure of Landscape Regionalisation of Slovenia

The first step of our working procedure was the regionalisation of Slovenia into the broadest landscape units; its basis was the regionalisation proposed by our well known geographer, S. Ilešič. In general, it complies with the proposals of other experts, mainly geographers.

Another level was added to the classification hierarchy, so that we came to comparatively smaller but consequently clearer units. This was necessary because of the procedure which included field work as the basic working method.

The procedure of regionalisation, although based on subjective assessment, followed serious thought about the natural characteristics of Slovenia anyway. The first hierarchic classification was based to the largest extent on the climatic conditions, and on geologic ones, as well. The next hierarchic level also included the criteria of macro-

relief in addition to climatic conditions. At the last two levels the most important criterion was landscape image. We presumed that the units at the lowest level have mostly uniform landscape image or at least less diverse basic typological patterns.



Picture 1: First level of regionalisation



Picture 2: Second level of regionalisation



Picture 3: Third level of regionalisation



Picture 4: Fourth, the last level of regionalisation

The landscape image of a particular unit is defined by landscape patterns. The landscape image, representative of a certain spatial unit by being either very frequent, typical or characteristic, identifying that unit, is described as a pattern with these features. It was clearly not possible to identify just one single pattern within a particular unit. Even a small and transparent landscape unit can be further articulated into smaller sub-units. But at this point there appears the difficulty of determining physical boundaries of patterns already mentioned. Thus, a perfect harmony between the pattern and the spatial unit practically cannot be achieved.

Typological Classification Procedure

The procedure of regionalisation should coincide with the typological definition of landscapes. The defining of “common landscape characteristics”, although with the

aim of searching for homogeneous spatial units, can also lead to a typological definition if the final homogeneity of the unit is expressed by morphologic characteristics. At the same time, a particular landscape type inevitably expresses a certain “landscape character” as well. This reflects the conceptual “blending” of both activities, but that, as mentioned earlier, was the initial premise of the whole work.

An important constituent of an individual landscape unit description is the presentation of its patterns. The patterns are defined on the basis of criteria which should reveal their morphological landscape characteristics. The pattern shown by a particular photo is always a concrete “subject” of a certain landscape type irrespective of the level it represents. The landscape type is an abstraction, a generalised model for several landscape patterns.

The typological system was built by gradual inclusion of the most important elements of a landscape pattern. These elements are:

- climate – it determines the basic features of landscape which can be “read” both in land use and in vegetative cover;
- relief – together with waters it forms the basic morphologic foundation for a landscape structure;
- land use or surface cover – a synthesis of climate and relief, and in the areas of the most intensive spatial development it also reflects the disintegration of the traditional landscape pattern.

In the procedure of typological classification several landscape types (field landscapes on plains, agricultural mosaic pattern interchanging with forest and contiguous villages, landscape of extensive agriculture based on grassland, landscapes of vineyards and orchards a.s.) were defined that appear, as a rule, in all landscape regions and are characterised by different landscape patterns.

Evaluation of landscape

The evaluation of landscape was carried out in the process of evaluation of landscape units at the lowest level. It was made because of the need to prepare value definitions of individual parts of Slovenia for the spatial plan, and consequently also for the formation of the landscape development or protection guidelines. The subject of evaluation was a landscape unit.

Criteria for evaluation:

The purpose of evaluation was to rank the vitality (natural and economic), experienced pleasure (“amenity”), and stability (“health”/healthiness) of the landscape on the evaluation scale defining the reference landscape conditions from the most desired ones to those denoting degradation and reduction of the area’s potentials.

Four basic criteria were selected: natural conservation, diversity, spatial order and harmony.

- *Natural Preservation – Naturalness*: it denotes preserved natural elements or the elementariness of areas, as well as the areas perceived as natural (left to nature) although they may be of secondary origin.
- *Diversity*: we took into consideration the diversity of phenomena, the variation of shape and the diversity of elements. Very important factors of experiencing diversity are forests because of their high growth (vertical structure) and volume. The forest appears in many different and varied forms (large or small patches of forest, tongues of forest in ravines, forest in plains). Diversity also increases in association with relief, e.g. the association of forest and relief or water and relief.
- *Spatial order*: only the patterns of order have been taken into account. Complexity, as the highest degree of order, containing also the criteria of congruity, balance, and harmony, is considered elsewhere. In the frame of nature, we evaluate the structural order (the orientation and course of ridges and valleys) as well as individual constituents of spatial order: recurrence, rhythm, direction, gradation.
- *Harmony*: the harmony is a composite criterion, consisting of diversity (number of elements, phenomena, forms of elements and phenomena) and order. In addition to the harmony between the existing natural conditions and transformation it also contains the criterion of aesthetic value – pleasantness of landscape image. The pattern with diverse yet very regular structure is given the highest score for harmony. The score is lower in the case of increased diversity but reduced order.

A significant factor in the assessment of harmony is frequently a logical land use with respect to the existing natural conditions and degree of transformation (e.g. paths along the foothills of slopes) as well as pattern transparency and recognisability.

We added two criteria of symbolic meaning for the elements of landscape parts already attributed with specific associative meanings, either at the local community level, or at a wider – regional level, or at the national level.

- *Symbolic meaning of natural elements (mountains, lakes, rivers, growth)*: the scope of recognisability (national, regional, or local) of a certain area is defined on the basis of natural characteristics and the historical and cultural significance that can be identified in the landscape.
- *Symbolic meaning of cultural elements*: the assessment of the scope of recognisability (national, regional, or local) of an area is based on the landscape characteristics of cultural elements.

The landscape was ranked on the evaluation scale from 1 to 5. There was used landscape units evaluation scale:

- of the basic criteria (score 1 = the most, the largest, or to the highest degree; score 5 = the least, the smallest, or to the lowest degree); and
- of the additional criteria (national, regional, local significance).



Picture 5: Value classification map of Slovenia

With the regionalisation of landscape types in Slovenia a very comprehensive work was done, which was the basis for defining outstanding landscapes, heritage cultural landscapes and areas and elements of landscape identity of Slovenia.

Outstanding landscapes

In the last ten years, there were a few attempts to set up a register of Slovenian outstanding landscapes. The selected criteria were similar in all the attempts, and hence the list of criteria for the defining of outstanding landscapes became more and more solid.

When formulating the criteria for defining the outstanding landscapes as most valuable cultural landscapes one should rely on both rational (cognitive) and irrational (emotional) expressions. We took into account that in the landscape typology and in the defining of outstanding landscapes the landscapes (landscape units) are classified and valued not only on the basis of objectively defined data on landscape structures, but also on the basis of the personal experience based on the watching and understanding of the space.

The actual list of outstanding landscapes includes almost one hundred small landscape areas which:

- represent traditional forms of dwelling and land use, adapted to natural landscape structure;

- have visually distinctive patterns of settlements and visually expressive architectural elements;
- have symbolic, cultural and associational values;
- have great impressional values (natural structures, cultural values);
- are unique in regional, national or even broader scale;
- have special values of natural landscape structures;
- have a consistent landscape structure which enables their spatial limitation and
- have great importance for national identity.

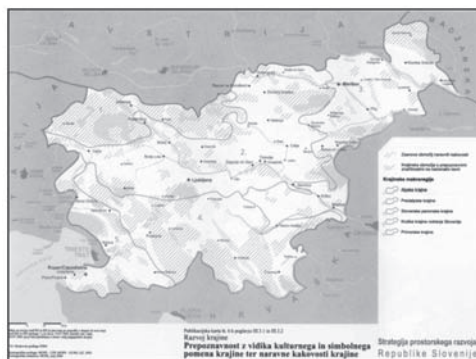


Picture 6: Outstanding landscapes in Slovenia

The outstanding landscapes in Slovenia are divided into field landscapes, landscapes of grasslands, landscapes of vineyards and orchards and landscapes with exceptional natural structure. For each type of outstanding landscape the actual problems, desired state and guidelines for the preservation or maintenance respectively of these landscapes have been defined. With respect to the fact that there are in question smaller areas the objective of managing these landscapes is actually their maintenance and preservation of outstanding landscape characteristics.

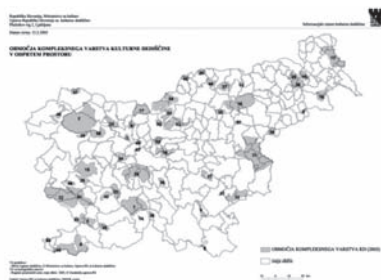
Landscape identity

In Slovenia the conception of landscape identity was introduced by the Spatial Development Strategy of Slovenia and Spatial Order of Slovenia in year 2004. They both bind the identity of landscapes with variegated cultural landscape, archeologic, building and settlement heritage and with natural values and expressive and recognizable properties, which form a cultural and symbolic meaning, and inspiring value of the landscape.



Picture 7: Areas of landscape identity in the Spatial Development Strategy of Slovenia

The definition of areas and elements of landscape identity is a result of many years' work on the field of evaluating landscapes. Beyond the Regional Distribution of Landscape Types and definition of outstanding landscapes in Slovenia the endeavours of our Ministry of Culture were significant (important). To be able to determine the most valuable landscapes and cultural heritage in the landscapes, the Ministry has prepared the list and map of heritage landscapes and of areas of complex conservation of cultural heritage in landscape (open space); this map was taken into the Spatial Development Strategy of Slovenia as the basic input of goals in the field of conservation of cultural values.



Picture 8: Areas of complex conservation



Picture 9: Heritage landscapes of cultural heritage in landscape (open space)

In Slovenia, the conception landscape identity is still in the phase of research and winning recognition. The landscape identity is defined as a whole of characteristics of the landscape structure and its symbolic meanings, by which each individual landscape area can be recognised and identified. In this connection the elements and areas of landscape identity are important:

- *the elements of landscape identity*: these are qualitative landscape structures that are important for identity of the landscape of a certain area. They are either natural or created and are very heterogeneous because of their diverse natural structure, various types of cultural landscapes, various types of farming and settlements;
- *the areas of landscape identity*: these are relatively extensive areas that are on the national, regional and local level defined as spatial units, in which the conservation of elements of landscape identity and priority performance of restorations of spatial degradations should be assured. The definition of these areas is based on the presence and great number and density of the elements of landscape identity, on their exceptionality, and also on the established categories of the protection of cultural landscapes and natural values with their symbolic meanings or an important role in the mental picture.

The spatial plans should present the areas of landscape identity on the national, regional and local level and they should define the elements of recognisability on the complete area covered by the plan.

In a great extent the directions for these areas result from their heritage and landscape values and are formed with respect to the desired state of individual landscape areas and spatial units.

The purpose of defining the areas and elements of landscape identity in planning acts is the conservation of landscape, symbolic and other spatial characteristics, relatively broad areas, important for the landscape identity of Slovenia and its regions. For the realisation of plan stipulations the intersector harmonisation is of exceptional importance, as it alone can lead to the synergic effects and desired state of landscape.

Use of the results

The study Regional Distribution of Landscape Types in Slovenia, definition of outstanding landscapes and definition of areas and elements of landscape identity are used as the basis:

- a. for the preparation of spatial plans and detailed spatial plans;
 - as the data and value evaluation of the current state;
 - as the data about the desired state of landscapes and as the basic guidelines for the further spatial development;
 - as a methodological instrument in evaluating landscapes in the spatial-planning procedures;
 - as one of the bases for the preparation of professional bases for spatial and detailed spatial plans;

- as the basis for the impact assessment in environmental reports, which are a part of the Strategic environmental impact assessment;
- b. for the preparation of research studies in the field of spatial planning, landscape planning and environmental planning;
- c. in informing the public, and in educational processes (e.g. project “We are Managing the Landscape”, lead by Slovenian Association of Landscape Architects; posters, etc.);
- d. when planning the development of tourism, when marketing Slovenia as a touristic destination and touristic trade marks based on landscape diversity and various forms of the use of natural sources;
- e. in the development of agriculture in the areas with limited development potentials and in the framework of the protection of nature and cultural heritage. The results can be used as the data about the current state and tendencies and as a value assessment of the elements and parts of the space that are also in the competence of these sectors.

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Understanding and using the diversity of landscape: English experiences

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Background – diversity of views

The short presentation made at the Ljubljana workshops considered the understanding of landscape in the United Kingdom from a methodological viewpoint, including especially the diversity of perspectives as well as of land types that landscape assessment needs to capture. It also looked at how improved understanding – assessment or characterisation – can help us to change landscape by informing the enhancement of landscapes where improvement or change is desirable, and elsewhere by supporting the management of unavoidable landscape change. Landscape is dynamic, not least because it relies on people’s perceptions that change following a variety of factors – through life with age, seasonally with climate, from day to day, in response to environmental change, social factors or politics, and many other things. Landscape perception is also contingent on knowledge, perspective and experts’ disciplinary backgrounds – my landscape as an archaeologist is never going to be the same as a landscape architect’s or an ecologist’s, but the differences are informative and the diversity is healthy.

This written-up version also reflects some aspects of the discussion that took place during the Ljubljana meeting, notably those about reacting to (and trying to prevent) change. It seems necessary to continually remind ourselves that the Convention considers landscape to exist across the whole of a state’s territory, not just in special selected areas or indeed only in heavily threatened areas. Indeed, there is a strong argument that landscape management and planning should be focussed on the “poorest” landscapes where people live in order to improve quality of life. Claiming landscape as a democratic concept, as a manifestation of human rights, means amongst other things that we should also recognise that everyone possesses landscapes (their home, where they work, perhaps in their memory or the place where they grew up).

Areas of landscape can be important and culturally significant whether or not they also have “expert” values attached to them. They are “landscape” even if specialists from any particular discipline do not recognise any particular values, scientific interest, or even if they consider a landscape (for example) too modern, or ugly and un-aesthetic, or too un-traditional to be deemed of value. All these ways of judging landscape are to some degree problematic, especially when used in isolation. To take the latter as an example, “traditional” has virtually no meaning to archaeologists who are always

aware of the transience of things and activities within the *longue durée*; there was always a landscape before the one we might call tradition. Today's landscape will in time, for our descendants, come to appear to be "traditional" in its own right too.

The discussion in Ljubljana also prompts me to reiterate the maxim that landscape can best be regarded as not the same as environment, nor synonymous with biodiversity or nature. It will be suggested in a moment that working through landscape can help us to look after these things as well as to improve and protect landscape itself. But landscape can be seen to be different and therefore to need different treatment. It can be said to be mentally constructed from "things", but it is not itself a material object to be protected. Rather it is a set of perceptions based on material objects and those perceptions are as alive as the landscape itself. Landscape is alive (in the sense of the commonly-used term "living landscape") because of the dynamic and organic nature of peoples' perceptions as much as (or in fact more than) the fact that some of its components are living things such as plants or hedges, or because landscape is living because it is changing in physical terms.

Looking after landscape

Techniques of environmental protection or management do not therefore necessarily apply meaningfully to "landscape". As normally carried out, for example, the methods of Environmental Impact Assessment are not easily transferable from measuring impact on specific natural and cultural assets (which can be destroyed as well as modified) to assessing how landscape character and perceptions may be modified. Furthermore, landscape management and landscape planning are more useful and positive tools than landscape protection. Protection can be a useful fall-back when others ways to manage landscape change more holistically do not exist or have failed; but it will usually be protection of components, rarely ensuring that appropriate land-using *processes* continue, so that protection may keep the superficiality of landscape but not its full character. It also at best is a temporary remedy because sooner or later new processes will arise that start to change the landscape that we are trying to protect. Understanding processes, past or continuing, is a more important part of understanding than is sometimes recognised.

Protection of anything – a building or a monument for example – always to some extent, metaphorically and occasionally literally, erects a fence or a barrier around the object of protection, separating it from its context in the wider world. Landscape, however, because it is cultural, only truly exists as part of an open, unfenced world and when it is part of the real, changing, contested world of people and society. This is why we so often use the term "cultural landscape". The centrality of people – now and in the past as much as in the future – is why the historic and archaeological aspects of landscape are so important; and why landscape archaeology and landscape history need to play a large role in landscape assessment and characterisation.

Landscape protection is therefore not the preferred instrument for sustainably looking after landscape. Even when it is required, it is best and most effectively applied only at the scale of components: landscape as a whole – in any area – is dependent on human and social processes that cannot always continue, or on ecological interactions which do not exist in a vacuum but as part of the humanly-modified biosphere that continues to be modified. Viewed in this way as a complex mechanism as well as a mental concept, landscape cannot be “protected”; such an approach (which is borrowed from earlier 20th or even 19th century paradigms for protecting Monuments and Nature Reserves) is inappropriate, yet it continually re-emerges in discussions about managing landscape Convention workshops.

Protection, however, will ultimately become ineffective except in areas where public perceptions of landscape are turning towards a new construction of landscape as “natural” or “wild”. These (in the United Kingdom at least are in effect those areas where human management is being withdrawn because of economic factors and demographic change and to which bio-tourism is starting to bring money) or where “ecosystems” approaches (which very often regard people as outside the system, as merely impacts upon it rather than as agents and indeed creators) begin to replace landscape as theoretical framework for environmental protection. It will be less helpful for truly “cultural” landscapes, which at least in 21st century Western Europe are the vast majority.

We can also briefly consider landscape not just as the object of our endeavours, as something or some perception that requires us to manage it or plan its future for its own sake (or because we value it), but also as a way of guiding change that will benefit all aspects of the environment. This approach – planning *through* landscape rather than planning *for* landscape, as researchers such as Paul Selman has phrased it (see also Ingrid Sarlov-Herlin’s paper in the proceedings of the 2nd ELC workshop from 2003) – harnesses the ability of the Convention’s concept of landscape to act as a series of meeting places, to bring people together from their different disciplines and interests and to connect them to a wider public.

In short, landscape as well as everything else is a unifying factor, that facilitates holistic sustainable management of the environment and all of its components, whether cultural or natural (insofar as these are distinct), new or old, physical or associative. It enables the meeting of people with place, but also of people with memory, and it transcends different cultures as much as different disciplines. The inter-disciplinary dimension of the meeting place is one of its most important – the approach an archaeologist takes to understanding landscape is very different to that of a landscape architect, but the Convention’s definitions allows us to see that this difference is not one of competition, that the two views do not exclude each other, but that the two approaches (and many, many others) complement each other.

No landscape work has yet fully captured the values of joining all disciplinary viewpoints. It may be an impossible task – a goal to move towards but never to actually reach, like sustainability. The task will become easier however if it is carried out in an inter-disciplinary manner. The answer is not for one discipline such as landscape architecture to “collect” everyone’s views and integrate them, the actual task is one for disciplines to achieve working together.

Ways of understanding landscape

There are a number of methods in common use in England to assess or characterise landscape, principally those of LCA – Landscape Character Assessment – and HLC – Historic Landscape Characterisation. Both are described in a short paper in the proceedings of the 2002 Convention Workshops. LCA is normally carried out by landscape architects using a now well-established method (www.landscapecharacter.org.uk/, under “Resources”). It is focussed mainly on visual, aesthetic and experiential aspects of landscape. The second (www.english-heritage.org.uk/characterisation) is carried out by archaeologists and sometimes landscape historians, and is focussed on exploring aspects of time-depth (the visible or in other way legible traces of the past in the present day landscape, which is why landscape appears to us as it does. There are other ways of looking at landscape. There are methods of landscape ecology, for example, which examine biodiversity at landscape scale and the land management processes through time that influence the character of landscape. And there is a wide variety of methods in landscape archaeology and history that study the development of landscape through time, the environment at landscape scale at particular periods of the past, or the ways that people in history and prehistory constructed their own mental landscape or created environments that reflected their view of the world in various ways.

Both LCA and HLC normally work at sub-regional scale, which in England means at the level of local government county or district councils. But both can be carried out at more local scale, for example at parish scale, and indeed in the opposite direction at national scale (and perhaps in future at European scale). Some of the most influential (in policy and landscape management terms) examples of such methods are in fact national: the “Countryside Character Map” of England, for example, divides the country into c160 areas of heterogeneous but distinctive “joint” (ie integrated joint because they, historical and ecological factors) landscape character (“JCAs”); these sub-divisions are capable of a variety of management and planning uses ranging from the targeting of agri-environmental support, to the monitoring of the major directions and causes of landscape change (the www.countrysidequalitycounts.org.uk), or strategic spatial planning. There are also similar national maps for historic character, such as EH’s “Atlas of Rural Settlement” that has produced a model of the character of England’s human landscape that reveals ancient and deep-seated patterns that still dynamically govern regional diversity.

County-level LCA and HLC, however, and especially the latter, are considerably more detailed. LCA analyses landscape and presents a coherent picture of its diversity by means of sets of discrete character areas, in the same way that the national JCAs do. It takes account of topography and geology, feelings such as the sense of enclosure or open-ness of the terrain, of colour and sound, and of views into and out of areas. HLC (by virtue of its use of GIS methods, but largely because doing justice to the historical complexity of the landscape requires a much finer grain than, for example, taking account of variations arising from geology, soils, climatic or topography) takes a more detailed approach, based on an archaeological mind-set (in the broadest, modern sense of the word archaeology, as a discipline devoted to studying inherited material culture of all types in order to understand the present.

HLC mainly bases its interpretation on generic types (eg different historic types of fields and land enclosure, urban and industrial character and so on) rather than on character areas, although they can be constructed as well. It does this in order to understand historic processes. The emphasis on process as much as fabric and form is an important part of the HLC method; it carries with it an assumption that change and its effects, whether past or future, are as much an attribute of landscape as an impact on it; from this it follows that change is not necessarily to be fought, no matter how comfortable we might feel with the existing landscape. The method has been extended from the rural landscape where it was invented, first to townscapes and most recently to “seascapes”, that is the invisible but still in various ways perceivable landscape of the seabed: landscape, as with association and memory, need not be visible.

Both types of landscape assessment, which are of course complementary not competitive, are necessary simply because, as mentioned above, it is difficult to understate the diversity of approach and perspective with which landscape needs to be approached. It is important to recognise once again that landscape is neither simply an ecosystem within which plants and animals (including humans) make their habitats, nor is it wholly a matter of scenic or visual factors.

A too-solitary concern for the aesthetic aspect of landscape can lead to expert-led assumptions about quality which risk ignoring “bad” or “ugly” landscapes, or worse, not regarding them as landscape at all, a sort of dis-enfranchising of those who live there, denying many people of recognition of their “own” landscapes. It can also lead to a neglect of the historic (and prehistoric) depth that lies at the bed-rock of landscape, not least because historic landscape is about people and about past and present human culture, and thus not a wholly scenic and visual issue. Landscape is inherently a cultural construct in the present day, but this mental construct joins us to our past and to our predecessors, and binds us to place, to our mental as well as physical habitat.

Public landscapes and future landscape

Landscape connects us to our past and to our predecessors, but taking only an aesthetic view does not do full justice to this, another reminder that the historical and archaeological disciplines need to lay a larger part on the landscape stage. Historic and archaeological methods, and the models and narratives they produce, are not “extras” to landscape assessment but are essential in order to contribute their particular viewpoints. There are an increasing number of “integrated” LCAs, for example, such as that recently competed for the new South Downs National Park in southern England in which a greater conscious effort is made to bring together the three “main” strands of landscape – visual and amenity, ecology and biodiversity, and history and archaeology. These are a good first step towards true inter-disciplinary understanding, but in many ways the journey has only just been started; the Convention’s insistence that landscape is the object of study of many disciplines, and not the domain of any single one, is perhaps one of the most useful parts of its guidance.

The methods just outlined are of course scientific and expert to varying degrees; they may encourage inter-disciplinarity but that is not enough without moving beyond academic, scientific or professional disciplines to the wider public, to involve citizens. It is not easy or straightforward to stretch LCA or HLC to include public viewpoints, whether collective or individual, yet this is certainly essential if landscape is to achieve its full democratic and social potential. Without people and their perceptions there can be no “landscape” in the sense that the Convention defines it; without awareness of the past, and of the works and activities – both achievements and mistakes– we will fail to understand “landscape” and without understanding we cannot begin to hope to achieve landscape’s sustainable management.

Developing ways of ensuring that public views and perceptions are able to influence decision-making about landscape’s future is therefore vital to the success of the Convention. In England, there have been a few experiments. A few local communities have created their own LCA at parish level, sometimes with the support of landscape specialists. Other projects have facilitated better access to the landscape, especially for people with access difficulties, or have created opportunities to work in the landscape on its management. Several projects have collected public opinions or stories about landscape at local and site scale, and “stakeholder” and community consultation is increasingly common during expert-led LCA projects. But these examples are few and far between, and the development of community involvement in landscape characterisation needs to be a high priority.

Finally, let us remember the main purpose of carrying out landscape assessment and characterisation (cf. “*Using HLC*”, downloadable at www.english-heritage.org.uk) – shaping future landscapes. There are many gains for research and understanding from applying these methods, but first and foremost the aim is to produce new and better understanding for a purpose that is able to inform and support decision making about

the future landscape. Those decisions might be taken by farmers, for whom landscape assessment can provide additional understanding of how landscape has been created in the recent and the deeper past, beyond memory. They might be the decisions of spatial planners, for whom landscape characterisation can offer the “bigger picture” within which to set forward planning, as for example in the use of HLC to assess opportunities as well as constraints for large scale “housing growth” (ie the continued urbanisation of SE England), or for choosing the route and design of new motorways. Heritage managers use HLC to identify the impact of proposed development of both known and predicted archaeological sites, as well to help reconcile landscape change with landscape character. As mentioned earlier, LCA and HLC are both part of the national system for monitoring landscape change as a basic first step to managing it. Increasingly, too, the decisions that are being based on HLC and LCA include are those of developers and landowners, so that landscape character as an issue can be taken into account (and can contribute the new designs) at the very earliest stage of planning change. In that context, protected areas become less necessary: everywhere is landscape for somebody, and all development can be designed with an eye on improving or maintaining its character.

Part of the wider discussion at the Ljubljana workshop turned towards ideas about opposing change in order to “save” certain parts of the landscape from change. This sort of reactive (and conservative) approach to management was perhaps necessary in earlier times when conservation was un-structured, even more under-funded than it is now, focussed on discrete sites, buildings and monuments (“things” rather than the whole landscape). It was also lacking in public support than it is now, partly because it was perceived to be, and often was, solely about “expert” concerns that scarcely impinged on the lives of real people. In my own field, this was the evidential rather than (eg) the amenity or identity value of archaeological sites or the art historical significance (rather than contextual place-value) of historic buildings; in ecology, small habitats were “protected” but without recognition of the human and cultural values – biodiversity only for the sake of animals rather than people as well, somehow seeing people as being outside nature not part of it, as an impact on landscape not as creators of it.

The methods outlined in this short paper are based on a number of principles that all allow, indeed require, a new approach to landscape management, one that is more forward-looking in terms of creating future landscapes. These principles include inter-disciplinary understanding that tries to incorporate all ways of seeing; the characterisation and assessment of the whole landscape; a strong recognition that all areas are somebody’s landscape; that landscape (because it is first and foremost as the convention insists a way of seeing the environment through human perception) puts people at centre-stage; and recognition of the importance of time and therefore of change through time as part of landscape character.

Inherited landscape character still needs to be kept and preserved, but as part of a new landscape, not as a museum object. Landscape is not just a larger type of monument or site, it is both more complex and more dynamic than that. It can rarely be preserved in a reserve, but needs to be kept as part of the living, changing world. Understanding landscape therefore leads us to a new paradigm where character and context (local or national) count for more than fabric, where processes need to be sustained as well as form, and where positive spatial planning not protective designation or constraints is the main instrument, in keeping with many of the Convention's assumptions and aspirations.

Landscape and urbanism in Italy

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Premise

While the themes dealt with in this paper refer directly to the situation in Italy, they also make reference to more general issues about the policies for the planning and managing of the landscape within the framework described by the European Landscape Convention.

In particular, the topics discussed include:

1. How to meet landscape quality objectives;
2. The readjustment of the system of landscape governance;
3. Upgrading the instruments of conservation.

How to meet landscape quality objectives

In Italy, landscape conservation has traditionally been characterised by a restrictive approach that aims to isolate the areas of greatest value, successively subjecting them to protective rules regarding the transformation of their use and physical patterns.

The basic instrument used to implement this form of conservation was the Regional Landscape Plan (*Piano Paesistico Regionale*), defined by the Regional Government, together with the Ministry of Cultural Heritage and Activities (*Ministero per i Beni e le Attività Culturali* – MBAC). In the past the procedures related to authorisations were entrusted to specific organisms of control, the State Superintendents and local offices of the MBAC. More recently, these powers were exercised directly by the Regional Governments and often, following their delegation, by the Provincial or Municipal Government. This solution has given rise to numerous criticisms, given that all too often the controls were less rigorous in the absence of a competent authority that was also independent of the local powers, such as the Superintendent's Office. One of the last acts of the previous centre right government, widely discussed as a result of its policies towards cultural heritage and the landscape, was that of restoring direct control to the Superintendents, in open contrast with the Regional Governments.

In any case, there are some unclear issues related to the changes being made to a law that has been in act since 2004, the so-called “*Codice Urbani*”, aimed at updating the Italian system to meet the European Landscape Convention. In particular, the renouncing of quality objectives, a very serious matter, has been substituted by the

more generic formulations of measures for the conservation of the landscape values identified for each territorial unit. This choice moves away from the Convention and tends to deflate the innovative force of a concept that is still unable to take root.

However, in more general terms, what appears to be most evident within the present Italian situation is the embarrassment of considering the entire landscape as being worthy of attention, as opposed to only those landscapes of excellence that are to be protected. While there are some regions, such as Umbria, Tuscany and Emilia Romagna, that are more productive in seeking to test the innovative approach proposed by the Convention, in addition to busily revising their Landscape Plans, elsewhere the situation is governed by mistrust, a sentiment that can be found above all in the more conservative environments of experts, lawmakers, well-known cultural associations such as “Italia Nostra” and the State Ministry of Cultural Heritage itself, the latter of which tends to give prevalence to its own powers regarding the single landscapes that are to be conserved by law.

Notwithstanding the conflicts and ideological oppositions, even Italy is witness to the emergence of an understanding that – as even the “*Fondo per l’ambiente italiano*” (FAI) recognises – “*it is no longer sufficient to restrict. Today we must share, we must come together to work on a common project. And there is only one project: providing Italy with the possibility for growth that integrates development and conservation, in the search for beauty*”. This awareness is not yet capable of affecting an institutional attitude that remains oriented towards conservation by restriction, rather than the active governing of changes across the entire landscape. However, some headway is being made, above all in the Regions that, by their very nature, tend to simultaneously consider the landscape and the territory.

In order that this advanced vision of landscape policies can truly affirm itself, at least three conditions must be matured:

- the principal of the *shared sovereignty* of the landscape, as part of a system of *multi-level governance* that, first and foremost, reaffirms the value of the landscape within the management of spatial transformations;
- a culture of experts that is more *open to dialogue and comparison* and faithful cooperation, both administrative and disciplinary, overcoming the barriers of a self-referentiality that penalises the behaviour of administrative structures at all levels as much as academic behaviour, often hindered by rivalries between various schools and disciplines;
- an *attitude of experimental and selective government* that is capable of intercepting, in a timely fashion, the areas of change within the landscape and of participating in their transformation through an intelligent and preventative combination of the strategies presented by the various subjects involved. It is an attitude that entrusts, rather than only those restrictions imposed by authorities, the shared production

of *landscape charters* and *strategic agendas* that are capable of promoting public and private projects, assisted by procedural and financial incentives.

Within this perspective the approximation of the logic of urbanism to that of the landscape is becoming a central theme for the achievement of landscape quality objectives.

The hypotheses that I am putting forward is that of only an *effective integration between these two points of view will allow the landscape to become a value that is capable of orienting spatial transformations*, and not only to condition them within an inevitably limited range.

This integration is difficult, though not impossible, as demonstrated by the pioneering work of a few Municipalities, not by chance located in those regions that are most sensitive to the application of the European Convention. However, before discussing what can be learned from experience, I would like to discuss the implications of the proposed approach.

The joined approach of urbanism and the landscape can be practiced as a *juxtaposition* between two legitimate ways of looking at the management of transformations: one that is oriented, above all, at disciplining the development of settlement and land use, while the other is aimed at caring for the permanence of the meanings and physical forms that characterise the identity of a landscape. They are two approaches that have roots in different discipline and which have to deal with practices and policies of intervention that are, to date, notably diverse. Their combination, focused on a specific landscape, may be capable of guaranteeing that the recognisability of the respective disciplinary traditions remains intact.

However, it is precisely the consideration of these quality objectives as a common turning point, both for urbanism as well as for the landscape, which leads to interesting possibilities for disciplinary innovation. In particular, it may lead to the creation of a new vision of *Landscape Urbanism* that defines, in an innovative manner, the relationship between city, environment and landscape (Turner, 1996; Waldheim, 2006).

Landscape Urbanism thus becomes the expression of the *attempt to bring together the respective logic of each discipline*, integrating natural processes and urban development in the construction of a new “artificial ecology” that well represents the meaning of the urbanised environment within the contemporary landscape.

Landscape Urbanism is thus theorised as a new approach that tends to “incorporate the processes and techniques that have historically modulated the landscape into the domain of urbanism, empowering its ability to cope with the wide range of scales, the diversity of domains and the rapid changes at which it is currently being challenged to operate”. All of these conditions put current planning practices to the test, imposing solutions that are continually less rigid and forceful, in favour of others that are more

open to process and indeterminacy, precisely as takes place in the transformation of natural landscapes (Najle, 2003).

New frameworks of understanding and methods of action may be born of the confluence of “environmental engineering and landscape studies and strategies of urban and industrial development”. The same notion of form can also be reinterpreted as “the result of shaping processes rather than as an end in itself imposed by the design process (Mertins, 2003).

The testing grounds for landscape urbanism are, in truth, still infrequent and do not appear to have fully demonstrated the innovative potential of this approach. One example of an experience that appears to be of great interest is the competition for Downsview Park in Toronto, presented as an opportunity to reinvent the park as a flexible urban landscape for a local society in evolution (Mertins, 2003; Blum, 2004). We can also look at other projects in Holland, in particular Leidsche Rijn, designed by West8 or the “Uit de Klei getrokken” programme, the new landscapes of the polders based on the project by Bureau Vista (Diekman, 1999).

In more general terms, this new vision appears to still be in an embryonic state, and there is much to be done in order that it affirm itself as a new trans-disciplinary perspective that will allow for the management of local territories in full harmony between urbanism and landscape.

The readjustment of the system of landscape governance

The major difficulties in achieving landscape quality objectives lie in the problematic relationships between systems of land use management and systems of landscape conservation. These difficulties are the consequence of the diversity of the interests involved, and they are regularly reflected in the diversity of the disciplinary traditions and the apparatus of management.

In Italy we must also consider the still unresolved contradiction that arises from a legitimate interpretation of the fundamental article 9 of the Constitution that, in fact, recognises the primary nature of the aesthetic-cultural value of the landscape, with respect to all other values, including economic ones. This strong affirmation, which finds very little comparison in other European countries, also allows for the application of restrictions without economic compensation for landowners of properties that are affected by these same restrictive measures.

In light of this principle we have long sought to govern the landscape, the element of public heritage *par excellence*, in an authoritative manner that is intentionally removed from the realm of democratic discussion, precisely with the aim of guaranteeing its correct conservation, above and beyond any of the other values at stake. Furthermore, the power of the Superintendents, as discretionary as it is autocratic, in interpreting

aesthetic-cultural values represents the coherent expression of this vision of conservation that is centred on a specific method of State government.

Currently the situation is changing profoundly with respect to the period when, some fifty years ago, governance was seen as being separate from conservation. The growing articulation of powers that accompanies the transformation of our society and our institutional system places the unitary model of the State in crisis and requires a reconsideration of institutional structures in favour of a new, more balanced model of local and centralised powers.

The landscape becomes the element at stake in a complex interweaving of powers and responsibilities between the State, the Regions and local Entities. Following the involvement of the Regional, Provincial and Municipal Governments, things have changed. The value of the landscape and that of local development are erupting on the scene in a very positive manner. We are finally faced with the concrete possibility of joining landscape, territory and economy. However, the equilibrium between the various spheres of value remains very flexible, and we seriously risk sacrificing the landscape through an approach that tends, inevitably, to re-dimension the role of cultural perceptions and the administrative structures of the State that were historically responsible for them.

On the other hand, the experience gained to date demonstrates that, by using the traditional instruments of the Landscape Plan, Italy cannot in fact manage to properly govern its magnificent landscapes, nor can it effectively pursue quality objectives. At the most, it manages to impose a great deal of restrictions that, what is more, rarely seem to be effective in dealing with the strong pressures for change in the contemporary landscape. It does not yet appear to have defined convincing solutions that are part of a positive convergence between landscape policies and territorial policies, a balanced convergence that does not sacrifice either the instances of conservation or those of development.

Italy has not been able to manage to govern the landscape as a result of the objective difficulty of facing up to economic and social processes that overrun the delicate landscapes that we have inherited. This is also true because it does not manage to create a collaboration between the competent State organisms responsible for the conservation of cultural heritage and the landscape and the Regional and Municipal Governments who, by law, have the power to plan and govern the landscape. Finally, there is the problem that Italy is unable to effectively unite the policies of conservation with those of the valorisation of its patrimony, given that the current legislation has disputably separated conservation from valorisation, respectively attributing the first to the sole competence of the State and the second to be fought over between the State and Regional Governments.

Within this situation, the success of the policies of protection and management of the landscape is entrusted not only to the possible convergence between Landscape Plans and local Master Plans. More in general, it refers to the *necessity of adopting a new model of multi-level governance that involves a lot of institutions* ranging from the European Union to the national State Government and the Regional, Provincial and Municipal Governments.

Isolating the conservation of the landscape from the interdependence between the various institutions at various levels is not a winning move, as we have witnessed with those policies of simple restriction that tend, inevitably, to be applied only to limited portions of the landscape. Confronting the challenge is, however, equally risky, above all if the value of the landscape is not sufficiently appreciated by the various institutional subjects involved.

An important impulse is provided by the new economy that awards the conditions of singularity and quality of context, and thus finds, in the landscape, a significant lever for policies of competitiveness of both businesses and the landscape. It is thus possible to reinforce the importance of the landscape, and to proceed, as in the Region of Umbria, which, as part of a long range plan, has introduced the landscape within the “Development Agreement” (*Patto per lo sviluppo*) signed by government and the economic and social forces present in the region.

There remains, however, difficulties tied to a wager that wishes to increase the importance of the landscape and modify, as a result, the systems of spatial planning and management.

More in particular, we are dealing with the necessity of conceiving of a new means of relationship between the Regions, the Provinces, the Municipalities and the State Superintendencies in the construction of the Landscape Plan or, more precisely, the *transparent connection of the models of governance adopted and the architecture of the process of building the Plan*.

It is important that we recall the experience of the Marche Region that features one of the best landscape plans produced during the 1990's, and which is still in effect. The Plan includes a set of guidelines for the conservation of historical-cultural, botanical-vegetational and geomorphological values that are recognised at the regional level. The Plan also refers to the Municipalities and their local awareness when dealing with the suggestions of modifications to these guidelines during the phase of updating their Master Plans to meet the Regional Landscape Plan.

An interesting research into the behaviour of the Municipal Governments, some ten years later, has led to the identification of three typologies of reference.

A *passive* attitude of pure a-critical acceptance of the restrictions introduced by the Regional Government; an attitude of *negotiation*, aimed at liberating the areas of

greatest interest for the development of settlement, transferring the restrictions to other, less desirable areas; and finally an attitude of *dialogue* that enters into the merit of the choices made by the Regional Government, adding a more detailed awareness and understanding of values from the perspective of local society.

In light of this experience it is now possible to design a new model of governance that consents interaction between the various subjects and fixes, in any case, some basic choices that offer guarantees with respect to the primary requirements of conservation.

One condition that cannot be excluded as part of this new organisation is the construction of a *shared landscape charter* that unites the identification of the qualities of landscapes and the attribution of values, involving at least the Regional, Provincial and Municipal Governments and the Superintendents.

However, this operation is anything but simple and leads to complex questions of both a methodological and political-administrative nature.

Upgrading the instruments of conservation

An improvement of the instruments of landscape planning may be born of the consideration that the landscape is intimately composed of layers, from the regional scale to the local countries. These layers in turn correspond to different institutional figures and specific instruments of spatial management.

It is possible to assume that – as the landscape is made of an interweaving of different layers – the system of planning and management must be the expression of the interdependence between the different levels of government, using a model of governance that recognises that which is pertinent with respect to the various levels, that consequently attributes responsibilities, but which, in the end, allows for the attribution of a final responsibility that guarantees the certain outcome of conservation.

The model of governance is not proposed as a top-down approach, like a telescope, where each level imposes its own values and decisions on the one below.

At the very least, during the phase of investigation and that of attributing values we must employ strategic approach, characterised by the mutual acquisition of knowledge and the interactivity of the points of view presented by the various institutional actors. This will result in a process of constructing the plan that will lead to the sharing of responsibility amongst the various institutional actors, in particular the Regional, Provincial and Municipal Governments and the Superintendents.

However, this is not all, because, as we know, the landscape is composed, more than of institutions, of the multitude of subjects that inhabit it, that use it, that produce it and that design it in their everyday lives. However, it remains the indispensable

premise because the importance of protection and well-tempered modification must be assigned as the cardinal point of actions that, under various titles, influence the changes of the landscape. This would already be an excellent result with respect to current practices that are of another type altogether.

As part of this perspective, it is possible to assume a form of the landscape plan that is derived from inter-institutional partnership and that articulates its investigative, regulatory and design functions in reference to the various levels of territorial governance and their corresponding instruments: the Regional Spatial Plan, the Provincial Spatial Plan and the Municipal Master Plan.

<i>Levels</i>	<i>Functions</i>	Investigative	Regulatory	Design
Regional				
Provincial				
Municipal				

Fig.1 Framework of reference for the construction of the regional landscape plan

The required level of sharing varies depending upon the various planned functions. It is at its highest during the investigate phase, useful for regulation and necessary for design, which must be assisted with incentives and other economic-financial resources.

This scheme is being adopted, for example, by the Region of Umbria in the structuring of its new Landscape Plan that is to be modelled on the contents of the European Landscape Convention and the *Codice Urbani* in effect in Italy. The perspectives appear to be promising and also offer suggestions of notable interest for the innovation of the instruments used.

Thus at the *regional level*, in particular, it is necessary to identify the landscapes of regional value, consequently attributing values, forecasting risks, defining the Regional Quality Objectives, structuring the regulations for conservation and prescribing protective measures, while awaiting input from the provincial and local level, pre-defining the large projects for the landscape and the guidelines to be adopted for local projects. It must then further develop the conservation of landscapes that are already legally subjected to restrictions from the Ministry of Cultural Heritage and Activities, in order to ensure that the restrictions and guidelines are more effective.

At the *provincial level* it is necessary to identify those landscapes that make reference to vaster contexts (or landscape units) for which it is possible to define, with greater detail the values, the Provincial Quality Objectives and the relative regulations to which the Municipalities must adhere during the phase of updating their Master Plans. The provinces will also be responsible for the process of management that must guarantee

the coherence of the acts of sector-specific planning and programming, with respect to the Quality Objectives and the other legislative measures of the plan. Finally, they will be able to organise their own landscape projects in an autonomous manner, or together with the Regional and Municipal Governments.

The actors at the *municipal level* are called upon to identify those local landscapes that articulate the contexts of vaster provincial areas, recognising values and defining, as a result, the Local Quality Objectives. *This is the level of harmonising the Landscape Quality Objectives and those of urbanism related to the same local landscape.* This leads to the creation of the regulations that discipline single territories, coherent with the interpretation of the landscape, though also attentive to the forecasts for development included in the Municipal Master Plan that, at the practical level, must coincide with this local articulation of the landscape plan. Once again it is the Municipality that must give the operative push to the various landscape projects, piloting their implementation, in harmony with the Regional and Provincial Governments.

Inspired by these principles and in particular by the potential connection of urbanism and landscape, a multiplicity of innovative test projects are being developed, above all in Tuscany, Umbria and Emilia Romagna, regions that have well understood the importance of the landscape in consolidating their own identity, and for rendering their economy more competitive.

As a few important examples of this new vision of the relationship between urbanism and landscape we can mention the cases of San Miniato and Scansano in Tuscany and Spoleto in Umbria.

In the two Tuscan cities the preparation of the Municipal Master Plan included an attempt to test the hypothesis that the contents and the forms of the urban plan could be modified by beginning with the recognition of the centrality of the values of the landscape. This has led to the emergence of concrete convergences between the identification of portions of the municipal landscape, considered to be similar to local landscapes to be regulated using strategies of protection, management, and planning. The Landscape Quality Objectives are, as a consequence, integrated with those of urban development and those of a complex system of regulations that offers the possibility of governing spatial transformations more awarely.

On a different level, we find the example of Spoleto, still in the embryonic stages. Here the recently adopted Master Plan has become the testing ground for verifying those elements that are coherent with the methodologies of the European Landscape Convention, adopted by the Region of Umbria when revising its Landscape Plan.

At present it is an experiment that involves the Municipality, the Province and the Region. Its success will affect not only the future guidelines of the plan, but also the true practical nature of a model of partnership-based and multi-level governance that is the key, on a case-by-case basis, to a new policy for the landscape.

Débat guidé : comment améliorer la méthode de définition des typologies du paysage, unifier cette méthode pour l'Europe à un niveau général, la signification de cette méthode pour l'aménagement du territoire et l'utilisation des résultats pour l'éducation et la sensibilisation du public ?

Anne FORTIER-KRIEGEL

Architecte paysagiste, Conseil Général des Ponts et Chaussées, France

Le paysage est un gisement de développement économique

Les sites et les paysages, ce ne sont pas seulement le plaisir des promenades ou la poésie des nuages, ce sont surtout la plus grande entreprise publique de France. Par le tourisme, ils génèrent un bien national qui rapporte deux fois plus que l'agriculture, trois fois plus que l'automobile, dix fois plus que le commerce de luxe. Ils créent par ailleurs un million d'emplois directs et un million d'emplois indirects (non délocalisables par essence) et contribuent encore à l'attractivité des territoires pour l'implantation d'entreprises.

Ce développement économique est établi sur des histoires d'hommes

Si les sites ont un tel attrait, c'est bien évidemment parce qu'ils racontent ou sont porteurs d'histoires humaines, qui sont bien souvent extraordinaires. La météorite de Rochechouart nous explique la légende ou la peur des gaulois « de voir le ciel leur tomber sur la tête » ; Pegasus Bridge, l'histoire technique et héroïque des jeunes Ecossais lors du débarquement de Normandie en juin 1944 ; la vallée de la Gartempe, la révolution agronomique à l'époque des lumières. Les sites sont l'expression et le rappel d'un certain nombre des valeurs d'un monde que nous avons reçu en héritage.

Ces histoires expriment nos valeurs républicaines

La qualité des sites concerne aussi l'équilibre social : de beaux paysages, un cadre de vie agréable, créent le bien-être. Quand un espace est mal organisé, il génère l'agressivité. C'est la raison pour laquelle les sites et les paysages développent un sentiment d'identité. C'est précisément de ce sentiment que découle la conscience du

savoir vivre ensemble. Les espaces pensés pour vivre ensemble permettent d’implanter, à leur tour, sur les sites, un contrôle démocratique. L’accueil et la sécurité sur lesquels nos démocraties ont établi leurs fondements, risquent de disparaître si la qualité des sites s’estompe, avec la technique imposée à la place des cultures.

Comment établir un cadre de vie paisible et heureux pour tous ?

En portant une attention et un regard sur les territoires de vie. Retrouver la sécurité pour les citoyens dans les paysages demande de réparer, d’organiser et de transformer chaque lieu en politesse avec le site. Ce changement de pratiques s’impose puisque non contentes de consommer des ressources non renouvelables (du pétrole comme de l’eau), les zones urbaines s’étendent et conquièrent chaque année, en France, 60 000 hectares de terres agricoles. Nous devons réinventer un génie d’action qui s’appuie sur la connaissance fine de chaque territoire en fonction de ses potentialités humaines et naturelles. Pour éviter la culture du supermarché et du tout jetable, il convient donc d’explicitier ce qui fait la spécificité de chaque site. Ce travail de synthèse attaché à un savoir engagé permet de développer une culture avec les élus locaux et d’éclairer la décision. Adapter toute nouvelle réalisation en harmonie avec les mondes vivants tout en répondant aux préoccupations de notre temps permet en effet aux élus territoriaux d’introduire un débat public et de restaurer une exigence de cadre de vie qui tendent à s’effacer au profit de normes techniques.

Il s’agit de replacer l’homme au centre du débat sur l’environnement. Pourquoi resterait-il le seul parmi les mondes vivants qui n’ait pas le droit à une qualité de cadre de vie ? En retrouvant un développement durable attaché à l’économie des ressources d’énergie mais aussi d’espaces, nous pourrions aussi éviter des bouleversements et des catastrophes sociales pour l’Europe à venir.

Je voudrai développer ici, l’idée que *le paysage, lieu de cultures, est établi sur des histoires d’hommes*, c’est à dire « le point deux » de mon exposé liminaire parce que celui-ci est susceptible de nourrir une typologie du paysage dans son aspect culturel, que tout porte aujourd’hui à minimiser :

Dans l’identification et l’évaluation que l’Europe doit engager, je voudrais à titre d’exemple, évoquer quelques histoires extraordinaires attachées à l’enquête sur les sites :

- Le site de la météorite de Rochechouart entre le Limousin et la région Poitou-Charentes est un lieu magique, dans un paysage vallonné et verdoyant, il illustre l’antique peur des gaulois « qui craignaient que le ciel leur tombe sur la tête ». Il n’est pourtant pas très célèbre et on a eu la preuve de son existence qu’en 1974, à savoir que ce site était bel et bien, comme le disent les Limougeauds, *la rencontre des étoiles et de la terre* (avec une conquête spatiale déjà avancée).

Il y a 214 millions d'années, une météorite d'1,5 km s'est écrasée en formant un cratère de 20 km de diamètre et cela n'a été visible que par les images du satellite. Si la météorite a bien évidemment disparu, les rivières en ont cependant gardé la mémoire puisqu'elles ont un tracé courbe. Les roches du site que l'on ne retrouve nulle part ailleurs et que l'on appelle impactite présentent aux différents endroits du lieu des couleurs jaunes, pourpres ou vertes qui illustrent les divers moments de la fusion de la météorite. Cette roche particulière est très belle, très légère, facile à travailler et elle a servi de matériau de construction aux villages et aux monuments alentour, elle a la propriété de conserver les milieux vivants. On a ainsi retrouvé une série de sarcophages en impactite dans lesquels les corps ont été comme momifiés, car contrairement au granit qui « ronge peau et os » l'impactite ne possède pas de radio-activité naturelle. Les habitants ont toujours pressenti qu'il s'agissait d'un site exceptionnel, il suffit pour s'en convaincre de se remémorer la devise des Rochechouart « J'existais avant la mer ». Si la vie a pu apparaître sur notre planète, c'est aussi grâce à cet événement très ancien.

- Un autre site en Ile-de-France est celui de Jouars Pontchartrain révélé par les travaux de la RN 12 de 1996 à 1999 et qui ont fait apparaître, au creux de la vallée et sous les cultures céréalières, la ville antique Diodorum, « la ville des dieux » un peu plus vaste que Lutèce. Sur ce site de plaine agricole, Le Nôtre a qui nous devons l'axe de Paris, a réalisé son chef d'œuvre : une perspective plus vaste encore et longue de 13 km, qui témoigne du grand art de l'aménagement à la Française dans la mise en scène de la vallée et du palais des Maurepas à Jouars Pontchartrain.
- Ou encore la découverte de la côte d'Opale qui a été à l'origine du tourisme balnéaire du 19^e siècle, on se souvient que Pouchkine promet à sa bien-aimée de « l'emmener à Boulogne ». Les paysages littoraux font remonter à la mémoire l'extraordinaire réputation des stations de la mer du Nord à cette époque. Pourtant les villes portuaires amputées par la guerre, désertées aujourd'hui par l'industrie qui avait remplacé l'activité balnéaire, apparaissent comme des lieux traumatisés par une série d'abandons. La qualité méprisée de ces sites thermaux est pourtant unique et encore une fois mal connue. L'exemple de Malo-les-Bains, le quartier balnéaire à Dunkerque construit par un fils de corsaire, Gaspard Malo, élu député à l'Assemblée Nationale en 1848, où il rencontre Victor Hugo mais aussi des peintres, des artistes comme Viollet le Duc ou Charles Garnier, architecte de l'Opéra de Paris. Artistes, qu'il attire à Malo et qui vont édifier dans une invention originale les étonnantes villas de bord de mer.

Et si aujourd'hui, mes étudiants, lorsqu'ils travaillent sur le littoral, qualifient les maisons de Malo de « collier de pierres précieuses », cela tient à l'engagement des artistes sur la côte d'Opale. A Calais, la ville industrielle de la dentelle aujourd'hui

désertée et devenue, pour partie, une ville pauvre, où se posent de nombreux problèmes sociaux ; la plage, l'été, est un lieu de rencontre et de paix sociale. Sur la plage, pas de différence sociale et sur les trois rangées de cabines les jeunes qui y viennent en nombre tout l'été, ont pacifié l'espace.

- Le vignoble de Château-Challon. Sur le premier plateau jurassien, à l'entrée de la célèbre reculée de Baume-les-Messieurs, le vignoble est implanté sur une croupe de montagne qui paraît inaccessible. C'est un domaine très ancien, l'abbaye a été peuplée jusqu'à la Révolution par 25 dames nobles qui ont produit ce vin jaune, couleur d'or pâle, qui est excellent. Ce vin très particulier mûrit en fûts de chêne pendant six ans et trois mois. Il s'agit d'un vin dont le cépage Savagnin est récolté aux premières gelées et qui développe des arômes de noix, de pierre de curry très particulier et dont on garde le goût très longtemps en bouche. Un litre de jus de raisin produit seulement 62 centilitres de vin, ce qui s'évapore est appelé « la part des anges » et la bouteille qui contient le précieux breuvage s'appelle le clavelin. Ces abbesses qui ont cultivé depuis le haut Moyen-Age ce vignoble devaient faire état de seize quartiers de noblesse, huit paternelle, huit maternelle. Comme elles étaient liées à de nombreuses têtes couronnées, elles ont pu faire la promotion de ce vignoble situé à l'orée d'une lointaine reculée du Jura. La princesse palatine comme la cour de Charles Quint ont consommé et apprécié ce vin et ils l'ont aussi fait connaître. Ce vin était aimé aussi par le pape, tout cela explique que ce vin était charroyé à grands frais dans toute l'Europe. Qui donc, autre que ces dames nobles, ouvertes aux expériences, cultivées et riches, aurait eu la patience et les moyens d'attendre six longues années pour commercialiser la récolte ? Bien que les abbesses aient disparu depuis la Révolution, les vignerons ont continué à produire ce vin et à entretenir le vignoble dont ils sont très fiers.

Ces histoires mises au service de l'économie locale devraient être mieux comptabilisées tant sur le plan des rentrées de devises que sur celui des créations d'emplois. Si Pegasus Bridge fait déplacer 500 000 visiteurs chaque année, cela tient, bien évidemment, à l'histoire héroïque que porte le site, celle de la première action engagée par les alliés pour la libération de l'Europe et portée par de jeunes hommes de 17 à 27 ans. Si la vallée de la Gartempe, beaucoup moins connue, sur le plan européen, car située au cœur de la Vienne dans la région du Poitou-Charentes en France, est elle, investie par 300 000 personnes par an, cet afflux de voyageurs ne tient pas à une nature sauvage, mais à des paysages de rivière, de vallée et de plateau attachés à la révolution des physiocrates au siècle des Lumières. C'est donc ces histoires culturelles que nous devons réinvestir dans ce qui identifie et évalue les paysages, tout autant que les grandes structures composant le relief.

En conclusion, je voudrais développer deux idées : d'abord je voudrais encore rappeler que pour être étudiés et évalués, les paysages comme les sites ont besoin d'outils et d'institutions adaptés, et ensuite, que la création d'un paysage de qualité est affaire de projets.

Sur le premier point, la France a mis en place un outil particulièrement bien approprié. Cet outil devrait à notre sens servir de modèle aux institutions européennes ou être mieux connu. La *loi du 2 mai 1930* sur les sites constitue en France (dans l'arsenal des procédures juridiques ; SCOT, DTA, PLU, Cartes communales...) le rempart le plus efficace contre la banalisation et les méfaits de l'urbanisation puisque chaque site, porteur de son image, compose une référence illustrée dans la représentation collective.

Ce dispositif est bien connu des élus (au contraire des procédures et des lois plus abstraites, comme la récente loi Littoral qui demeure peu comprise et donc peu utilisée) et elle est respecté par eux. La loi est audacieuse car elle prend position vis-à-vis du droit de propriété en instituant le classement avec ou sans l'accord du propriétaire des lieux, du moment que *l'intérêt général le justifie*¹. Au-delà de ses qualités, la loi du 2 mai 1930 est mise en œuvre par un service du ministère de l'Environnement qui possède des archives, une mémoire, des opérations, un personnel motivé sur cette question. Ce service s'appuie sur le travail de 45 inspecteurs des sites, soit en moyenne, deux par région. Il est par ailleurs étayé par une Inspection générale des sites. Ces institutions, qui se confortent mutuellement (car ils soumettent ensemble régulièrement des dossiers à la Commission nationale supérieure des sites), ont permis à très peu de frais pour la collectivité, de maintenir jusqu'ici, une certaine qualité des sites en France. Si le patrimoine paysager est pensé comme le moteur du développement local, il peut permettre avec la loi de 1930 un plan de gestion et de développement local qui se réalise par une contractualisation entre les différents acteurs. Une pensée qui s'appuie non pas sur le seul interdit mais sur le besoin d'une continuité. Dans un équilibre retrouvé entre la tradition porteuse de mémoire et l'innovation d'espoir, cet appui deviendrait l'occasion d'un encouragement à la sauvegarde des sites pour les élus.

Ce modèle institutionnel exemplaire devrait être renforcé et il faudrait développer des liens avec l'Europe.

1. Si le propriétaire est consentant, le site est classé par simple arrêté ministériel. S'il ne l'est pas, le classement est prononcé après avis de la Commission supérieure des sites par décret du Conseil d'Etat. La décision est notifiée au propriétaire et au maire qui est chargé de l'exécution de la décision et qui intervient en qualité d'agent d'état et non de la commune.

Dans le millefeuille juridique actuel, la loi de 1930² présente une capacité plus grande à résister contre la banalisation extérieure car les qualités spécifiques d'un site en font son attrait. Un site constitue un capital paysager. Instaurer un classement sur un lieu est une tâche ardue.

Il existe aujourd'hui une nécessité absolue de renforcer la protection des sites. Ils constituent, nous le répétons, une part importante des emplois communautaires à venir (non délocalisables par essence).

Contrairement à l'idée reçue, il n'existe qu'un très faible pourcentage des sites protégés³ en France : représentant 1,4 % du territoire national. Soutenue par le mouvement républicain des grands artistes et des grands écrivains visionnaires du XIX^e siècle, la protection des sites reste attachée à l'art de vivre à la française. Face

2. Dans le prolongement de la Loi de 1906 et de 1913, la Loi du 2 mai 1930 passe d'une protection ponctuelle à une protection plus large relative à la protection des monuments naturels et pittoresques.

Elle dégage une notion de site. La mesure de classement définit en effet les qualités et les caractères d'un lieu.

Les critères de la loi sont au nombre de cinq :

Artistique, historique, scientifique, légendaire ou pittoresque.

Le site artistique est un lieu remarquable par sa qualité architecturale ou sculpturale : l'esplanade des Invalides à Paris, le quartier de la Défense, la place St Marc à Venise...

Le site historique est celui qui a été le siège d'un événement important (quelle que soit son ancienneté) : la maison où a vécu la Boétie à Sarlat, les plages du débarquement de Normandie.

Le site scientifique est un endroit qui contient des témoins appartenant aux trois règnes de la nature et jouit d'une certaine réputation pour sa faune, sa flore ou ses richesses minéralogiques : les gisements paléontologiques ou fossilifères, la réserve naturelle de Camargue, le site de la météorite de Rochechouart, la Grotte des Demoiselles dans le Verdon, le gisement d'œufs de dinosaures à Beaurecueil dans les Bouches du Rhône.

Le site légendaire est un lieu auquel s'attachent un souvenir ou une tradition du folklore ou de la légende : le tombeau de Merlin l'enchanteur et la fontaine de la fée Viviane près de Paimpont, la forêt de Brocéliande qui abrita la légende du roi Arthur, le rocher de la Lorelei sur le Rhin.

Le site pittoresque est le site digne d'être peint, celui dont l'aspect serait propre à fournir un sujet de tableau : les petites places avec fontaine à Aix-en-Provence, la baie de Naples, le port de Saouzon à Belle-Ile-en-Mer...

Le classement a la capacité de maintenir les qualités d'un lieu, car le classement est sous l'autorité de l'Etat, de son représentant, qui est lui-même tenu de conserver ces caractères. Le ministre est le mandataire de la République, de la chose publique et le garant de l'intérêt général sur le long terme. Aucune autre mesure ne permet cela.

Le classement d'un site ne signifie pas qu'on ne puisse rien faire sur un site, tout au contraire, il cherche à conserver le site vivant, il exige seulement qu'on ne détruise pas ses caractères. *Les sites ne peuvent ni être détruits, ni être modifiés dans leur état ou leur aspect sans autorisation spéciale du ministre.* Les autres mesures dépendent de décision de collectivités locales soumises à des échéanciers électoraux. Chacun comprend la pérennité de décision de collectivités qui ont une légitimité limitée à six années de mandats. Pourtant jamais on ne rappelle cet état de fait. Jamais non plus, on n'explore la spécificité d'un lieu.

3. J'entends ici sites classés.

aux 20 000 ha consommés⁴ chaque année en région parisienne, par une urbanisation déshumanisée, la demande de compensation et la volonté des populations de préserver le cadre de vie est attachée à la qualité des paysages.

Sur le second point, les artistes ont enfin fortement contribué à développer une sensibilité particulière au paysage qui a imprégné la société tout entière. Cette culture paysagère est également liée au travail de tous ceux qui interviennent sur le paysage. Agriculteurs, forestiers, jardiniers, paysagistes, architectes, ingénieurs..., tous les hommes de l'art ordinaires, tous aménageurs, ils ont créé des formes nouvelles qui se sont ancrées dans l'histoire et la géographie des lieux. Appréciés par les habitants, les nouveaux paysages sont devenus des références qui, à leur tour, ont inspiré les artistes. L'idée qu'il existe une relation entre le « beau » et le « bon » (l'utile) est ainsi née d'une sensibilité et d'une esthétique partagées. Des expressions telles que « l'agriculture est le premier des arts », « les ouvrages d'art », « l'écoles des arts et métiers » sont issues d'une tradition qui favorise la recherche d'une esthétique professionnelle pour témoigner de la qualité du travail. La qualité esthétique d'un paysage est liée à la façon de le dessiner, de le modeler, de mettre en œuvre les matériaux de construction par ceux qui interviennent sur le territoire.

4. Voir base de données Océan et instances d'évaluation du DREIF.

Pressing buttons in the landscape

Terry O' REGAN

Founder /Co-ordinator, Landscape Alliance Ireland

The icon of today is the humble button – buttons on keyboards and mobile phones. With buttons we can exercise micro and macro power.

Today landscape change is in the hands of those who control the “buttons” on many different “keyboards”!

My 1992 call for a national landscape policy was no grand plan. I had realised that I was working with some very low-powered buttons. I thought landscape policy might influence those sitting over the powerful landscape buttons.

I lobbied politicians, but did not realise just how influenced they were by others. Politicians may not all be puppets but they do come “with strings attached”. The electorate occasionally gets hold of the strings, but the puppet-masters are those with wealth in its various manifestations. The hands on those strings have very long arms.

My call provoked a much wider reaction than I had anticipated and led me to a more holistic understanding of landscape. I met and worked with many wonderful, generous people with agendas of their own. We found common ground in landscape.

Landscape Alliance Ireland founded in 1995 has influenced a few buttons since with seven national landscape forums and proceedings, surveys, a website, research projects and diverse partnerships to encourage an awareness of landscape as a unifying framework for environmental, heritage and social concerns.

The strategy of Landscape Alliance Ireland was to get landscape up the national agenda ensuring that related legislation was “landscape proofed”.

We worked with the Council of Europe developing the European Landscape Convention and influenced the Irish decision to sign and ratify in March 2002.

To date we have failed to convince government on the need for a comprehensive landscape policy.

Governments are slow to make firm principled commitments that may compromise their freedom of action in the future, commitments made to landscape/heritage, tend to be aspirational, unlike commitments to economic, infra-structural and even military elements.

This “woolly” approach contributes to a progressive erosion of landscape/ heritage quality making it all too easy to justify trading off such important aspects of life quality for perceived economic gains, selling off the borrowed, loaned or stolen community heirlooms – often only benefiting the few.

2005 represented an important milestone for Landscape Alliance Ireland when it forged a unique partnership with government, heritage and landscape bodies to have Cork, European City of Culture, host the Third Meeting of the Council of Europe European Landscape Convention Workshops.

The European Landscape Convention is a moral challenge to our governments. We must ensure that they have the character and understanding to meet that challenge, leading all European nations towards dynamic landscape policies, active and effective, top down and bottom up with an integrated meeting of minds in the middle ground.

In 1995 I posed some key questions regarding our landscape. *Why* are some of our landscapes successful and others less so? *How* can the situation be improved where necessary? *What* means should be employed to achieve this? *Who* should be responsible for same? *Where* should the finance come from?

I now add two questions – *Who* is responsible for the decisions that lead to the improvement or degradation of our landscape and *How* to influence those decisions for a better outcome?

These button-holders have little comprehension of the landscape outcome of the chain of events activated by their buttons!

Politicians who should be tackling these problems have great difficulty in differentiating between national policy and party political manifestos.

They only see landscape in economic terms such as tourism revenue. Placing excessive emphasis on the exploitation of landscape as a tourism resource contributes to a deterioration of quality and ultimately the loss of landscape as a tourism resource.

We must ensure that our local population enjoys a rich, living, dynamic, cherished landscape. Tourists will come in sustainable numbers to experience and respect a real, rather than a contrived, often time-warped, landscape.

Community and NGO activists have a vital balancing role to play in the process of landscape management.

Landscape is a wonderful arena for partnership action; we have to find the necessary means of communication to get everyone singing in harmony from the same hymn sheet.

It is not only about having people skilled in landscape management implementing landscape policy. Measures must be in place at all levels of society to develop an

informed awareness of what contributes to or takes from landscape quality, as positive or negative impacts often arise as a cumulative impact of many small actions.

It is therefore vital to connect with the actors at the landscape coalface.

To try and grab their attention I have worked on concepts like the landscape administration clockwork engine, the ingredients of “landscape cakes”, the landscape bar chart, the landscape orchestra, the logic of landscape, the landscape evolutionary track and landscape recycling.

Some politicians and developers may even fear landscape as a threat to their plans.

They need only fear landscape if they fail to value it for its importance in our daily lives, – it is not something remote, distant or inhuman, it is part of what we are.

If we abuse and brutalise our landscape it will turn on us and on our societies in complex, destructive ways.

How we define civilisation and a civilised sense of stewardship for our place and space on this wonderful planet lies at the heart of the landscape challenge facing us, the “landscape way” provides us with one of the key strategies for moving the human race further down the road to a truly civilised world.

If individually we cannot press the appropriate buttons, then together we must influence those who control the buttons for a better landscape and a better future for humanity and the other shareholders in Planet Earth Incorporated.

Workshop 2/ Atelier 2

**Society and the need of high quality landscapes/
La société et la nécessité de bénéficier
de paysages de qualité**

**Chairs/
Présidentes**

Nataša BRATINA-JURKOVIČ

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

Martina PÁSKOVÁ

*Representative of the Czech Republic for the European Landscape Convention/
Représentante de la République tchèque pour la Convention européenne du paysage*

The significance of quality landscape for life quality

Blanka BARTOL

*Ministry for environment and Spatial Planning
Spatial Planning Directorate, Slovenia*

Allow me that at the beginning of this workshop I repeat some important outlines from the Preamble to the European Landscape Convention, namely:

- the landscape contributes to the formation of local cultures and it is a basic component of the European natural and cultural heritage, contributing to human well-being and consolidation of the European identity;
- the landscape has an important public interest role in the cultural, ecological, environmental and social fields, and contributes a resource favourable to economic activity and whose protection, management and planning can contribute to job creation;
- the landscape is important part of the quality of life for people everywhere: in urban areas and in the countryside, in degraded areas as well as in areas of high quality as well as everyday areas;
- the landscape is a key element of individual and social well being and its protection, management and planning entail rights and responsibilities for everyone;
- the quality and diversity of European landscapes constitute a common resources, and it is important to co-operate towards its protection, management and planning.

The landscape is an integral category in which the societal development and state of the spirit are mirrored; at the same time the sectors, public, professionals, politicians, inhabitants are contributing to its state and to its future.

The landscape can be defined as spatial units in which regionally distributed elements and processes reflects natural and cultural assets or history in visible spiritual and partly measurable manner. The human and natural processes which shape the landscape are in constant change which makes the landscapes dynamic systems. They are being adapted to the societal developmental needs and influenced also by societal system of values, which is gradually changing as well.

Among the basic aims of the proposal of European Constitution along with the economic and social cohesion one finds territorial cohesion⁵. It represents the spatial aspect of economic and social cohesion; it differ from both for it is attributed to the spatial units and their spatial relations.

5. Golobič, M. : Prostorski vplivi sektorskih politik, Ljubljana, 2006.

Reaching territorial cohesion means decreasing the differences among the territories by strengthening endogenous potentials; this, on one hand includes the concept of equity and balance and on other hand the strengthening of territorial development potentials and increasing of the quality of life. The territorial cohesion is implementing with the polycentric system.

The landscape has an integrative potential⁶, because it ties and combines different social activities in the specific area. Integrative potential of landscape can contribute to increase territorial cohesion by connecting urban and rural areas in the framework of landscape quality objectives.

The landscape change

The European legislation does not refer to landscape directly. The landscape is partly included in the biodiversity concept, namely as landscape diversity. The landscape diversity includes biotic aspects, which is influenced by primary land use, but does not include the cultural and symbolic ones. The cultural and symbolic aspects of the landscapes are referred to in spatial or conservation legislation of the member states.

Although there is no European binding legislation to cover directly this field, the European community introduced environmental instruments, which are used for assessment of the impact of the plans on the environment, cultural heritage and landscape. These are Environmental strategic assessment and assessment of single projects.

In such a great variety of landscapes and planning practices the question arises whether we have comparable standards to assess the landscape or not. This question is of utmost importance when coming to implement the projects or plans on translational level.

The European classification⁷ project was started to answer this and many other questions. Its result should:

- assist as basis for landscape assessment of plans;
- represent integral framework to deal with pressure on biodiversity;
- become a tool for identification of transfrontier and everyday landscapes;
- form the basis for reporting on the agro-environment landscape indicators in OECD.

Although the major work on classification is done, the question is if it could be usefully integrated in the planning process for the planning process is the place where the territorial decisions are taken. Further on, is it possible to define common landscape map of Europe, which would integrate cultural and symbolic meanings of the landscape as well, or could this be brought up only by the individual member states.

6. Landscape Quality in Europe, EPCEM 2002 – 2, Amsterdam.

7. European Landscape Classification, ALTERRA, Wageningen, 2005.

The spatial planning, which is one of the key instruments for comprehensive proceeding in the field of territorial development is in the responsibility of the Member States. In Netherlands⁸, they think that this is not quiet true, because the decisions on land use are decided in Brussels. The reason is that Member States have to implement the European policies which influence the spatial development. Sectoral policies with high impact on spatial development and subsequently upon landscapes are:

- regional development;
- agricultural;
- competition policy;
- environment and nature;
- water and
- transport policy.

There is little analysis of the European policy effects on the European landscapes. There can be some indirect assumptions on the basis of the effects on the spatial structure. While ESPON studies showed positive effect of regional development measures on spatial structure, on the contrary, the effect of the European agricultural policy, seen from European level, are spatially devastating. In the case of Slovenia, which succeeded to put into force agri-environmental program, such an assessment could be argued about. Loss of agricultural land in Slovenia, especially in the remote mountainous areas would have been drastically if there had not been these measures. The agri-environmental program has positive effect on conservation of landscape types, especially in the areas which are less interesting for market oriented agricultural production.

The study “Landscape Quality in Europe”⁹, which has concentrated on rural landscapes and the problem of intensification of agriculture as implementation of Common agricultural policy, assess that CAP has have negative impact on landscape. It has caused the loss of wooden elements, which are important ecological elements of the landscape and has thus influenced the landscape quality. The intensification of the agricultural in the Netherlands has taken place from 1800 and has accelerated after 2nd World War which has brought the increased impact on landscape and loss of wooded elements.

The influence of the nature conservation policy – Natura 2000 could be assessed as positive. It contributes to conservation of diverse landscapes, although it focuses mostly on biotic aspects of diversity in the landscape. The restriction of the development in the Natura 2000 areas, especially in the case of bigger protected areas, may decrease the economic power in individual regions, but can have positive effects on the quality of the environment and landscape, especially in the areas with heavy industrialisation.

8. Unseen Europe, A survey of EU politics and its impacts on spatial development in the Netherlands, Netherland Institute for Spatial Planning, Rotterdam, 2004.

9. See 3.

The effects of the European transport policy are twofold: on the one hand, the accessibility is increasing, which contributes to the territorial cohesion, on the other hand, we witness the landscape fragmentation which has negative impact on ecological quality of the landscape. The problem is also increase of transit freight road transport and growth of use of cars. This has negative impact on the air quality and indirectly influences the quality of landscape for living.

The tourism is activity, which has experienced the most significant growth in the last couple of decades and became the strongest industrial branch in Europe¹⁰. The Europe is the most visited tourist region in the world with approximately 60% of all tourists' visits. It is not likely that the pressure will decrease, but the flows and priorities may change. Traffic infrastructure, nature, cultural heritage are the main potentials for tourism. Attractiveness of the environment (49%) and climate (45%) are the deciding factor for tourists' choice. In the coastal areas of Europe this represents strong pressure on the environment and the landscape and can endanger the quality of the coastal landscapes.

European policies are followed by the process of concentration and spread of urbanisation, which represents big pressure on the environment and coastal areas. The forests, agricultural land, waters and urban green, which are vitally important for living quality in the cities, usually suffer from spreading the urbanisation.

Landscape quality

The European Landscape Convention identifies different levels of value that landscape can contribute to: a cultural, ecological, social and political value. European landscape convention defines landscape quality as the goal of human and societal activities, which derives from the characteristics of individual landscape areas and is directed to desired quality in the future at the same time.

The quality landscape represents the endogenous potential, which can be taken as advantage for economic development by individual regions. The way that the land is managed creates and maintains living landscapes that people value and want to enjoy, whether to live or simply visit. In England, rural recreation and tourism alone generate 14 billion pounds per annum for the national economy¹¹.

The experience of landscape quality is to high degree subjective feeling of the individuals or groups, but it the quality components can be described objectively. The landscape quality goals are closely tied to human relationship with his or global

10. See 2.

11. The Countryside Agency, 2006.

environment. More he feels responsible for the environment, higher, we would expect, are his expectations regarding the landscape quality. The concept of landscape quality is not only about the beautifulness of the landscape scenes, it includes also expectations of safe, healthy and unpolluted environment.

The European Environmental Agency (EEA)¹² suggests using the following concept in order to evaluate the quality of landscape:

- perception: this refers to the coherence of the different elements in the landscape and the visual diversity. Of specific importance is the cultural identity reflected in landscape elements and singular features of the landscape;
- ecology: water values, soil and land form, and biotic components or biodiversity are important features of the ecological landscape quality;
- land use: the human activity should take account the natural conditions, rather than transform the environment without accommodating to its limitations.

To this we could add the cultural continuity: the presence of historical and cultural characteristics, by which the cultural continuity can be experienced (e.g. field patterns, settlement patterns).

The goals of quality landscapes are the most important element of the landscape policies for they comprise the present landscape values, the guidelines for keeping good landscape conditions and the guidelines for making the new landscapes.

The definition of the landscape quality goals should also reflect the contribution of public and inhabitants for they are the most direct users of quality landscapes and their best guardians.

The role of various sectors is important, as well. Important are especially those whose policies would have not only to consider guidelines for landscape quality but should their policies and programmes contribute to the implementation of the landscape quality goals.

Instruments for achieving the landscape quality goals

The European Landscape Convention demands from the signatory states to prepare and implement the landscape policy with the protection, planning and management aspects.

12. See 3.

The instruments for attainment the landscape quality goals differ among states and could be:

- the framework landscape policy which stimulates other actors to follow landscape guidelines while implementing sectoral goals (e.g. Swiss landscape concept);
- comprehensive spatial strategy, which includes landscape and its protective, developmental and managemental aspects (e.g. Spatial development strategy of Slovenia); if such a strategy is binding for sectors it could represent framework landscape policy;
- landscape issues are part of sectoral legislation and are implemented through sectoral policies and programmes; there could be a problem of poor reconciliation of activities among sectors;
- implementation of the strategic assessments of impacts of plans and programmes and individual projects on the NATURA 2000 and landscape as binding instruments of the European environmental policy; to be implemented properly the identification and evaluation of landscapes have to be prepared in advance for the whole territory.

Due to so called integrative potential of the landscape, the landscape itself can represent the framework policy. The landscape policy should integrate sectors and levels as well as different stakeholders. In the modern world each public or private organisation and individual carries responsibility for implementation of the activities which are of public interest. This is especially important for realisation of landscape quality goals. Framework landscape policy may be the umbrella document in which the goals of landscape quality are set. The framework landscape policy can be also a spatial strategy, if planning procedure include the reconciliation of developmental and protective goals of sectoral policies and has the role of connecting sectoral contents to achieve the common spatial and landscape goals. Among possibilities to set up a landscape policy it seems that spatial planning approach is most suitable because it is territory oriented and sets the landscape quality goals upon consideration of specific territories.

When shaping the landscape policy it is very important:

- it should take into account all landscapes;
- the identification methodologies and procedure of evaluation and setting the landscape quality goals should be evident, transparent, repeatable and connected to the procedures of planning, protection and management;
- the cooperation among sectors and levels has to be assured, as well as the collaboration of interested public and inhabitants;
- to try to connect different instruments and measures to achieve higher efficiency; and
- to integrate as much as possible the assessments instruments in the planning procedures for the planning alternatives are important for making choices which are landscape acceptable in decision making process.

Selection of cultural landscape by UNESCO: good practice example of Wachau, Austria

Michael SCHIMEK

Managing Director of “Arbeitskreis Wachau”, Austria

Abstract

The Wachau valley

The Wachau valley is a 36 km long part of the Danube valley in Austria, starting at Melk and Emmersdorf in the west and ending at Krems-Stein and Mautern in the east. On its way through Austria, the Danube not always runs south of the so-called Bohemian Mass but sometimes runs through it, cutting off small pieces. The largest one is called “Dunkelsteinerwald” and is responsible for the existence of the Wachau valley.

There are a lot of features that makes this landscape unique: the numerous lovely villages and cities along the river, the large variety and small-scale pattern of natural and cultural landscape elements, and the typical dry stone terraces, on which the world famous wine is grown.

The Wachau valley has, as a landscape, been awarded with the European Diploma of Protected Areas of the Council of Europe in 1994 and has become part of UNESCO’s World Heritage List in 2000.

Arbeitskreis Wachau is an association which gathers the 13 communities of the Wachau valley as well as a number of other important institutions. Its main task is to work for the preservation and development of this very special region. Arbeitskreis Wachau therefore coordinates the regional politics of the valley. In order to achieve its goals Arbeitskreis Wachau makes use of a number of European and national fundings, such as LEADER+ and LIFE Nature.

History of citizen empowerment and international protection of the Wachau valley

“Arbeitskreis Wachau” (which translates best as “Working Group for the Wachau valley”) was founded in 1972 by a number of concerned citizens and local politicians, led by the former mayor of Spitz, Franz Hirtzberger, and the famous winegrower and landlord Josef Jamek from Joching. They were opposing the plans of the Austrian federal government to build a river power plant close to the village of Rührsdorf. This power plant would have been insignificant in terms of energy output and would most of all have served the ship freight transport industry, since their wish was – and of some of them still is – to use larger ships. Its most severe impact, though, would have

been that it would have completely destroyed the Wachau landscape which nowadays is distinguished as “of universal importance to mankind”.

Luckily, this decade-long fight was successful. Today, there are two parts of the Austrian Danube left where the river is allowed to flow freely: The Wachau valley and the part between Vienna and Bratislava. Both are nowadays protected by international nature and landscape protection programmes – the Wachau has been awarded the European Diploma for Protected Areas by the Council of Europe and has become part of UNESCO’s World Heritage list, the part east of Vienna has become a national park recognized by IUCN. Both have in common that they owe their survival most of all to concerned citizen movements, not to the policies of the Austrian federal institutions.

That is why Arbeitskreis Wachau continued to ask for international recognition for the uniqueness of the Wachau landscape also after the final declaration of the Austrian government not to build the river power plant in the Wachau valley. Members of Arbeitskreis Wachau had already been seeking protection by the European Diploma for Protected Areas for the Wachau since 1974. As an active tool for safeguarding the prevention of the river power plant, the European Diploma failed, though, since it can only be awarded to a site under the consent of the federal government in charge. And the Austrian government blocked the nomination of the Wachau until the end of the eighties in order to make sure that no important federal interests may be, in their eyes, negatively affected.

After the Wachau had become a European Diploma site, the idea came up that the Wachau could also become enlisted on UNESCO’s World Heritage list. Trying to become World Heritage wasn’t an option to those fighting against the river power plant in the seventies, since Austria ratified the World Heritage Convention as late as in 1992. However, the region decided that it should wait a few years to start the nomination process for the World Heritage and first to evaluate the impact the European Diploma has on the region. Finally, in 2000 the Wachau also became part of UNESCO’s World Heritage list.

Significance of the European Diploma and the World Heritage

Although both instruments apparently try to achieve the same substantial goals, they actually work in a completely different way. The reason is that they have adopted totally different communication structures. And working out there, in a region with more than 40 000 inhabitants in 13 communities and a few million visitors per year, anybody will quickly get the point that the main job of a protected area manager has not so much to do with taking care of the protected area substance than most of all with communicating. In an area where so many people live, work, spend their free time, grow wine and apricots, renovate their houses, build larger hotels and drive their cars, it’s up to any single one of them to behave in a way that is not detrimental to the substance of the protected area.

And both instruments have developed their own ways on how to support and, sometimes, to hinder this communication process:

- the European Diploma basically is the much harder category compared to the World Heritage, since it really is fixed to positive reports by experts who visit the site every five years. On the other side, there isn't a lot of interference in the region between those visits – as long as the annual report is okay, nobody will personally interfere in the region.
- the World Heritage functions the other way round. There are irregular dates when the republic has to report to UNESCO about the state of its sites, but nobody visits the region if this report seems to be in accordance with UNESCO's goals. On the other hand, UNESCO employs expert committees on the national level (like ICOMOS and also IUCN) who constantly keep interfering in the decisions made in the region.

The main problem is the different approach both institutions have towards regional management, at least in Austria. The visit by the Council of Europe expert always had to do with getting feedback in a positive way, with giving suggestions rather than postulating conditions. ICOMOS often acts the other way round, since their view on protected landscapes has to do with promoting conservation work rather than considering sustainable development, to work against developments they consider detrimental than to promote developments that enhance the value of the protected landscape.

And the question whether the European Diploma or the World Heritage have the image of being something that supports the development of the region or that hinders it is crucial to their success, bearing in mind that both of them are a set of rules the region has imposed on itself voluntarily.

It is also clear that the World Heritage is much more often used or misused in order to promote personal interests, since it is the label which is much more known to the public and by far more often seen as an important marketing factor.

From protection to sustainable development

Now, having made the fate of the Wachau a matter of worldwide concern, the members of Arbeitskreis Wachau gathered to decide upon future goals. The association agreed that the regional work should not end now but rather take up a new challenge – to actively take the preservation and development of the region into its own hands.

First, in 2001, the association agreed upon a common mission that takes into consideration all relevant aspects which are of significance for the European Diploma and the World Heritage. The full text of Arbeitskreis Wachau's mission may be downloaded at our website www.arbeitskreis-wachau.at.

Another result of this process was that the association itself changed. The former citizen group got more and more influenced by community politics, developed more and more into a real regional politics platform.

After creating the vision, the region looked for financial support in order to make the vision come true. This is why the Wachau became one of 15 LEADER+ regions in Lower Austria and also became the site of one of the largest LIFE Nature projects in Austria. The association – which used to be a 100% volunteer organisation – currently employs four specialists on regional development, nature protection, and marketing.

Project examples

The project work of Arbeitskreis Wachau focuses on six major topics, which shall be described below. Certain issues – e.g. social topics like “women and countryside life” or “youth and countryside life” – are important and may become topics in the future, but currently they are not.

Nature protection

Since 2003, the Wachau is also site of a large project which is financed by the EU nature protection finance tool “LIFE Nature”. More than 70% of our project money from 2002 to 2008 will be invested into this project. The LIFE Nature project employs two people on its own.

Main detail projects are the reconnection of old branches of the Danube river to the main river bed. Although these are ecology projects, they more or less look like normal building sites. The old river branches are dredged so that Danube water will flow through them all year round. This helps the typical fish of the freely flowing Danube to find places where to lay their eggs and where the young fish may develop. These fish need shallow areas with slowly flowing water to survive. Such areas are very seldom nowadays, even along the freely flowing Danube in the Wachau. Another way to help these fish is to build small gravel islands near the banks – we also support building these islands.

Another important part of the project is the valorisation of dry lawn meadows in the region. These habitats need constant but not intensive care by the human being in order not to become forests, which would mean that they lost a large number of endangered small plants (like different kinds of orchids) that grow on these meadows. Therefore the LIFE Nature project finances people who mow these areas constantly, or we put sheep on these meadows and let them graze for a few weeks, so that the small trees and bushes are damaged and cannot grow up.

The region also financed a LEADER + project which financed the re-introduction of an extinct but very typical butterfly species into the region.

Townscape and landscape protection

This is an area where it is difficult to identify certain projects which are not regulated by federal or provincial laws. This is why we most of all try to spread knowledge and support the mayors in finding the right ways to deal with everyday tasks they have to deal with being the ones who are responsible for building permits in Austria.

Another important project is a study which defines general rules for how to design new building areas in the Wachau. The study was conducted by the provincial government together with Arbeitskreis Wachau.

Another big challenge is the so called “Nature Park Jauerling-Wachau”. The nature park existed since 1973 but didn’t function anymore since 2001. Now it has been successfully re-established as a regional initiative of seven communities who want to specialize on nature and landscape tourism. Part of it will also be to create awareness among locals and visitors for the vulnerability of landscapes. Additionally, we try to achieve the same goal by having started a landscape photo database in our office which will allow us to make landscape change evident.

Finally, we also started to participate in education programmes which teach people from the region how to take visitors on excursions about the specialities of the Wachau landscape. These excursions are supposed to get a more and more prominent place within our regional tourist offers in the future.

Wine and apricot growing

Wine and apricot growing is controlled by two very strong quality control and marketing initiatives in the region. Most of all, our job is to support them in doing their business. Especially wine and regional development are closely linked together, since Arbeitskreis Wachau employs one person who partly supports the regional development projects and partly supports wine marketing.

The area of wine marketing is also closely interlinked with keeping up the very substance of the Wachau landscape. The most typical part of our landscape is the old dry stone terraces on which a lot of our wine is grown. The Wachau is one of the few remaining landscapes north of the Alps where this type of terraces is still in use and not replaced by more market-friendly ways of growing the grapes.

Recent calculations show that it costs about five times as much to grow wine the traditional way than it costs when done on tractor-friendly flat vineyards. About half of the total winegrowing area belongs to minimum-sized farmers who – at the moment – don’t even get paid the prices they would need in order to balance their costs. Many of them are elder people who don’t have any successors left for their farm. This altogether means that a significant percentage of the wine terrace area is about to be abandoned.

Unfortunately, the region didn't succeed in convincing the Austrian government that also the stone terrace wine growers need similar financial support like the mountain farmers. They get money because their work is considered being crucial for keeping up the typical Austrian mountain landscape although the chances are low that they will ever get a price for their products that covers their costs – something that would hold true the same way for many of the wine farmers in the Wachau.

That means that we will have to invest a lot into finding ways how to re-structure wine growing in the Wachau in a sustainable way. This will have to do with finding structures that can support the small-scale farmers to be able to continue working as farmers, finding ways how to achieve higher prices for grapes and wine, finding ways how to spread knowledge and quality awareness better than we did before, and finding answers to the various questions raised by the market circumstances which probably won't develop in a way in the future that favours the typical Wachau style of wine growing.

Tourism

Since 2003, tourism marketing has been completely re-structured in the Wachau. Arbeitskreis Wachau closely works together with this new organization, “Donau Niederösterreich Tourismus GmbH” (Lower Austrian Danube Tourism Ltd.), which is responsible for all aspects of tourist marketing and selling the tourist destination Wachau.

Most of all, we support Donau Niederösterreich Tourismus GmbH (DTG) in creating tourist offers that may be marketed and sold by them. Typical examples are a series of museums that have been or currently are being enhanced using a large variety of European and non-European fundings. In areas where it is not so obvious which way tourism should go Arbeitskreis Wachau also financed special strategic work in order to identify selling propositions and possible key projects.

In addition to that, we support DTG in finding the right marketing guidelines and brand regulations for the Wachau tourism. We also support them to get the communities involved and committed to these new guidelines. And we also invested quite a lot of our LEADER+ support in helping DTG build up its capacities and in positioning common projects on the tourism market.

Culture

Most of the culture programme of the region is done by partners. The last years, it was difficult to get substantial funding for cultural projects since the department for culture in Lower Austria didn't participate in European programmes.

One example of a culture project which was finished recently with support from Arbeitskreis Wachau is the installation “Camera obscura for the Danube” by the Icelandic artist Olafur Eliasson. The work of art is located on the cable ferry between Spitz and Arnsdorf and can be visited all year round.

Teaching visitors about the uniqueness of the Wachau

Many of our key projects are focused on communicating the value of the uniqueness of the Wachau to our visitors. Our strategy is to make the substantial elements of this unique landscape visible and conceivable to the public.

Therefore we adopted a series of projects called “Weltgarten Wachau” (world garden Wachau), which tries to show out the parts of the landscape which are of special interest by creating visitor gardens, information spots and a network of hiking paths. Additionally, we plan to build two visitor centers for the Wachau valley on both ends of the region, in Melk and in Krems-Stein. The planning for the Stein visitor center is already on the way, the center is planned to open 2009 by the latest.

Chances are high that we also get the opportunity to hold two bigger festivals in 2010 and 2012 which both will deal with the uniqueness, but also the vulnerability of the Wachau landscape.

Emphasizing the unique value of the Wachau to the local people

We also try to constantly communicate the importance of the European Diploma and the World Heritage to our local people. Apart from thousands of personal talks per year, we publish a regional newspaper twice a year. And once a year we hold a so-called World Heritage festival together with one of the communities. This is one Sunday in spring on which the responsible community gets the chance to show off to all the other communities what is special about them. Last year we organised the festival for the second time and could already welcome more than 2,000 guests.

European Diploma and World Heritage site management

Traditional conservation plans always looked for exclusive strategies and top-down-oriented ways of controlling protected sites: lock out people, if you want to let them in, control their number and use guides to prevent wrong behaviour, and if somebody acts in a wrong way, fine him.

You can imagine – like I already pointed out – that this will never work in protected landscapes.

Actually the World Heritage Committee already has got the point that managing World Heritage sites can only be done by using a fair mix of top-down and control-oriented as well as bottom-up and stakeholder-oriented management tools. The newly published

Operational Guidelines for the Implementation of the World Heritage Convention put the stakeholder into the center of all thoughts. As long as the relevant stakeholders with their various interests in a site don't comply with the World Heritage goals, World Heritage will never work out.

Nevertheless, both – European Diploma and World Heritage – are only on their way in getting prepared for the special challenges that having protected landscapes on their respective lists bring about. Both are only about to find experts who are able to judge the efforts of protected landscape managers correctly and are able to accept the imperfections managing such a site always needs to take into account.

Above all, it seems that we still have to discuss whether protected landscapes may ever meet up to the criteria that many of those who invented the concept of protected sites and monuments had in mind or not. And we also need to discuss whether this is the fault of those who work and live in protected landscapes today – or the fault of those who have a certain image of a protected landscape in mind that may not completely fit to the needs of reality.

“Regional development in protected landscapes isn't different to how regional development *ought* to be done anywhere else”. If your personal standards are high, this sentence is definitely right. The good thing about being a protected landscape manager is that it is much easier to reach these standards, since those who are committed to their protected landscape always want to keep up the good standards they have in mind. And there always are bad examples around which the people who care about a protected landscape know and are afraid of...

Trying to make the Wachau stay a role model among other landscapes in Austria or in Europe is definitely something worth working for. And it will be a lot of work – since there still is a lot left to do.

Recommendations for their improvement – the example of the Alpine region

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Abstract

Cultural landscape is an important resource and locational factor for development. This interrelation is a dynamic and complex one, with rapidly increasing pace of change. As such it proves difficult to handle and steer to the desired direction by existing policy instruments. This contribution presents the relation between socio-economic development and cultural landscape by findings of the research project (REGALP), which focused in the Alpine area. This issue is dealt with from the descriptive and two different normative aspects. The descriptive approach identified processes of change and their impacts in the landscape. The normative approach complemented the traditional top-down analysis with a bottom-up view, which disclosed expectations and attitudes of local people. The top-down normative approach surveyed the integration of landscape issue in planning and sectoral policies and assessed the effects of policy measures on the landscape. Results of all three approaches were synthesised in a set of recommendations for sustainable development, protection and management of landscape.

1. Introduction

“Since about five years time, the role of landscapes as a political issue at the European level has been steadily increasing. ... landscapes ... have captured the interest of both scientific and governmental bodies alike. ... Like no other discipline, a landscape approach offers holistic assessment and planning tools to define and develop the interface between nature and culture. Hence, landscape, as the place of human interaction with nature appears to be the heart of sustainability”.

European Centre for Nature Conservation, 2000

In the last years cultural landscape as a resource and a locational factor has become more important in regional development, and in the future landscape will continue to play significant role in tourism, agriculture and housing development. In medium term, European regions and landscapes are facing extensive changes. Existing policy instruments do not always sufficiently take the complex interrelation between regional development and cultural landscape interrelations into account, and EU or national programmes may have unintended side effects on cultural landscape.

The research project “REGALP”¹³ was launched with the aim to contribute to a balanced and sustainable regional development by proposing adjustments to European and national policies, based on research and stakeholder participation in the Alpine area.

The following contribution will draw on the result of this project to discuss the following issues of the “society and landscape” theme:

- identification of changes in the landscape;
- definition of the desired condition of the landscape:
 - integration of landscape in the planning process (spatial and sectoral) with a view to attain the desired condition;
 - instruments for accomplishing the objectives;
 - training, education and raising the awareness of the public – about the significance of landscape for the increase of the quality of life.

2. Processes of landscape change

Polarisation is the most significant process characterising many of the European regions and affecting landscapes in a very complex way. For the last 30 years, we can observe this trend in the Alps as an increasing influence of alpine cities on their surroundings and a decline of peripheral areas. The polarisation on the EU level also affects the Alps as a whole: the influence of the nearby metropolitan areas like Lyon, Torino, Milano, Vienna or Munich causes suburbanisation and the loss of functions of smaller inner-alpine cities. The gap between prosperous central regions and marginalised peripheral areas will get bigger in the next years, and the metropolitan areas outside the Alps will gain more and more influence on the Alpine area.

Accessibility and transport is one of the main driving forces, closely related (as a cause and effect) to the polarisation. Accessibility depends on the distance from centres, the altitude, the topographic features and the transport facilities. The Alps have experienced a rapid average increase of accessibility due to the upgrading of transport infrastructures whereby the accessibilities of alpine centres and transport nodes have grown stronger than those of the periphery. The expected increase of accessibilities due to the further upgrade of transport infrastructure can also be considered the main reason for the expected increasing polarisation in future: the average accessibility level in the Alps will increase by 150% between 1995 and 2020, whereas accessibilities of the transport nodes in the central areas will increase by 500% or even more.

13. The project was financed by the 5th EU framework programme and national co-financers. Partners in the project were : Regional Consulting ZT GmbH (Austria), University of Berne, Institute for Geography (Switzerland), Cemagref, Groupement de Grenoble (France), Alpine Research Institute Garmisch-Partenkirchen (Germany), University of Udine, Department of Economic Science (Italy) and Urban Planning Institute of the Republic of Slovenia (Slovenia).

Besides accessibility, development potentials of a region are determined by presence and use of endogenous resources. These include physical presence of diverse resources, like wood, water, beautiful landscapes, local products or skills etc.; as well as the local policies and attitudes. Taking into account these three main factors (polarisation trends, accessibility and resources), we can indicate four main types of the alpine cultural landscape transformation:

- intensively used areas in valley floors, characterised by a mix of housing and industrial areas, transport infrastructures, leisure areas and areas of intensive agriculture, and subject to permanent land use conflicts,
- new wilderness areas of agricultural abandonment and depopulation, where natural growth takes over the traditionally cultivated landscape,
- extensive dormitory suburbs with pleasant housing conditions, but with only few services and without own economical activities,
- alpine sceneries, carefully maintained with the specific aim of preserving traditional cultural landscapes considered valuable as tourist attraction.

Alpine cities and their suburbs are located mostly in the valley floors and contain 57% of the alpine population and 71% of the alpine working places on 23% of the alpine surface. They are characterised by the increasing importance of commuting and a strongly increasing number of buildings. The main effects on the landscape in these prosperous areas are increased land consumption and densification of built up space. The best agricultural land in the surroundings of alpine cities is either being intensively explored in the competition with more profitable land uses, or already built up. The areas surrounding the urban cores are perhaps undergoing most fundamental and rapid change of the landscape. The emerging and spreading suburban areas of commuter settlements depend on urban centres for jobs and services. The pleasant living environment is in many places already decreasing due to intensification of land use.

The second poles of growth within the Alps are the areas with intensive tourism. Although tourism-dominated municipalities are often remote and lying on a high sea level, some characteristic features are comparable to the prosperous alpine valley floors. There are many in-commuters, a strong increase in buildings and low importance of agriculture. Nevertheless, in tourism areas the stabilisation of an extensive agriculture on a low level can be observed. In these areas tourism infrastructures and high land consumption are causing heavy pressure on landscapes and on sensible mountain ecosystems. It is very possible that in the future only the well equipped resorts on high altitude will be successful, while areas on lower sea levels and with less adapted tourism infrastructure will have to give up or change their profile.

The other side of the coin shows completely different picture: in decline areas the extensification of land use and forest overgrowing are the main landscape transformations. Many of these peripheral areas are facing a loss of working places and a decline of basic services; several even a decrease of population. The agricultural sector is still playing an

important role in these areas, but this could be attributed more to the lack of economic alternatives than to the vitality of farming. The agricultural policy of the last years has contributed to preventing a large-scale withdrawal of agriculture, but has not succeeded in some parts. Wilderness areas, which were not long ago limited to the south-western Alps, are being restored (on smaller scale) all over the Alpine bow.

While all described types of landscape transformation are present in most regions in Europe, the last one is probably more unique for the Alpine area. These are maintained traditional Alpine sceneries, which are being managed to fit the demand from the consumers of tourism and leisure industry. They are emerging in locations close to the areas of intensive tourism which are discovering traditional landscapes as an amenity for the visitors and as an asset for the tourism industry.

3. Landscape in public policies

The project dealt with the landscape issue from two complementary normative approaches: top-down approach analysed the objectives of several policies, which relate to the landscape, while the bottom-up approach examined the expectations and interests of the inhabitants in Alpine communities. The second approach will be explained in chapter 4.

Landscape objectives

The screening and the analysis of policy documents in the alpine countries have revealed that there are a number of laws and resolutions which contain objectives concerning landscape, particularly in spatial planning and in regional, agricultural and nature conservation policies. In general, the cultural landscape issues addressed within the studied policy approaches are socially relevant and in accordance with the aims of sustainable development. However, the analysis also revealed that the term “cultural landscape” is almost always used in connection with “maintenance” and “conservation”, e.g. in agricultural and nature protection policies. Public policies barely address development issues such as landscape design or landscape valorisation, just as little as the value of cultural landscapes as an asset for regional development, or the recreational, ecological or historic functions of cultural landscapes. Correspondingly, the subsidies aiming at the maintenance of the agricultural cultivation are the main financial focus of policy measures towards cultural landscapes.

The overall findings of the policy analysis show high level of relevance, coherence and complementarity. However, this apparently good picture is based on rather global and non-operational objectives, and is restricted by several factors: a lack of co-ordination and co-operation, competition between different sectoral aims and instruments, various deficiencies in implementation and a lack of territorial approaches. Such deficits are obvious in all policy fields and on all levels from EU to local. Most instruments are oriented – in many cases rather exclusively – either towards regional

development (in the sense of strengthening economy) or towards landscape (in most cases with protective approaches). Furthermore, there are also policies like economy and infrastructure strengthening, which barely take cultural landscape into account.

On the other hand, the analysis of trends and evaluation of scenarios brought up the need for more cross-sectoral and integrative landscape related policy objectives, which could not be comprised in sectoral policies; such as:

- to achieve a more balanced development;
- to prevent abandonment and depopulation of large areas;
- to attenuate and better manage the concentration of activities in the valley floors;
- to keep or introduce local services and public transport networks as well as a level of economic activities in the commuter areas; and
- to build development strategies in peripheral areas on soft tourism, multifunctional agriculture and protected areas with landscape resources.

Instruments for accomplishing the objectives

Policy analysis identified six main policy approaches, dealing with the interrelation between regional development and cultural landscape. Each approach is characterised by specific objective and main levers of action. They are:

- planning to conciliate regional development with cultural landscape;
- supporting agriculture for regional development and maintenance of cultural landscapes;
- forestry policies for regional development, cultural landscapes and risk prevention;
- supporting projects for cultural landscapes or using cultural and natural resources;
- infrastructures for strengthening regional development; and
- protection areas for nature and cultural landscape.

Despite the extensive survey of the existing knowledge about the impacts of policies on the interactions between development and cultural landscape, it was evident that the evaluation of policy effects was a very difficult task, due to the high complexity of the issue as well as to a lack of concepts, tools and data. One of the findings was that in the presence of global economic (globalisation of markets), demographic (ageing of the population, immigrations) and natural processes (climate change), the studied policies are only to a very limited extent able to reduce unfavourable regional trends like spatial polarisation or segregation of land-use. However, the studied policies can contribute to an attenuation of negative impacts, and may have some importance on regional and local level. In this view, agricultural, spatial planning, regional development, tourism and transport policies seem to be the ones with most important instruments to impact cultural landscape.

Agricultural policy provides several instruments, which are especially important for the alpine area: the payments for less-favoured areas compensate the natural competition disadvantages of the alpine agriculture; agri-environmental measures support the maintenance of an extensive, environmentally sound and small-scale alpine agriculture. These measures safeguard the agricultural incomes and contribute to the maintenance of the agricultural cultivation of the Alps. Thus, the high financial support for alpine agriculture appears justified and the natural disadvantages of mountain agriculture should be further compensated. However, the concept of a “vital countryside” requires keeping agriculture an economic activity, so the alpine agriculture needs to be economically strengthened. Since mass production is an option only for a very limited number of alpine farmers, the farmers in less favoured areas have to find additional opportunities to win their position in the market. The regional tourism sector and nearby urban markets may be promising options but require adaptation of the supply. Organic farming and ecologically sound forms of cultivation should therefore be promoted. Furthermore, the development of rural regions and the co-operation between agriculture and the other sectors should be enhanced. But innovative and territorial approaches in agricultural policies remain too weak, and policies reflect the prevailingly conservative connotation of cultural landscape concepts, not taking into account changes in lifestyle and social demand in the countryside.

Another important policy field is *regional development* by the promotion of a balanced and endogenous development of mountain areas, based on the valorisation of the local resources. These objectives are pursued by instruments like Objective 2, INTERREG and LEADER, which certainly can play an important role in strengthening rural areas in the Alpine Space. But the standardised character of the promoted development models, for example by favouring similar forms of rural tourism in different regions, and the insufficient consideration of exogenous development factors (e.g. the stimulation of an external demand) are the deficits of these policies. Generally, mainly the minor programmes (like LEADER) consider landscape issues explicitly, while most of the “mainstream” programmes and projects remain focussed on economic development. The LEADER bottom-up approach has thus an important potential but it stays limited in its financial means and extent.

The development of new strategies for alpine *tourism* is one of the main foci of regional policies. Tourism faces big challenges due to the changes in demand, to the economic concentration and to the foreseeable climate changes. This calls for alternatives to traditional ski-oriented tourism. On the one hand, the spatial concentration of intensive tourism to few most suitable areas seems to be rather favourable, because thus the problematic impacts on cultural landscapes can be better controlled. On the other hand, dispersed pattern of small tourism nodes could also reduce the impacts below carrying capacity limits and support small local economies in remote areas.

Spatial planning policy tools are promising because they address regional development as well as cultural landscape concerns, but spatial plans on national and regional levels are often not sufficiently implemented. Reasons for that may be the vague and barely operationalised character of many planning objectives and provisions and the lacking links with other sector policies.

Transport policies have very strong but ambivalent impacts on cultural landscapes. While the upgrade of the high-ranking transport infrastructure (TEN) tends to increase the gap between favoured and less favoured regions and fragmentation of the landscape, the upgrade of the local roads contributes to the maintenance of remote settlements and to the area-wide cultivation of land. Transport infrastructure improvements may also lead to more commuter traffic and induce a scattered settlement development with negative effects on landscape. However, long-term effects of transport infrastructure are strongly connected to the level of travel costs and organisational regulations of transport – thus transport policy beyond infrastructures also plays an important role for the future development of cultural landscapes.

4. Landscape in the view of local people

Landscape change and objectives: bottom-up view

The scenarios of landscape change and the results of policy analysis were presented and discussed by the stakeholders in the pilot regions: Le Trièves, France, Visp/Saas Valley, Switzerland, Isarwinkel, Germany, Wipp Valley and Lower Enns Valley/ Lower Tauern, Austria, Upper Sava Valley, Slovenia and Carnia, Italy. Participants generally confirmed the identified threats and challenges and underlined the need for policy measures and projects to reduce the further polarisation and to create better conditions for less favoured areas in the Alps.

Generally, local population worried much about the loss of the diversity of cultural landscapes and the expected forest overgrowth. They wished to maintain the agricultural cultivation in the Alps, and estimated that agricultural subsidies are vital for the regions. However, more differentiation of subsidies was asked for in some cases. In several pilot regions local people also worried about weak development of regional economies and even depopulation. They wished to develop regional economic activities and make better economic use of their regional potentials, including landscapes and forests.

Other major issues of the pilot regions workshops were the urban sprawl, the loss of vitality of town centres and the lacking consciousness about the architectural heritage. These subjects are strongly connected to the change of regional identities. Therefore, the debate about Alpine architecture was rather controversial between conservation oriented approaches and the claim for a high quality oriented new architecture.

The participant in the workshops also identified possible projects. Most of them pursue objectives such as making a better use of regional resources, enhancing the

development of the cultural and natural heritage, improving the consciousness about the landscape and regional identity.

Training, education and raising the awareness of the public

The workshops, which were organised twice in each of the pilot regions, not only revealed the view of the locals, but also helped to identify the need for local action and to develop some initial project ideas. These ideas were presented and exchanged among the representatives of all pilot regions in the Conference of Regions.

These workshops proved to be a very good and useful tool for integrating the perspectives of local population into research work. The participants appreciated the opportunity to take part in development projects and to exchange views with other people from their region. Apparently at present there are not enough opportunities for people to take part in planning and decision making. So they feel powerless and are not able to adopt policies, programmes or plans.

In the workshops it also turned out that landscape is a key element for regional identity. The landscape topic appeals to people directly and emotionally, since it is connected to every day activities and to individual experiences in the childhood. Because everybody can talk about landscape from own experience, landscape functions as a unifying concept and helps to overcome territorial, institutional and sectoral barriers. Thus, the landscape topic has proved to be very useful tool for strengthening regional co-operation and for participatory planning and decision-making.

5. Conclusions and recommendations

The alpine countries as well as other regions in Europe will have to adapt to rapid changes and new demands. This leads on the one hand towards an increasing physical accessibility and mobility, on the other hand to growing uncertainties with regard to regional identities, to cultural, social and ecological issues. Future trends, emerging values and lifestyles, which do not fit any more into the traditional urban-rural classifications, require new theories and concepts, new policy approaches and adequate instruments for action. The accelerated changes demand a prospective, future oriented approach and flexible and fast responses of policies. Managing changes and supporting people to apprehend these changes and to adapt to new and unknown situations becomes an important issue also for planning and management of cultural landscapes.

At present, cultural landscape concepts are predominantly static, emphasising the aspects of maintenance and conservation. This attitude is reflected in policies and instruments which are prevalingly aimed at conservation of landscape patterns by maintaining the area-wide agricultural cultivation, while the aspects of landscape as human living environment or its development potential are not adequately considered. The modifications to this static concept should be arrived at through a wide public discourse about the objectives of cultural landscape development. Several questions

need to be further discussed: *Which functions does cultural landscape fulfil? Which are considered as being especially important, and where? Does the preservation of museum landscapes for the sake of visitors make sense in specific cases? Who takes over responsibility for cultural landscapes?*

Sustainable development of the Alps therefore requires a better balance between economic regional development and landscape concerns. On the one hand, the spatial impact and the landscape effects of sector policies (like infrastructure, transport, technology and regional policy) should be better evaluated and considered. Thereby, the alpine cultural landscape has to be considered as an asset and not as an obstacle for economic development. On the other hand, nature and landscape protection policies should not exclude economic aspects. Generally, more cross-sector approaches, integrated strategies and innovative governance approaches will be necessary. Adequate and effective co-operation mechanisms should be introduced or further developed on all levels, from the European to the local. Improved effectiveness of the policy measures could also be achieved by enhanced monitoring and evaluation of their territorial impacts. The results should serve as the basis for the calibration of policy objectives and instruments to regional conditions and development trends.

The institutional enhancement must be accompanied by awareness-raising measures to disseminate a comprehensive concept of the alpine cultural landscape and to enhance knowledge about the reasons of landscape changes and their interrelation with regional development. Awareness-raising campaigns may concern the general public, professionals groups dealing with landscape or causing landscape changes, as well as the public administrations and politicians. The proposed activities include lessons in schools, universities and in the frame of the vocational education for farmers, planners and other persons dealing with landscape development. Another important target group are consumers, who should be informed about the interrelations between alpine agriculture, its products and the concerned cultural landscapes. Thus, consumers might be ready to pay higher prices for labelled alpine quality products.

While information and awareness-raising is very important, it is not sufficient to achieve empowerment of the local people. It is necessary to strengthen bottom-up approaches and participation. It will be necessary to encourage the different stakeholder groups to more communication and to improve the co-operation structures within the regions. Finding common languages and co-operation frameworks across societal groups shall help to overcome real and mental barriers. The use of different, well-known and innovative communication and participation tools, such as scenario workshops and the method of “future pictures and future stories”, as well as more publicity should be given to successful cases of participation. Thereby, a better quality and acceptance of planned changes can be achieved, regional potentials can be better used, and land use conflicts can be discussed.

Apart from the procedural and conceptual issues, some changes in the orientation of concrete policy actions will be necessary. The diversity of the regional conditions calls for diversified and regionally adapted public policies. As the same policy instruments will not have the same effect in different regions, they should be adapted to small-scaled regional disparities. Thus, public policies would not contribute to an increase of the gap between prosperous and less favoured regions within the Alps, but give value to the differently developed areas and promote urban-rural partnerships. Marginalised regions, which are facing a decrease of population, economic activities and services as well as the abandonment of agricultural land, need more support to make a better use of their regional resources with consideration of the exogenous constraints and opportunities. Public policies should continue to support alpine agriculture as a particularly important factor for cultural landscape, for the maintenance of alpine settlements and for the identity of alpine regions. But this supports should be more targeted towards active investment, such as organic farming, development of market chains or complementary activities. This should help them to turn the disadvantages of the remote areas into new opportunities, such as: high “naturalness”, good ecological conditions, sublime cultural landscape and peacefulness. Regional actors may need some initial support to profit economically from such regional resources.

In the prosperous alpine valleys and in areas with intensive tourism the policy action should focus on reducing pressure of development on the landscapes, avoiding negative environmental impacts and managing land-use conflicts. This needs an improved control of settlement development and better implementation of spatial plans. The trend towards suburbanisation seems difficult to stop, but the type and quality of the new suburbs can be significantly affected by spatial planning policies. Therefore, the aim should be to steer the processes toward suitable areas and patterns to ensure the quality of the resulting living environments. Promotion of new and alternative negotiation procedures should improve the management of land use conflicts.

The development of new strategies for the alpine tourism should include alternatives to traditional ski-oriented tourism. Soft and small-scaled tourism in rural alpine regions should build upon cultural landscape, regional products and other typical regional resources. The enhancement of co-operation with other economic sectors, agriculture above all, could enable a better use of regional resources and distribute profits from tourism more evenly across the alpine regions.

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Landscape as a tourism development resource (ISTRIA) “Istrian necklace of islands”

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About the classification of tourism (development) resources

Within the lines of interest of environmental protection, natural heritage protection, cultural heritage protection, physical planning, horticulture, town planning, and tourism, as a rule, there always remains little time or space to systematically identify and accept classification of all tourism resources. The common practice in tourism is that only cultural and natural assets being legally protected and catalogued are considered tourism attractions. It would seem that outside these catalogues, there exist no other potential or real tourism attractions (resources), such as an appealing landscape, which is just not true.

The author of this paper has dedicated a book to this issue, entitled “Tourism Attraction Base”¹⁴, in which he first classifies all tourism resources as potential or real tourism attractions, as well as direct or indirect tourism resources. He classifies the tourism attractions into 16 categories, according to which a natural landscape as a tourism development resource may fall in the category of plants (4) and protected natural heritage (6), while a cultivated landscape would be in the category of plants (4), protected natural heritage (6), protected cultural and historical heritage (7), and living and working culture (8).

Natural and cultivated landscapes are, objectively, a fixed and unavoidable element of tourism resources, especially concerning the development of rural and sports/recreational tourism, as well as eco-tourism, but are also elements of other types of tourism, e.g. nautical.

The long-term development strategy of tourism in Croatia gives very little significance to natural and cultivated landscapes. This is most obvious in the case of the Croatian island landscapes. Considerations of the long-term development of Croatian maritime tourism dedicate insufficient attention to the landscapes of these islands. Formal policy generally deals with inhabited islands, although mainly from the life-quality aspect of local residents. It is as if uninhabited islands have no economic value, not even when it comes to tourism.

14. Kušen, E. (2002) Turistička atrakcijska osnova, Institut za turizam, Zagreb, pg. 17 and 62.

The author gained some interesting experience during an earlier research of the Istrian islands (2004)¹⁵. Further herein are the focal points of the research results, shaped into the “Istrian Necklace of Islands” syntagm.

Introductory notes

The author’s “Istrian Necklace of Islands” research suggests that *a string of 81 islands and rocks spreads along the southwest coast of Istria*. This is quite contrary to the customary awareness that Istrian islands mainly comprise the Brijuni Islands, the islands of Sv. Nikola, Sv. Katarina, Crveni Otok (hotels), Veruda (camp), and a few marginal, usage-wise completely inarticulate islands, which is a hasty and inaccurate perception “from the inside”. Such a perception leads us to believe that there are no more than thirty – odd islands in Istria – one third of their actual number.

The islands of the Istrian County, by size and the fact that they are uninhabited are entirely uncharacteristic of the average Croatian island, to which the Islands Act and other special island regulations were tailored. According to such criteria, these islands, with the exception of those within national parks, are economically of little account, which in the case of Istria, is a hasty and inaccurate perception “from the outside”.

In the Istrian community, and even in professional circles, not even the theoretical vision exists of these islands as a possible *unique and distinct body of specific synergy*. For the long-term development of Istrian tourism, this could be of great importance, even if only in the promotional sense. As a rule, the Istrian islands are presented and analysed within the *formal* administrative/territorial jurisdiction of a certain town or local district (Poreč, Vrsar, Rovinj, Bale, Pula, Medulin and Ližnjan), which are not concerned about them very much. On the county level, their logical division should be based primarily upon the *functional* classification of the Istrian islands’ tourist attractiveness, deriving from their present status and manner of utilisation (national park, wilderness islands, specific agricultural production, lighthouse islands, organised daily tourist excursions, hotel complexes, or urban production).

The fact is that these islands are uninhabited, and as such, apart from two islands of Pula used for urban production, the Istrian islands have no alternative use but tourism. Therefore, the general orientation that these islands be used as tourist “day-trip destinations” could be accepted. However, due to the specific features and location of each of these islands, implementation of the mentioned vision should be methodical and multileveled, which will largely depend upon how their present status will be evaluated and presented, especially their current use.

15. Program održivog razvitka otoka na području Istarske županije (2004) Institut građevinarstva Hrvatske – Zavod za ekološki inženjering, Zagreb, pg. 131-139.

The answers to these delicate questions should be sought principally in the fact that the Istrian islands, on the one hand, are a constitutive element of the Istrian tourism base, a resource for creating the optimal Istrian tourism product, while on the other hand, they are also elements of individual tourist destinations and their tourism product.

Islands providing hotel complexes (Sv. Nikola, Sv. Katarina and Crveni Otok), or camps (Veruda), have the reduced possibility of being day-trip destinations. Such is the case with Veliki Brijun Island with its hotels, however, this island along with the other islands of the Brijuni archipelago constitutes a strong attraction entity (within the “Brijuni” National Park), which should be evaluated separately.

Each island also has its own beautiful seabed. Furthermore, in some places the Istrian islands group into an archipelago, merging parts of the marine scenery into a visually pleasing setting, protected from strong winds and waves, and suitable for sports and recreation. Other than the Brijuni Islands, there are three more such groups of islands near Poreč and Vrsar, near Rovinj, and near Medulin and Premantura.

Most of the Istrian islands and their surroundings are protected under various nature protection regulations as national parks, protected landscapes, ornithological reserves, or special marine reserves. The only islands without any type of protection are Sv. Andrija, Sv. Katarina, Uljanik and Veruda in the waters of Pula, and the islets of Premantura and Pomer in Medulin waters. Thus, the majority of the Istrian islands are protected from any kind of development, even of tourism facilities, which requires a highly sophisticated approach to their use in tourism.

We should also note that the tourism marketing term of “Crveni Otok” (red island), actually suggests two mutually connected islands – Sv. Andrija and Maškina.

Each of the islands, as well as each group of Istrian islands, has an original or transformed organic association with individual areas (settlements) of the Istrian coast. Originally, these islands were used by nearby coastal residents for agricultural (livestock) production, which gradually lost in significance; while in the meantime, the relationship between the coast and the islands has converted spontaneously to that of tourism.

The conclusion is that the islands of the Istrian County, individually or all together, represent a first-class *potential tourist attraction*, that requires evaluation and additional protection from devastation and irrational use on the part of other industrial sectors, but also the tourism industry itself.

Status evaluation

Status evaluation of the Istrian islands, in the first phase, requires the thorough identification and functional classification of all the Istrian islands, especially for the purpose of considering them as one tourism item. This item would then be evaluated

by the total number of islands and rocks, their size, and their use according to tourism standards, as presented in the figure attached. The figure itself is a graphic evaluation of the Istrian islands, in which process two attributes were analysed – size and use.

Although the Istrian islands, apart from Veliki Brijun Island, are small in relation to other Croatian islands, they nevertheless vary mutually. For this purpose, we divided the Istrian islands into four sizes:

1. Large islands
2. Medium islands
3. Small islands
4. Islets and rocks

Furthermore, based on field insight into the tourism status of these islands and their tourism potentials, established were seven models of utilisation for tourism purposes, as were also counter-indications for tourism:

- | | |
|-------------------------|-------------|
| a. National park | turquoise |
| b. Wild islands | green |
| c. Specific agriculture | light green |
| d. Lighthouse islands | light blue |
| e. Organised day-trips | orange |
| f. Hotel complexes | red |
| g. Urban production | brown |

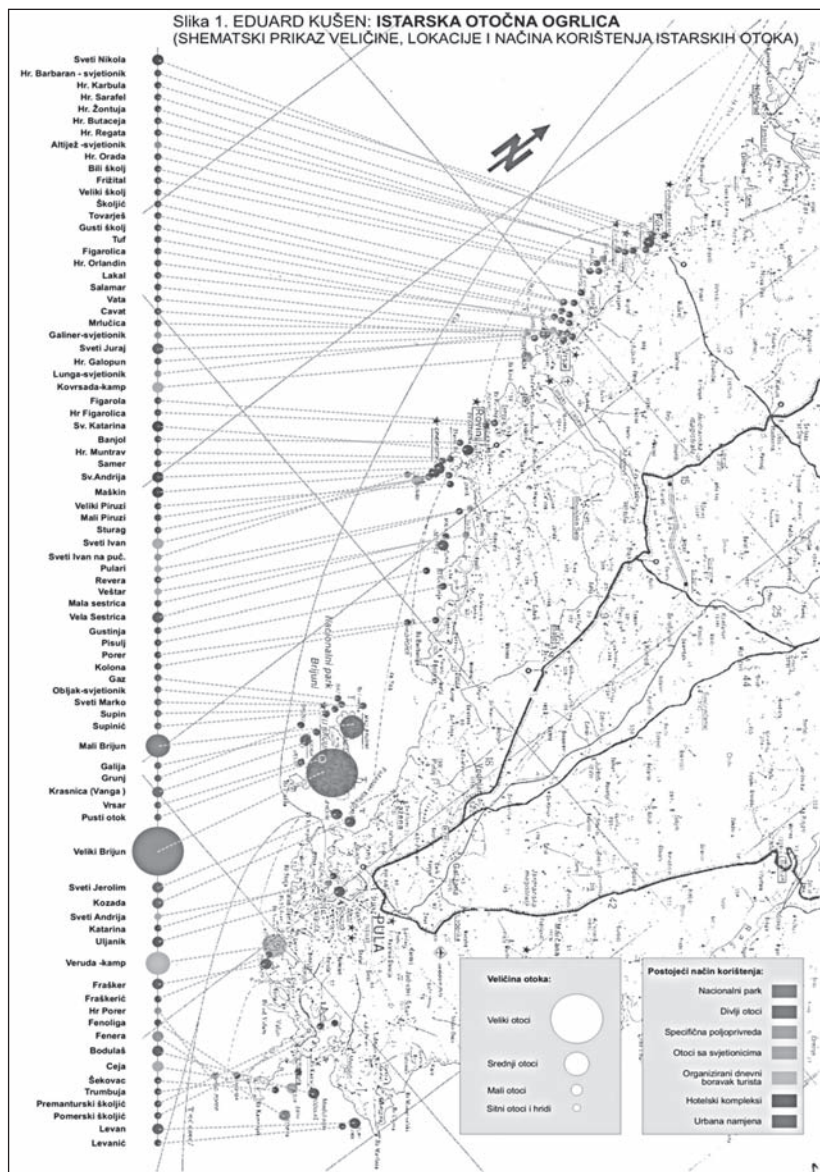


Figure 1 Eduard Kušen: "Istrian necklace of islands"
(a schematic of istrian island size, location and manner of utilisation)

Out of the eighty-one Istrian islands, only one may be considered large (Veliki Brijun), 2 medium (Mali Brijun and Veruda), while 17 are small, and 61 are islets. Fourteen islands have the status of national parks, 48 are wilderness islands, 1 is allotted to specific agriculture, 5 are lighthouse islands, 7 islands are daytime destinations (organised excursions), 4 islands serve within tourist complexes not counting Veliki Brijun which is part of a national park, while 2 islands are allotted to urban production.

The status of the *Istrian islands*, from the tourism point of view, should be evaluated in two ways – as a group of islands on County level, and according to the manner of their utilisation.

The Istrian islands as a whole (“Istrian Necklace of Islands”)

Current plans (physical plans, tourism development and marketing plans) of the Istrian County, generally, do not perceive the Istrian islands as an important constitutive and authentic part of Istria.

The graphic presentation (and at the same time analysis) of the Istrian islands in the figure, dubbed poetically “Istrian Necklace of Islands”, illustrates a tourism spatial unit of its own kind, which in terms of function, development and marketing, should be evaluated as a whole as well as each island individually as a distinct “pearl” in this magnificent “necklace”.

Brijuni National Park

Although the Brijuni National Park, due to its special legal status, possesses specific inner structure, it actually represents the most valuable part of the “Istrian Necklace”. Its inner structure, in principle, does not stand apart from the overall structure of the Istrian islands. The Island of Veliki Brijun provides accommodation capacities (456 beds in 238 accommodation units), as well as sightseeing and daytime programmes. Not associated with tourism, the island also provides accommodation to the military and the state protocol. The main tourist attraction of Mali Brijun Island is its system of fortifications that is out of use, that of Vanga Island are its memorial buildings, while the other islands may be considered wild.

Many studies and spatial plans have been produced for the area of the National Park, especially regarding accommodation capacities, meaning accommodation in permanent buildings and marinas. The receiving-capacity analysis of Brijun, within national park standards, suggests that if the hotel tradition were to continue in the Brijun Island, it would be able to accommodate no more than 800 guests, while marinas would be out of the question.

Wild islands

This group includes all the islands covered in vegetation, as well as sheer rocks with no constructed mooring facilities. This “wild one third” of the islands constitutes an environmental stronghold, contributes to the vibrancy of the island scenery, while

the islands themselves are attractive to tourists for sailing around and sightseeing, swimming, or day tripping. Valuable archaeological and palaeontological findings are located on some of the islands.

Specific agriculture

To this day, specific agriculture has survived only on Fenera Island, where the sight cow herds intrigues the tourists.

Lighthouse islands

The lighthouses on certain islands represent an exceptional visual experience for nautical tourists. They are structures of architectural heritage, and visits may eventually be organised, although in a manner not disturbing their basic function.

Organised one-day tours

To certain islands, various forms of one-day tours are provided: from vaguely demarcated campgrounds for stationary visits, through convenient supporting facilities for daytrippers, to modest moorings. Exploitation of these islands, in terms of visits, is intensive.

Hotel complexes

In certain islands, the size of the hotel complexes (Sv. Nikola – 460 beds; Sv. Katarina – 320 beds in 120 accommodation units; Crveni Otok/the connected islands of Andrija and Maškin – 969 beds in 411 accommodation units) absorbs the entire receiving capacity of these islands on the “mass tourism” level, leaving very little space for recreational day-trips.

Urban production

Two islands in the waters of Pula are used for specialised economy, while they could be used in tourism for leisured classes on modern production – shipbuilding, within the category of living and working culture (8).

Instead of a conclusion

The SWOT analysis of the *Istrian islands* established their strengths in the following features:

- string of 81 islands;
- picturesque scenery;
- possibilities for various types of tourist recreation;
- legally protected nature;
- beauty of the surrounding waters;
- existent tourism infrastructure and suprastructure;
- a developed tourism environment.

Common financial instruments for accomplishing landscape quality objectives

Margarita JANČIČ

Former Chair of the Committee of Senior Officials of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) of Council of Europe member states

The diversity of European realities, attitudes, cultural, social, economic, political, administrative diversities, richness of approaches and systems of values, are sometimes causing troubles but in general we are unanimous that they are one of outstanding comparative advantages of Europe.

Despite the differences, in the last decade, we managed to define some common principles and aims that should contribute to the quality of life and drive the development of the European continent towards the balanced and sustainable development. A huge number of instruments for their implementation were promoted.

It is impossible to deal with all of them even to mention all of them in this presentation. I would like to focus just and only on common financial instruments for the implementation of the aims of the European Landscape Convention mentioning just few of European documents dealing with the development in the coherent holistic way.

We can list at least two documents that can be considered as framework documents also for the implementation of the Landscape Convention:

- the “Guiding Principles for Sustainable Development of the European Continent” adopted at the European Conference of Ministers Responsible for Regional / Spatial Planning (CEMAT-CoE) (Hannover, September 2000) – Council of Europe countries;
- European Spatial Development Perspectives (ESDP) adopted at informal Council of Ministers responsible for Spatial Development (Potsdam, May 1999) – EU countries; and
- the “Ljubljana Declaration on the Territorial Dimension of Sustainable Development” adopted by Ministers responsible for Regional/Spatial Planning at the 13th Session of CEMAT in Ljubljana, September 2003.

Those documents are not covering the same area and are not legally binding documents but can be considered as common pan-European documents.

In the Guiding Principles for Sustainable Spatial Development of the European Continent, the principles for sustainable development for the territory of the Council of Europe are defined as:



- Promoting territorial cohesion through a more balanced and social and economic development of regions and improved competitiveness;
 - Encouraging development generated by urban functions and improving relationship between town and countryside;
 - Promoting more balanced accessibility;
 - Developing access to information and knowledge;
 - Reducing environmental damage;
 - Enhancing and protecting natural resources and natural heritage;
-
- Enhancing the cultural heritage as factor for development;
 - Developing energy resources while maintaining safety;
 - Encouraging high quality, sustainable tourism;
 - Limitation of impacts of natural disasters.

In the European Spatial Development Perspectives the policy objectives and options for the EU territory are defined as:



- Spatial development orientation of policies;
- Development of balanced and polycentric city system and a new urban-rural relationship;
- Securing parity of access to infrastructure and knowledge;
- Sustainable development, prudent management and protection of nature and cultural heritage.

The European Landscape Convention is a legally binding document. Its aim is to promote the protection, management and planning of the European landscapes and to organise the cooperation of Council of Europe member states on landscape.

The European Landscape Convention definition of “landscape” reflects the idea that landscapes evolve through time, as a result of being acted upon by natural forces and human beings. It also underlines that a landscape forms a whole, which natural and cultural components are taken together, not separately.

This understanding of landscape in the Convention is in line with the principles and the aims of common pan-European development documents and we can consider the financial instruments for their implementation being the same one as for the implementation of the European Landscape Convention.

Usually the implementation of policy documents lays on the states their regions and local authorities in their own respective spheres of responsibility. On the EU level the financial instrument Community Initiative Interreg III for the period 2000-2006 was agreed. Aims of Interreg as a common financial instrument financed from the European Regional Development Fund, are to stimulate cooperation for strengthening social, economic and territorial cohesion throughout the EU member states candidate countries and non member states by fostering the sustainable and balanced development of Europe through cross-border, transnational and interregional cooperation. It is giving the possibility to implement the European Spatial Development Perspective and the Landscape Convention through common projects.

Interreg III is made up of 3 strands and has a total budget of 4,875 billion euro (1999 prices).

– *Strand A : cross-border cooperation*

Cross-border cooperation between adjacent regions aims to develop cross-border social and economic centres through common development strategies.

– *Strand B : transnational cooperation*

Transnational cooperation involving national, regional and local authorities aims to promote better integration within the Union through the formation of large groups of European regions.

– *Strand C : interregional cooperation*

Interregional cooperation aims to improve the effectiveness of regional development policies and instruments through large-scale information exchange and sharing of experience (networks).

– *other programmes (under Art. 53 of the Guidelines):*

- ESPON
- INTERACT

Supplementing the three strands, ESPON and INTERACT, two programmes are used to finance networks promoting the sharing of experiences and best practices.

The European Spatial Planning Observatory Network (ESPON) is a programme financed jointly by the European Union and the fifteen Member States, as well as other neighbouring states. It is a network of cooperation between national spatial planning institutes and will focus on the observation and analysis of territorial and regional development trends in Europe, financing research studies in the field of spatial planning ¹⁶.

The programme INTERACT (INTERREG - Animation, Coordination, Transfer) seeks to build on the experience and lessons of Interreg I and Interreg II II, and to improve the effectiveness of implementation of Interreg III during the current programming period. It will basically provide for exchange of experiences and networking, information dissemination and support to those involved in managing Interreg III programmes, as well as providing information on the Interreg activities to national, regional and local actors and the public in general ¹⁷.

Detailed information on Interreg III can be found linked to next homepage: http://europa.eu.int/comm/regional_policy/interreg3/abc/abc_en.htm

The priorities defined in each programme cover also the objectives of the European Landscape Convention. Although the wording is different in every programme they all cover the promotion of spatial values, promotion and management of landscape, natural and cultural heritage.

In the implementation process of Interreg III programmes a large number of projects were approved and a lot of good results provided.

We should use these results in our every day's work in all countries on all levels.

Some examples:

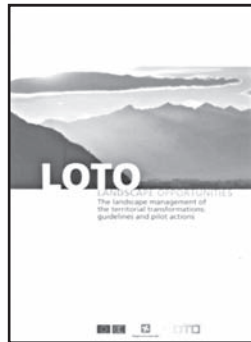
Homepage ESPON: <http://www.espon.lu/>



16. Website : www.espon.lu

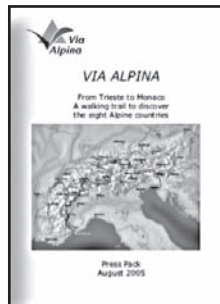
17. Website : <http://www.interact-eu.net>

Homepage Interreg IIIB CADSES: <http://www.cadses.net/en/home.html>



Homepage Interreg IIIB Alpine Space: <http://www.alpinespace.org/>

Homepage Via Alpina: <http://www.via-alpina.com/site/>



In the programming period 2007-2013 the Community Initiative Interreg III will be replaced by “European territorial cooperation” objective (Objective 3).

The Regulation of the European Parliament and of the Council on the European Regional Development Funds (ERDF) is still in discussion and subject for changes according to draft documents in the next programming period.

The European Regional Development Fund shall focus its assistance on:

The development of cross-border economic, social and environmental activities through joint strategies for sustainable territorial development:

- by encouraging entrepreneurship, in particular, the development of SMEs, tourism, culture and cross-border trade,

- by encouraging and improving the joint protection and management of natural and cultural resources as well as the prevention of natural and technological risks,
- by supporting links between urban and rural areas,
- by reducing isolation through improved access to transport, information and communication, networks and services, and cross-border water, waste and energy systems and facilities,
- by developing collaboration, capacity and joint use of infrastructures in particular in sectors such as health, culture, tourism and education.

Cross-border cooperation should also be used for promoting legal and administrative cooperation, the integration of cross-border labour markets, local employment initiatives, gender equality and equal opportunities, training and social inclusion and sharing of human resources and facilities for R&TD.

The establishment and development of trans-national cooperation, including bilateral cooperation between maritime regions not covered under paragraph 1, through the financing of networks and of actions conducive to integrated territorial development. These shall be concentrated primarily on the following priorities:

- Innovation: the creation and development of scientific and technological networks, and the enhancement of regional R&TD and innovation capacities, where these have a direct contribution to the balanced economic development of trans-national areas. Actions may include: the establishment of networks between appropriate tertiary education and research institutions and SMEs; links to improve access to scientific knowledge and technology transfer between R&TD facilities and international centres of R&TD excellence; twinning of technology transfer institutions; and development of joint financial engineering instruments directed at supporting R&TD in SMEs;
- Environment: water management, energy efficiency, risk prevention and environmental protection activities with a clear trans-national dimension. Actions may include: protection and management of river basins, coastal zones, marine resources, water services and wetlands; flood prevention; the promotion of maritime security and protection against natural and technological risks; and protection and enhancement of the natural heritage in support of socio-economic development and sustainable tourism;
- Accessibility: activities to improve access to and quality of transport and telecommunications services where these have a clear transnational dimension. Actions may include: investments in cross-border sections of trans-European networks; improved local and regional access to national and trans-national networks; enhanced inter-operability of national and regional systems; and promotion of advanced information and communication technologies;

- Sustainable urban development: strengthening polycentric development at transnational, national and regional level, with a clear transnational impact. Actions may include: the creation and improvement of urban networks and urban-rural links; strategies to tackle common urban/rural issues; preservation and promotion of the cultural heritage, and the strategic integration of development zones on a transnational basis.

Territorial cooperation on the interregional level will continue in three thematic interregional cooperation programmes:

- ESPON: <http://www.espon.lu/>;
- INTERACT: <http://www.interact-eu.net/>; and
- URBACT: <http://www.urbact.org/>.

The implementation procedure for the preparation of programming documents for the new period 2007-2013 is under way an Operational programmes should be presented to the EC for approval in autumn 2006.

All the countries (member states, candidate countries and non member countries) are invited to join this process and take an active part in the programming process and implementation. We should try to do our best to make a right use of these financial instruments for the implementation of the European Landscape Convention.

We should bear in mind that, for the preparation, we need time and human resources. The structures of EU programmes in every country can support potential project partners in preparing good projects for the next programming period.

Today is the right time to start the project ideas implementation.

Landscape management in the Danube Delta Area

Cristina HERTIA

Ministry of Transport, Constructions and Tourism, Romania

Let's rescue the stone skill city

The Danube Delta



After having traveled 2,860 km through Europe, the old Danube divides itself into three arms – Chilia, Sulina, Sf. Gheorghe – affording, after such a long journey, the luxury of enjoying a splendid respite before blending its waters with those of the Black Sea. Here, in the Danube Delta, the world continuously renews itself: every second, every hour, brought by the untamed waters of the river, alluvial

deposits give birth to the old continent's youngest soil. Each day means a new encounter with numerous creatures with live together only on board this huge “Noah's Ark”.

The Delta shelters more than 3,400 vertebrates and non vertebrates, insects being the most numerous (2,224 species). It's a mosaic of biotypes and ecosystems. For example, Letea and Caraorman forests, based on sand dunes, have a huge variety of species, secular oak trees and lianas – a subtropical area that can hardly be imagined on these geographical coordinates. Besides the willow tree, there is the reed that covers 180,000 ha of the densest area of this kind in the whole world. More than 80% of the delta area is water.

An exotic landscape with over 1,200 species of trees and plants, with the richest ornithological fauna on the continent (more than 300 species, among which unique colonies of pelicans) and ichthyologic fauna (with around 100 species, from the Danube herrings to the sturgeons which produce the precious caviar). Fish and butterflies, dragon flies, wild boars, snakes and wild dogs, muskrats and otters, foxes, hares and deer, porcupines and enot dogs, sheep, goats and donkeys, bees or turtles form the fabulous Delta landscape where the law of survival means hunger and prey. Over 300 bird species visit the area, 70 of them from as far away as China and India. The delta is a natural stopover for migratory birds, but the most characteristic bird is the common pelican, the featured star of this bird-watchers paradise.



It may be that before anything this miraculous triangle of land and water was conceived as an amazing metropolis for winged creatures. Suffice to say that the five routes of migratory birds from Europe, Asia and Africa all pass through the Danube Delta where suddenly there is an extraordinary image of paradise. Out of 315 species, more than half nest here many of them are rarities and under protection. Among many others, the white egret, the bearded vulture, the spoonbill, the roller, the ordinary and the curly pelican, the diver, the red-collar goose and the swan, the red tardona and the small cormorant have all been declared monuments of nature.

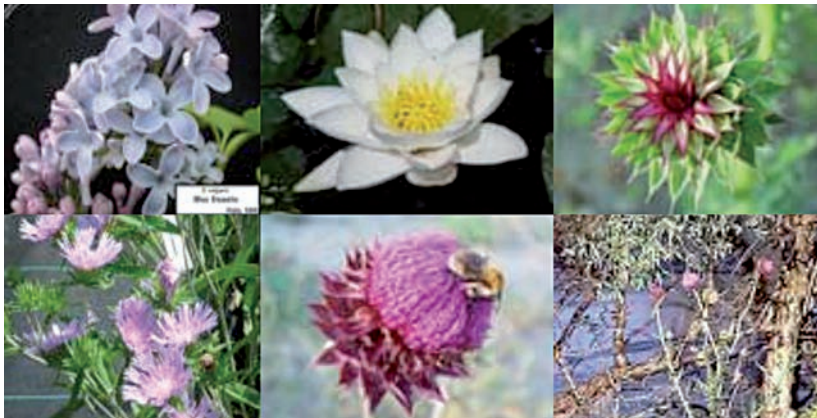


The landscape is charming: the fascinating scenery shelters over 1,000 species of plants.

In spring, the silky willow blooms first followed by the rape and spurge. There is a unique palette of colors that can only be found in the Danube Delta, a true paradise of flowers: from thistles to orchids (on top of the bank ridge). Water lilies are also considered monuments of nature and are the uncontested stars of the plant world.

Last, but not least, more than 90 species of fish live at the mouth of the Danube. Worth mentioning among the special species of fish are the sturgeons – the beluga, the *Acipenser guldens taedi colchicus*, the *Acipenser stellatus stellatus* – all caviar suppliers which migrate from Black Sea

to the Danube to lay their roe. The Delta marshes and canals quite often offer fishing fans such trophies as pike and sheath fish, zander, perch, crucian and bream.



A biosphere reserve, declared a Ramsar Zone, covering a surface area of 580,000 ha, the Danube Delta is a kingdom of water, reeds, sand banks, lakes, sand hills and willow forests, a strange part of the country with its thrilling history, where the traces of the legendary Herodotus, who once reached this area, and the stories of the pirates of most recent times are plentiful.



The Danube Delta proves unique also due to its 15,000 people. Fishing provides most of the area's inhabitants, many of whom are of Ukrainian origin, with a livelihood. One of the most common sights is a long line of fishing boats strung together to be towed by motorboat to remote fishing grounds. Blond, blue-eyed as the sky and water, the men of the Delta are mainly fishermen. Joyful by nature, during holidays, women here prove to be unequalled in dance and choral singing.

Sulina City

Sulina, the middle Danube branch, is the shortest (64 km long only) and it's the only one available for sea navigation. It is almost straight and provided with channels since almost a century. At the river mouth, a relatively sudden deposition of alluvia takes

place, creating a dam, which tends to block the river mouth. A break-water has been built in order to diminish this effect. It directs the alluvia brought by the circular current of the sea to the open.



At the end of the journey on the branch, you can see a city with a surface of about 33 000 ha, which seems to be endless, because of its length of approximately 3 km (maximum width is 500 m). The swamps and easily flooded lands prevent it from expanding sideways. It's Sulina city, the only urban settlement in the Delta, a free-port with a small fish-can factory and workshops for naval repairing. The city is placed on both shores of the Sulina branch, at an approximate distance of 1 km of the Black Sea shore and 75 km from Tulcea. Being a harbor of both the Danube and the Black Sea, the city has the lowest altitude in Romania (3,5 m above the sea level) and is under the maritime climatic influence, being the last town from eastern Romania. The linear type city has a perfectly ordered street texture: 6 streets parallel with the Danube, with transversal streets almost perpendicular on the longitudinal ones. The street network system totalises approximately 30 km. The connection between Sulina and the rest of the world is made exclusively naval, on the Sulina branch or, eventually on sea, using passenger ships for human transportation.

History

According to some historical sources, the place may exist ever since the 7th or 6th century before Christ. Yet, it is sure that, in the year 476 before Christ, this was the place where the roman galleys moored. In the paper "*De Administrando Imperia*", owed to Constantin Porphyrogenetul, the locality is first mentioned as Solina.

Sulina is developed in time, as an inter-ethnic area, because of the immigration and establishment of other cultures besides Romanians: Greeks, Russians, Lippovans, Turks, French and English people, who lived together in a multicultural system. The multi-ethnic aspect is expressed independently from the multi-confessional one. In 1904, practicing various religions was attested by the two orthodox churches (the Greek church and the one belonging to the Romanian community), three old rite churches (belonging to the Lippovan community), one catholic church, one protestant church, one Anglican church, two mosques and an Armenian house of prayer. In the 1904's census, the number of Greek inhabitants reached 2,056 out of the total of almost 10,000. Many came from the island of Keffalonia, from the Ionic Islands Archipelago. The Greek community represented the biggest share, comparing to the other cultures: 803 Romanians, 444 Armenians, 594 Lippovans, 286 Turks, 211 from the Austro-Hungarian Empire, 17 Germans, etc. A part of Commission's permanent employees used to live in the city. The Greek origin citizens occupied traditionally with merchandise and piloting, taking high positions concerning the command of ships on the Sulina branch, and a big part of them were ship owners. The history of the Hellenic community is refound by the presence of the monuments representing its evolution, such as the Greek Church on the 2nd street, the previous school building in the church's courtyard, as well as the presence of several tombs from the orthodox graveyard, some of them showing the evolution in time of certain families, such as the Ioanits, the Svoronos, the Liosatos, the Kontoguros, etc. The locality went through continuous evolution, reaching its most prosperous time in the 20th century. The appearance and development of Sulina city is highly bound by the constitution of the European Commission of the Danube. We might as well consider Sulina's emplacement as one of Commission's creation.

About economy

In Sulina, the sun arrives earlier than in the rest of the country, but its haste is in vain, because it does nothing else but reveals the poverty of a city that lives through beautiful memories. Stuck among waters, the inhabitants are prisoners in their own city. From Sulina, a passenger ship takes one voyage a day for those who want to reach Tulcea. In the winter, the ship comes once in two days, and if there are any dangerous icicles, it doesn't come at all. Because they have nowhere to go, the inhabitants of Sulina have no cars, either. There are only 65 cars in a city of almost 5000 souls. There is no local transportation, because the distances are as small as those of a village. Least of all, cabs, because they would be completely useless. In spring and autumn, when the fog is thicker than usual, not even the helicopter of a hospital from Tulcea or anywhere else can make it. If any local has the misfortune of getting sick, they must do with being healed by two inmate doctors, in a hospital that is in a coma itself. Statistically, 40% of Sulina's inhabitants are unemployed, but there are also others who have escaped the authorities' evidence. The time of Sulina has died. Buildings that were once elegant, an abandoned church, roads as dusty as the rural ones, abandoned factories. Stone still

somewhere between the ages, we only hear of Sulina if it's being flooded or it appears on the list of the cities in quarantine.

Sulina feeds on its memories. Until 1989, four quick ship voyages and one passenger ship brought 1500 tourists daily. They were hosted in the inhabitants' houses or in the 150 room hotel, which is now completely neglected. The locals used to work at the can factory or the shipyard. Both became private property and died slowly.

But more than that, Sulina lives with the memory of what it used to be at the beginning of the 20th century. From 1856 to 1939, this city was the residence of the ECD (European Commission of the Danube), founded through the peace treaty after the Crimean War, when the freedom of navigation on the Danube was established. It became a cosmopolitan city, which had French as its official language and Greek as its mostly spoken language. Besides, the inhabitants were polyglots, because 28 nationalities lived together. The Sulina harbor received fiscal privileges and, if in other European harbors, the workers received one pound a day, here they earned four.



The remainders of the English, the French, the Greeks, the Italians, the Hungarians, the Serbo-Croatians, the Muslims, the Jewish and of other outstanding people that connected their names with that of Sulina, can only be found in the city graveyard, with impressive monuments, but devastated. It's the only graveyard of Romania where rest together believers of the three great religions. In the last 50 years, the ignorance of the people has destroyed most of the maritime graveyard of Sulina, almost 150 years old. Tomb fences have become enclosures for

local gardens, tombstones have become pavement for alleys, and wrought iron crosses have been sold as monuments in Tulcea or Constanta.

The Shipyard tries to shift. It was built in 1895, along with the European Communion, and later became part of the Down Danube Fluvial Administration. Since 1982, the Shipyard of Sulina became an independent society. It had 280 employees and produced approximately 50 million lei a year, when bread cost 3 lei. After the Revolution, the number of charges decreased, and the number of Romanian ships, as well as employees, diminished. In Sulina, after 1989, the people were left unemployed. The can factory was closed, and it is said 40% of the inhabitants are unemployed. Now, only 188 receive allowance, out of the 3139 people capable of work in Sulina. Although, when

the Shipyard started hiring, the people were not interested in the jobs available. In January 2002, the company became private property. In that moment, the Shipyard had many debts and was almost bankrupt (it only had 60 employees). After privatisation, the number of employees increased, and so did the production. In 2003, the Shipyard produced 16 billion lei and the number of employees reached 94, from which 78 are directly productive. The Shipyard of Sulina repairs all types of technological ships that navigate on the Danube.



Today, the City's Economy is downfall. The people of the city crave even now for the economical situation of other times. Long ago, the large goods traffic on the navigable branch of the Danube drove to the flourishing of the economy and the welfare of its citizens. Now, all that's left of the glory of the past, of the fish can factory and the tax free business of the free zone of the city is memories. In Sulina, ever since 1978, the free port system was established and the Free Zone Sulina Administration (AFZS) was founded. The organism has an autonomous statute and is structured based on the economical and financial self-gestion principles, as a result of the reorganisation of former foreign trade enterprise, Sulina Free Port.

The AFZS is included within the built-up area of the city, on a surface of over 100 ha, and is composed of seven perimeters placed in the urban area and around the maritime transit basin Sulina. The display of activities in the free zone can be made either as a result of the adjudication of an public auction, or through acquiring a "user of free zone" license. AFZS is profiled on the manipulation, depositing, sorting and wrapping of goods. Also, in the free zone, lands and buildings can be rented or granted. The period stipulated by contract for this type of operations has been established by the law to be 50 years. Work licenses are delivered on a validity period starting from a month to a year. Also, the access authorisations for the free zone remain into force for maximum 12 months. The price of these varies between 3 and 50 dollars, depending on the requested validity period, and in case of the means of transportation, depending on the weight of the transportation vehicle. Another company most of the inhabitants used to work in was the fish can factory, at the periphery. Long ago, 250 employees used to work there daily. The production was of 14 tons of fish cans and the work was in two shifts. Before the Revolution, there was an ice factory in the same precincts, with a production of 14 tons. Now, the old company was taken by a private investor, but it isn't efficient. The insufficient Danube fish and the absence of a powerful partner in the field of big ocean fishing are the main inconveniences.

Heritage

The local attractions are the old building of the European Danube Commission, built in 1860, the Saint Nicolas Alexander Church, the House-Museum of Emil Botez, as known as Jean Bart, and in the center of the city, the beacon measuring 18,5 m, built in 1852 and renovated in 1870.

Regarding the cultural model defined through out time in Sulina we think as remarkable:

- The development of a certain type of settlement proportional to the source of water (the Danube), with a linear structure and regular texture and parallel streets. In the center, on the 1st and 2nd street, important buildings were placed, directly bound by the existence of various cultural types and multi-cultural manifests by the economic, social and ethnic profile of the city: the ECD's Palace, the Administrative Palace with public institutions (Sub-prefecture, City Hall, Custom House, the buildings with numerous consular agencies);
- The development of certain type of architecture, characteristic for Sulina, with wooden or patch-plated houses, having high stone bases, covered in hallow, with balconies and workshops and storehouses at the ground floor. Representing a specific type of urban architecture is the result of interferences between the natural environment and the architectural styles of the age, and at the same time, an accommodation to the environment and the specific functions. One can distinguish the house from within the ECD and around the lighthouse that were built between 1868-1899 for the ECD's employees.



Nowadays, one can observe a high degradation of the built patrimony during the economic decline of the city. We have tried, through initiating certain projects such as the “Sulina Rescue 2000” to:

- Develop cultural infrastructure through preservation improvement and capitalisation of the built patrimony and its integration in the marketing economy mechanisms;
- Integrate the city in a multi-sectoral concept of spatial regional and cultural development including cultural tourism as a factor of economic vitality.

People of different ethnic origin lived here in harmony, following their traditions and also the common interest: a peaceful life and a good course of their business. In such an atmosphere, Sulina became a mixture of nationalities, a place for everybody, where the large amounts of money led to the appearance of casinos and an outbreak of a fashion that could have hardly been imagined. Ship owners and grain traders have spent big money in casinos, lots of idylls melted through the red lamps houses and many souls found their rest under a shovel of soil in Sulina’s cemetery. Both inhabitants and visitors of Sulina lived together on the waters, made business together in their offices, had good time in casinos and pubs, and also came to find their eternal peace together in the small city’s cemetery. By a twist of fate, today the graveyard has become a tourist attraction. Odd enough, the graveyard’s space gathers no less than six areas: Jewish, Orthodox, Catholic, Anglican, Islamic and Old Orthodox. Nowadays, in Sulina there are two main communities that live alongside with the Romanians: the Greeks and the Russians – “Lipoveni”. Each has its own life and traditions, but they are together for good and for worse. The joy and the pain are experienced by each of them and by all at the time. One is rarely able to find in this conflictive world an almost perfect living together, such as you will find in Sulina. The locality and the surroundings enjoy also a special statute regarding the protection of the natural area. Sulina is a part of the protected perimeter of the Administration of the Reservation Danube Delta’s Biosphere, and an area of national and international ecological importance, enjoying a triple international recognition: UNESCO’s World Natural Heritage and “Man and Biosphere (MAB)” programme, and also Ramsar area (international important wetland area, especially as a habitat of birds).

The most important trade for Sulina’s inhabitants is fishing, second comes cropping and processing the reed and the rush. Fishing has always been the main occupation on this land, as well as cattle-breeding, bee-keeping and agriculture. There are only a few places where one could grow melons, mild peppers and tomatoes as many and tasty as here. In the last years, tourism, both classical and scientific, has successfully developed in Sulina, benefiting from the exceptional location, the beauty of the landscape, the existence of cultural and historical monuments and the richness offered by the Danube Delta’s ecosystem.

The project “Sulina Rescue 2000”

The project “Sulina Rescue 2000” proposed an urban plan for town revitalisation in Sulina by developing local cultural heritage, based on sustainable urban design. The main topic was land use and planning economic concepts improve management structures and communication.

At the end of the 19th century, Sulina was a prosperous and picturesque town. Today, Sulina is a declining settlement in the sensitive area of the Danube Delta. The project Sulina Rescue 2000 created a town masterplan in which a specific development strategy for the local community was proposed, based on its historical and architectural heritage and values to stimulate cultural tourism as a viable alternative.

By developing a master plan and a strategy for future investment the Sulina Rescue 2000 project provides good opportunities to city officials and potential investors to follow a set of guidelines for sustainable urban development.

One reason for supporting the implementation of the project is the current very poor state of the external appearance of the town. This is mainly due to continued tendency towards obsolescence and depreciation in the built environment of cultural value, creating a steady risk of losing cultural and urban identity in the town. A further problem is the social and chronic economic decline of the local community mainly due to transformation processes in economic and political systems. As part of the Sulina Rescue 2000 project, a masterplan for the town was to be developed. This master plan was required to meet the following objectives for sustainable urban development: development of the cultural infrastructure by upgrading the cultural heritage objectives, promoting the real estate cultural heritage according to market economy rules, integrating the town in a general concept of cultural and spatial regional development, based on culture as a development generator.

The main steps undertaken in order to prepare the proposed master plan and implementation were: understanding the need for a specific strategy by raising awareness and discussion in meetings, collecting and processing the relevant data and information, evaluating factors involved in economic, spatial, human, social and cultural development in Sulina, defining the appropriate objectives, identifying measures, action and programmes to implement the project, support of some sectoral action plans by means of project proposals.

The proposed draft strategy paper contains long and medium term objectives for five key fields of action: natural environment, urban structure, economy, tourism and culture. In accordance with defined objectives, progress made towards sustainable development in the town can be measured. The identified action sectors supplementing key fields of action are: local policies, human resources, built cultural heritage and real estate stock, urban and spatial infrastructure, institutions and organisations, cooperation and communication. The document includes several specific project proposals, out of

which 12 proposals developed as standard fiches, and three were presented together with an economic and financial viability analysis: local Tourism Centre including tele-services, gifts and souvenirs embodying a cultural/traditional message, staff training for tourism activity. The strategy paper defines three areas of major interest in which investments should be concentrated. These include necessary intervention in the built environment, reasonable and appropriate use of land and improvement in the city's image. The document is well illustrated by new or historical photos, schemes, maps and about 30 individual fiches for buildings of cultural value.

Implementation

Actors: The municipal authority of Sulina.

Partners: Foundation "The Danube Delta Friends", Sulina town (the main funding applicant), County Council of Tulcea, National Research and Development Institute on Urban and Spatial Planning – Urbanproject, Bucharest, South-East Regional Development Agency, Eco-Museistic Research Institute – Tulcea, Foundation "Europolis" in Sulina, Local Council of Sulina, Supported by the Romanian Ministry of Culture and the British Council.

Financing: The project was developed within the Phare Programme, Romanian Cultural Fund – EUROART, the Ministry of Culture Programme – Cultural Dimension of Democracy. The total budget: 74,756 Euro, of which European funds 38,026 Euro and co-financing (financial and in kind) 36,730 Euro.

Results and impacts

The main results of the project as implemented were not of a physical nature but nonetheless essential for the local community: recognition of the town master plan as a reference document for local intervention by any kind of regional, national or foreign investor. It defines strategic points of interest and investment priorities. At the same time the master plan became a significant means for argument in the process of allocating or applying for funds. One of the more concrete actions was the successful purchase of the Graciov house, the former headquarters of the British Consulate included in the list of architectural monuments, by a British promoter who intends to renovate it. At local level, there are several new proposals for projects drawn up by local authorities or NGOs dealing with renovation and restoration of other historical buildings.

One of the main barriers was insufficient data regarding the history and the present situation of the real estate and land ownership. It might be added that at the beginning of the project a lack of experience in managing large-scale projects supported by European funds slowed work down. The project was an invaluable learning process in this respect. As for conflicts, there were, in fact, some passing tensions between the County Council and the local representatives. However, in the future it is possible

that some conflicts between the individual owners of valuable buildings and the local authority occur. A preservation strategy is needed. The most important lesson learned by the city community is the value of partnership and the European vision concerning promotion of the local level development.

Unfortunately, the project was not implemented. And we can observe that it has a major absence: the landscape. The conceptors disregarded the main local value: the exceptional natural potential, the base of past glorious city birth.

Landscape protection and management for society – a possible solution?

Sulina represents an important value in terms of landscape if we think of it as part of the larger background of the Biosphere Reservation of the World, the Danube Delta.

Specific natural landscape – the river, delta, and sea – determined a specific human settlement, an urban area where due to its geographical isolation is still preserved a characteristic natural ecosystem.

In order to understand how to revitalise Sulina, a “value” evaluation of natural and built heritage has been undertaken in few projects (as Sulina Rescue 2000) but now has come a time for decision-making in relation to conservation and management for a sustainable development.

The three key areas for sustainable development are: *society*, *environment* and *economy*, all of them with *culture* as an underlying dimension. Developed as a multicultural and multiethnic society at mid 19th century – the time of European glory for the city, which are the perspectives for its future?

Facing a process of dereliction of the built heritage (related to the economic decline) and abandon from local population, the real development perspectives has to be determined by Local Authorities, in partnerships with the County, the Central Authorities, International Organisations and Local NGOs. Modernization must begin having in mind the whole landscape protection – buildings, streets, gardens, industrial activities areas (as life frame) but also local customs, habits and the special relationship with nature of the inhabitants.

Management for society refers to:

- building the capacity of Local Authorities to deal with sustainable development;
- raise public awareness of natural and built heritage landscapes, building a sense of pride for local residents through conservation education (increase also knowledge in use of local natural resources);
- train local community members in conservation/ tourism services linked to protected areas (make them participate in site conservation efforts and provide better services to nature – oriented visitors);

- use tourism generated funds to support landscape conservation and protection as well as development of appropriate economic related activities.

Let's rescue the stone still City

Seen from the inside, as a way of living and not as a few day show, life in the Delta is rather hard, made only for the tough people born here in the kingdom of waters. Physical work is exhausting, the whims of weather and of the waters are omnipotent, the chance to have a boat or the skill to learn the secrets of fishing are essential here. Fishing is a trade transmitted from father to son, being almost the only way to upkeep a family here. From the little they have, the fishermen have to pay their tribute to the fisheries for extremely low prices and the fishing license. And also seen from the inside, the landscape loses its glamour, it is always the same, shadowed by the daily problems. The reed covered houses so picturesque in summer for the tourists are much too uncomfortable when you use them on a daily basis and the boat becomes sometimes a second house when, turned upside down, it protects you against the storms unleashed all of a sudden. Everything becomes hostile when a few perches are expected to represent a satisfactory dinner. This very moment, the boat becomes the most valuable asset, greased with tar and pitch it is expected to resist about five years. Taken care of and permanently repaired, owing to its multipurpose utilisations, the boat is the most trusted friend of the fisherman. However, inspired by the love for their profession, by the avatars of their daily life, these daring people will always welcome you with an open heart if you look for their company.

In the Delta everything is spectacular – the sunrise and the sunset, the impenetrable reed or the willow islets, the winding canals, the hills where the echo of the cattle clatter can be still heard, the clumsy silhouettes of the fishermen's cottages or of the fisheries, long forgotten wind mills project you into the archaic side of time, where poetry has not been yet stained by any modern element. Here, you may forget all the daily problems, nourishing your soul with the peace of a realm which looks as if it were intentionally forgotten by the evolutive civilization, a land coming straight from a fairy tale that begins with the unforgettable words "once upon a time..."

Don't let all these things to die. Together, we can rescue Sulina. Thus, the world will be better.

Emissions lumineuses et paysage : recommandations pour la prévention des émissions lumineuses en Suisse

Antonio RIGHETTI

Office fédéral de l'environnement, Suisse

D'un paysage nocturne illuminé par les étoiles et la lune à celui « obscuré » par les émissions lumineuses

Depuis des millénaires, le firmament nocturne inspire poètes et penseurs. La lumière naturelle émise par le soleil, la lune et les étoiles est un élément essentiel du paysage. La Conception « Paysage suisse » (CPS) définit le paysage comme « [résultant] de la conjonction de facteurs naturels en constante évolution, tels que le sous-sol, le sol, l'eau, l'air, la lumière, le climat, la faune et la flore, et de leur interaction avec des facteurs culturels, sociaux et économiques ». Grâce à la lumière des astres, l'homme peut contempler le paysage la nuit. Le crépuscule et l'obscurité modifient de manière naturelle la perception du paysage. Cette diversité optique éveille les organes sensoriels de façon très particulière et offre d'autres impressions que la lumière du jour.

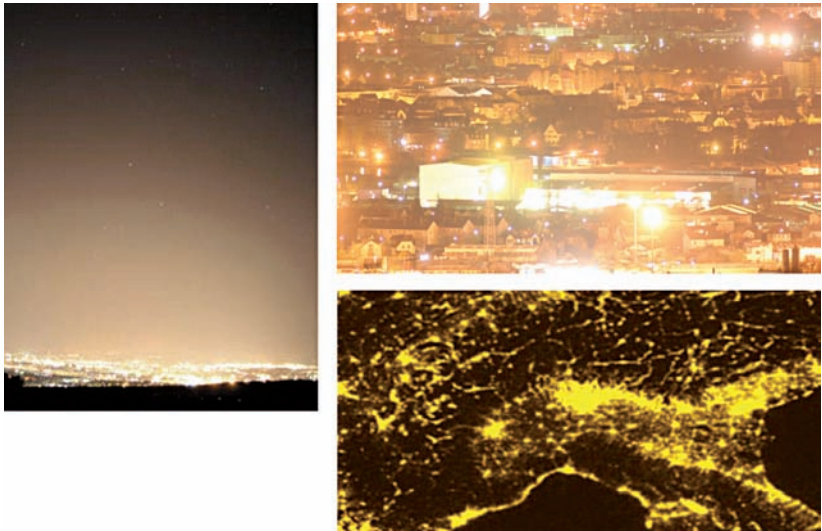


*Les étoiles et la Voie lactée – de plus en plus visibles que pour des privilégiés seulement
(Photos : Kobler)*

L'éclairage artificiel, par contre, – sans vouloir oublier ses côtés positifs comme par exemple celui de la sécurité – détourne notre attention de ces phénomènes naturels et affecte notre perception. Le ciel du Plateau suisse, par exemple, est tellement illuminé que seules quelques dizaines d'étoiles – parmi les deux mille qui seraient visibles à l'œil nu – sont perceptibles. La fascination pour l'univers se perd dans un flot de lumière. Il s'agit bel et bien d'une perte culturelle.

Cette situation est perceptible dans la plupart de l'Europe. Les régions où l'obscurité nocturne règne encore sur de vastes espaces se sont faites rares. L'homme est en passe de transformer la nuit en jour. A peine le ciel commence-t-il à s'assombrir que des millions de lumières s'allument.

L'atlas mondial du ciel nocturne illuminé artificiellement démontre qu'un cinquième de la population mondiale – dont la moitié des habitants d'Europe occidentale – n'arrive plus à discerner la Voie lactée à l'œil nu.



L'illumination artificielle de notre paysage (Photos : Kobler et RSGB/NOAA, en bas droite)

Cette évolution dure maintenant depuis plusieurs années et les émissions lumineuses – souvent utilisées comme synonyme de progrès, de bien-être et de prestige – augmentent de façon exponentielle à l'échelle planétaire. Tout est éclairé, illuminé, rendu visible. Les émissions lumineuses entraînent une modification radicale du milieu qui nous entoure. Les effets négatifs sur la nature et l'environnement sont nombreux :

- effacement du paysage nocturne naturel et de l'espace au-dessus de nous, avec pour conséquence l'occultation du ciel étoilé (aspects culturel et paysager) ;
- influences sur les systèmes circadiens et endocriniens de l'homme et de l'animal (aspects médical et biologique). Atteintes aux habitats des animaux nocturnes pouvant avoir des conséquences fatales pour nombre d'entre eux (aspects éthique et écologique) ;
- accroissement de la gêne ressentie par l'être humain dans les zones habitées en raison de l'éblouissement et de l'illumination de l'espace (aspects physiologique et psychologique) ;
- gaspillage d'énergie dû à un éclairage inutile (aspects technique et énergétique). Affaiblissement et aliénation des émotions que fait naître en nous l'ambiance naturelle d'un paysage de nuit et accoutumance à l'excès incontrôlé de lumière (aspects esthétique et émotionnel).

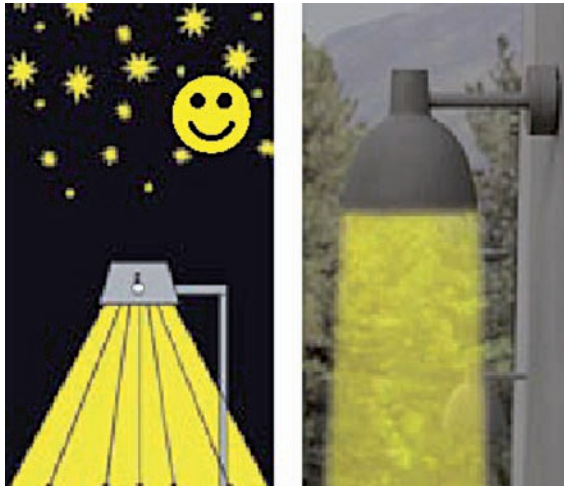
Une publication effectuée pour le grand public explique la voie à suivre pour que l'éclairage extérieur soit conforme au principe du développement durable

Pour rendre publique cette situation et informer tous les acteurs concernés, l'Office fédéral de l'Environnement Suisse vient de présenter une publication, laquelle expose l'ampleur, les causes et les conséquences de la pollution de l'environnement par des émissions lumineuses indésirables. Cette publication formule des recommandations et suggère des pistes pour éviter ces émissions sans devoir renoncer au confort et à la sécurité. Les recommandations s'adressent en premier lieu aux propriétaires, exploitants, concepteurs (architectes et planificateurs de projets électriques en particulier) et fabricants de dispositifs d'éclairage extérieur, aux services de protection de la nature, du paysage et de l'environnement, ainsi qu'aux autorités accordant des autorisations aux échelons communal, cantonal et fédéral. Le document doit aussi contribuer à sensibiliser la population au problème.

Les recommandations formulées obéissent à un principe simple : la lumière n'est nécessaire que là où l'homme en a besoin. Une lumière dirigée vers le ciel ou sur des habitats sensibles d'un point de vue écologique ou paysagère ne sert à personne, mais elle entraîne une consommation d'énergie inutile, porte atteinte à des êtres vivants et dévalue la relation au paysage. En particulier, les aspects suivants entrent en ligne de compte :

- nécessité de l'éclairage : dans de nombreux cas, la nécessité d'une lampe extérieure peut être remise en question, notamment si elle entraîne un double éclairage. En cas de modifications apportées à des bâtiments, l'on veillera à supprimer les éclairages devenus superflus ;
- mesures techniques : les corps lumineux doivent être munis d'écrans afin de canaliser la lumière vers le point à éclairer. L'installation d'écrans et de dispositifs

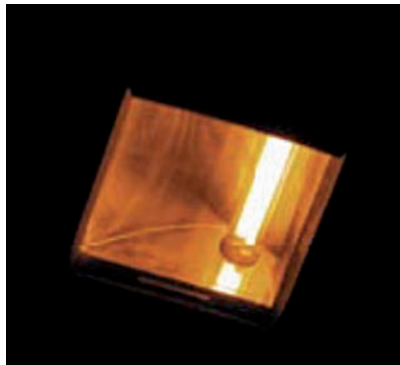
optiques (miroirs, réflecteurs) dans les boîtiers des lampes permet d'obtenir cet effet. Les lampes présentant un angle de diffusion réduit sont particulièrement appropriées. Par ailleurs, les objets ne doivent pas être illuminés plus fortement que nécessaire. Un éclairage tamisé donne souvent un meilleur résultat. En outre, on utilisera les corps lumineux qui émettent le moins possible de lumière à ondes courtes. Les lampes à vapeur de sodium à haute pression et surtout les lampes à vapeur de sodium à basse pression sont relativement inoffensives pour les insectes et consomment beaucoup moins d'énergie. C'est pourquoi elles doivent être considérées comme particulièrement respectueuses de l'environnement.



Un lampadaire muni d'un capuchon adéquat canalise la lumière vers la surface à éclairer, sans dispersion inutile (Photo et esquisse : Kobler et Hauser).

- orientation et disposition des lampes : par principe, toute lampe doit être dirigée vers le sol. Les réverbères, en particulier, doivent être placés de sorte à ne pas diffuser de lumière dans l'environnement ni dans les milieux écologiquement sensibles.
- limitation de la durée d'éclairage : un usage de l'éclairage dans le respect de l'environnement implique l'installation de minuteries. Ces dispositifs permettent au moins de réduire l'intensité de l'éclairage à certaines heures de la nuit (de la même façon que pour la protection contre le bruit, où des valeurs limites plus basses sont applicables entre 22 heures et 6 heures). Dans les zones écologiquement sensibles, l'éclairage devrait être totalement éteint après 22 heures – pour autant que les prescriptions de sécurité le permettent.

- mesures supplémentaires : ne seront utilisées que les lampes comportant une isolation qui empêche insectes et araignées de pénétrer à l'intérieur. Si le sol est fortement éclairé, l'on veillera à éviter que son revêtement soit de couleur claire, voire réfléchissante. Il faut choisir un système d'éclairage simple et sûr à entretenir, difficilement accessible aux passants. En outre, l'on n'utilisera que des corps lumineux ayant une longue durée de vie et une faible consommation d'énergie.



Lampe à vapeur de sodium à basse pression: la solution optimale du point de vue écologique comme du point de vue économique

Réduire les émissions lumineuses ne présente aucun inconvénient pour l'homme, mais les avantages de la démarche sont nombreux :

- gain économique : toute la lumière émise dans l'espace et l'atmosphère est inutilisée. Qui dit réduction des émissions, dit réduction de la consommation d'énergie et, par conséquent, réduction des coûts ;
- gain écologique : un éclairage extérieur bien réfléchi, qui laisse la place au calme et à la régénération nocturne, est important pour conserver et améliorer la qualité de vie de l'homme, de la flore et de la faune ;
- gain architectural : des espaces extérieurs trop clairs limitent fortement l'aménagement lumineux. La mise en valeur d'un ouvrage par de l'éclairage artificiel requiert un environnement sombre, sans quoi le contraste est insuffisant ;
- gain esthétique : nous sommes sur le point de perdre une beauté naturelle qui fascine l'homme depuis toujours : la vue parfaite d'un ciel étoilé. Une réduction des émissions lumineuses nous permettrait d'admirer le paysage nocturne naturel dans toute son authenticité.

Toutes ces mesures, sur le plan technique ou de planification, sont accompagnées par des solutions sur le plan légal. Dans celles-ci, les Cantons sont invités à examiner leurs actes législatifs du domaine de la construction et de l'environnement, ainsi que les décisions qui en découlent, en vue de protéger la nature, le paysage et l'environnement contre les émissions lumineuses, et de prendre des mesures concrètes de façon à ce que :

- tous les dispositifs destinés à l'éclairage de grandes constructions ou d'installations importantes – y compris celles qui sont de caractère historique – fassent l'objet d'une procédure d'octroi d'autorisation de construire ;
- l'utilisation de dispositifs lumineux dirigés vers le ciel et qui n'ont pas pour fonction la sécurité ou l'éclairage de bâtiments soient interdits dans l'intérêt de la protection des espèces, des biotopes ou du paysage (*skybeamers*, projecteurs laser, projecteurs de publicités ou toute source lumineuse artificielle de ce type). Dans les cas où cela ne s'avérerait pas possible, on en limitera l'usage dans la mesure où l'état de la technique et les conditions d'exploitation le permettent, et pour autant que cela soit économiquement supportable ;
- les dispositifs existants destinés à l'éclairage de grandes constructions et d'installations importantes – y compris celles qui sont de caractère historique – soient examinés quant aux immissions de lumière qu'ils occasionnent dans l'environnement et soient assainis le cas échéant et dans la mesure du possible.



*Les émissions lumineuses des skybeamers sont particulièrement agressives.
Toute la lumière se perd dans le ciel (Photo : Haenel).*

En outre la société suisse pour l'éclairage (SLG) et la société suisse des ingénieurs et architectes (SIA) ont annoncé leur intention de traiter très prochainement cette thématique et d'élaborer des normes techniques. L'introduction d'un label pour les lampes respectueuses de l'environnement est également envisageable.

Conclusion

L'éclairage artificiel est nécessaire et il ne s'agit nullement de revenir à des villes sombres, *mais* il ne faut pas négliger les besoins de la nature, du paysage et de la santé des êtres humains.

L'obscurité nocturne doit être préservée en particulier dans les endroits où le spectacle du paysage nocturne joue un rôle considérable, par exemple dans les parcs naturels et nationaux, dans les zones protégées et dans les districts francs, ou encore dans les régions touristiques.

Sur quels principes s'appuyer pour définir des objectifs de qualité paysagère ?

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« Paysage » désigne une 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. La définition que donne la Convention européenne du paysage du mot paysage demande de s'intéresser à son côté matériel, fonctionnel et à la façon dont il va être perçu, apprécié. Le paysage se situe donc à la confluence de connaissances venant des sciences de l'aménagement du territoire (géologie, géographie, agronomie, écologie, histoire...) et d'expériences sensibles étudiées par la sociologie, les sciences de la perception, la philosophie, l'histoire de l'art...

Travailler pour l'amélioration du paysage demande donc :

- d'être capable d'organiser l'espace de façon à résoudre des problèmes techniques pour que la société puisse satisfaire ses besoins matériels essentiels : se nourrir, se loger, se déplacer, se protéger des risques naturels et, en même temps,
- d'apprendre à « mettre en valeur » l'espace de sorte qu'il constitue un cadre de vie harmonieux pour la vie sociale et privée exprimant justement les « valeurs », les principes qui fondent les relations entre les hommes de cette société et ses rapports au monde.

Objectifs de qualité paysagère

La Convention européenne du paysage demande d'élaborer « des objectifs de qualité paysagère » concernant toutes les parties de territoire. Il convient dès lors de préciser comment aborder la notion de qualité. La qualité est une notion relative qui fait appel à des jugements de valeur. Il est nécessaire de se référer clairement à des valeurs pour aborder la notion de qualité sinon le débat risque d'être rapidement bloqué par des affirmations selon lesquelles il serait impossible de discuter « des goûts et des couleurs ».

Se donner des objectifs de qualité paysagère demande de les définir par rapport aux grands principes sur lesquels une société s'est mise d'accord à une époque donnée. C'est en fonction des grands principes rappelés par la Convention européenne du paysage – le respect de la diversité, la démocratie, le développement durable – qu'il convient de donner un contenu aux objectifs de qualité paysagère. L'affirmation de ces principes doit s'inscrire dans les politiques menées et dans les cahiers des charges des études ou actions engagées et ces principes rappelés pour expliciter les choix réalisés.

Le principe de respect des cultures locales ¹⁸

Un des principes auquel se rattache la Convention européenne du paysage est celui du respect des identités locales à travers le respect de leur paysage. Ce principe demande de prendre en compte la diversité des conditions géomorphologiques et climatiques liées à la géographie ainsi que les différences culturelles liées à l'histoire de chaque région. Ce principe s'oppose donc à la généralisation de modèles d'aménagement du territoire qui s'imposeraient aux différents Etats européens sans tenir compte de leurs spécificités. La diversité des paysages constitue en effet une grande richesse pour l'Europe et pour ses habitants par la diversité des façons d'envisager le monde qu'elle induit. Ce principe doit être au cœur de la réflexion quant il s'agit de définir un projet et de décider des mesures de protection, de bonne gestion et d'aménagement des paysages.

Alors que ce premier principe insiste sur la reconnaissance de la diversité des pays et la nécessité de favoriser une diversité des approches paysagères, les deux autres grands principes auxquels se réfère la Convention concernent les enjeux qui les réunissent : l'amélioration de la démocratie et l'engagement vers un développement durable.

Le principe démocratique¹⁹

Du point de vue du paysage, l'ancrage aux principes démocratiques conduit à favoriser le débat lors des analyses, lors de l'élaboration de projets de paysage et du suivi des réalisations.

Au niveau des analyses, chacun a un « point de vue », un savoir, des envies. Le rassemblement de ces points de vue permet d'avoir une meilleure vision de la réalité d'un territoire et de la diversité des façons dont il est perçu. L'organisation de rencontres, ou encore mieux de visites sur le terrain, ouvertes à la population et regroupant élus, professionnels, représentants d'associations, experts permet d'améliorer la connaissance des lieux et d'en appréhender toute les richesses, d'en détecter les atouts et les faiblesses. L'expression de la diversité des savoirs, des sensibilités et bien sur des intérêts, envisagée de façon positive, constitue un outil pour enrichir l'analyse puis pour trouver des solutions adaptées à la complexité des enjeux détectés. Les rencontres et visites sur le terrain favorisent un partage des connaissances et contribuent à construire une culture commune du territoire. Le paysage apparaît alors comme un cadre de

18. « Chaque Partie s'engage : a. à reconnaître juridiquement le paysage en tant que composante essentielle du cadre de vie de la population, expression de la diversité de leur patrimoine commun culturel et naturel, et fondement de leur identité » (Article 5 de la Convention européenne du paysage).

19. « Chaque partie s'engage : c. à mettre en place des procédures de participation du public, des autorités locales et régionales, et des autres acteurs concernés par la conception et la réalisation des politiques du paysage » (Article 5 de la Convention européenne du paysage).

vie qui rassemble une communauté et cette prise de conscience incite à chercher des solutions qui satisfassent à la fois l'intérêt privé et l'intérêt public.

Du point de vue de la démocratie, se fixer des objectifs de qualité paysagère demande de régler les besoins économiques de la population dans son ensemble mais aussi de prendre en compte les besoins culturels en aménageant l'espace de façon à favoriser l'échange, la rencontre, la paix, la créativité, la responsabilité par rapport aux lieux. Le traitement des espaces publics mérite une attention toute particulière, il demande une concertation élargie, une connaissance partagée des spécificités de chaque lieu et l'appel à des concepteurs de talent capables d'exprimer concrètement et symboliquement toutes ces valeurs dans un espace particulier.

Le débat démocratique est une méthode de travail qui permet de limiter les risques économiques, environnementaux ou sociaux qui apparaissent notamment lorsque les choix d'aménagements du territoire, résultats d'intérêts particuliers ou de points de vue trop étroits, conduisent à des phénomènes de ségrégation, au rejet par la population ou à des catastrophes naturelles.

L'enjeu du développement durable²⁰

La référence au développement durable est bien sûr liée aux deux principes précédents, le respect de la diversité des identités locales et l'amélioration de la démocratie. La notion de développement durable provient d'un élargissement des points de vue écologiques, jusqu'alors plutôt attachés à la protection d'espèces et d'espaces rares ou menacés, vers une approche plus globale. Cette notion intègre les enjeux environnementaux au sein même des problématiques économiques et sociales. Elle s'intéresse aux conséquences de nos actes sur les capacités de développement de l'ensemble de la planète aujourd'hui et dans le futur. C'est donc l'ensemble des territoires, l'ensemble des actions et l'ensemble des acteurs qui sont concernés. On retrouve directement ces idées dans le texte de la Convention européenne du paysage qui concerne tous les territoires²¹, tous les acteurs et toutes les actions²².

Les objectifs de qualité paysagère doivent faire référence aux valeurs du développement durable. Les projets visant la protection la gestion ou l'aménagement des paysages

20. « Les Etats membres du Conseil de l'Europe, signataires de la présente Convention, ... soucieux de parvenir à un développement durable fondé sur un équilibre harmonieux entre les besoins sociaux, l'économie et l'environnement... » (Préambule de la Convention européenne du paysage).

21. « La présente convention s'applique à tout le territoire des Parties... » (Article 2 de la Convention européenne du paysage).

22. « Chaque Partie s'engage : d. à intégrer le paysage dans les politiques d'aménagement du territoire, d'urbanisme et dans les politiques culturelles, environnementales, agricole, sociale et économique, ainsi que dans les autres politiques pouvant avoir un effet direct ou indirect sur le paysage. » (Article 5 de la Convention européenne du paysage).

doivent ainsi, pour contribuer à satisfaire véritablement le bien-être économique, social et culturel des générations actuelles et à venir, se fixer comme objectifs de protéger, maintenir ou restaurer la qualité écologique du territoire c'est-à-dire, respecter la biodiversité, limiter les pollutions, économiser les ressources et énergies non renouvelables.

Les projets de paysage sont ainsi soumis aux enjeux du développement durable mais la question du rapport entre le paysage et le développement durable ne peut se limiter à ces objectifs. Les approches paysagères constituent des outils essentiels pour mettre en œuvre de véritables politiques de développement durable à l'échelle des territoires.

Le paysage un atout pour le développement durable

Une des caractéristiques essentielles qui explique le développement économique des pays les plus riches est la capacité qu'ils ont eu d'utiliser de façon massive des matières et énergies fossiles et bon marché (minerais, gaz, pétrole). Ce modèle de développement relativement récent s'est imposé grâce à l'augmentation de productivité qu'il a permis. Il influence la planète tout entière. Or aujourd'hui ce modèle est remis en cause au cœur même de ce qui a permis son succès : la rentabilité économique. Ces matières et énergies sont polluantes et non renouvelables. Leur coût va toujours aller en augmentant parce qu'elles sont de plus en plus rares et difficiles à extraire et parce qu'elles nécessitent toujours plus de frais pour résorber les pollutions induites qui concernent l'eau, les sols, l'air et le réchauffement climatique. Ce modèle conduit également à des inégalités sociales et à des conflits pour s'assurer la possession de ces ressources.

Cette voie conduit à une impasse et de nombreuses instances internationales indiquent qu'il est urgent d'envisager d'autres moyens pour assurer le développement de la planète. Une politique conséquente en faveur du développement durable doit donc rechercher les moyens de limiter l'appel aux énergies non renouvelables. La science pourra peut-être aider à découvrir de nouvelles façons de produire de l'énergie sans user la planète mais en attendant, tout doit être mis en œuvre pour mieux utiliser les ressources et énergies renouvelables. Certaines ne sont pas directement liées à un territoire (la photosynthèse par exemple) d'autres par contre le sont (énergie hydraulique ou éolienne, bioénergie...) et ce fait contribue à donner un sens profond au slogan « Penser global, agir local ». Si ces actions ne sont pas suffisantes, elles sont en tout cas absolument nécessaires.

L'enjeu énergétique renforce le parti pris paysagiste, défendu par la Convention européenne du paysage, de s'appuyer sur des approches paysagères fondées sur une connaissance géographique et historique fine des territoires. Elles vont pouvoir mieux armer chaque région pour les aider à résoudre l'enjeu mondial d'économie des matières et énergies polluantes.

Ainsi, le 19^e siècle en France a constitué une période de développement favorable à la société rurale du fait des réformes techniques et politiques mises en œuvre après la Révolution. Pour nourrir une population de plus en plus nombreuse, il a fallu exercer un véritable génie à la fois politique, technique et paysager : les textes de cette époque indiquent que « l'harmonie des paysages » devait refléter l'harmonie sociale inscrite dans le mot d'ordre révolutionnaire « la terre au paysan » et le bien-être du « pays de cocagne » proposé comme modèle. Dans chaque région, des paysans, des artisans, des agronomes, des ingénieurs ont imaginé des solutions techniques, extrêmement sophistiquées, pour limiter les risques naturels, produire en utilisant au mieux les ressources naturelles locales et limiter les dépenses en énergie. Chaque petite région a ainsi mis au point des types d'habitations, des réseaux routiers, des modes de production agricoles et forestiers particuliers.

Ces travaux ont contribué à la création de structures paysagères qui ont renforcé les spécificités naturelles propres à chaque région. Le caractère identitaire de chaque territoire est ainsi l'expression du génie et du travail de ses habitants : les différents *bocages* du grand ouest (Bretagne, Creuse, Mayenne...) ou du Morvan avec chacun leurs spécificités, les *prés vergers* de Normandie, les régions de *champs ouverts* de Lorraine, ou du Bassin Parisien, les *terrasses sèches* ou irriguées des Cévennes, de Corse, des Alpes du Sud ou des Pyrénées, les *marais* des Charentes ou des Dombes, les grandes *vallées fluviales* plus ou moins endiguées entre leur lit majeur et leur lit mineur, les *combes*, les *planèzes*, les *hautes chaumes*, les *alpages*, les *estives* des différentes montagnes. Dans chaque région, il a fallu chercher à utiliser au mieux les potentialités des sols et bien localiser les cultures, les prairies et les forêts, aménager le réseau hydraulique avec des techniques de drainage et d'irrigation, organiser le territoire et l'habitat pour profiter ou se protéger du vent, du soleil et des précipitations. Tout cela en utilisant très peu de ressources fossiles grâce à des modes d'organisation sociale et des modes d'organisation de l'espace adaptés et grâce à une économie et un usage mixte du territoire.

La population a ainsi cherché à valoriser les potentialités de chaque région, certaines productions agricoles prenant même le nom de leur région et contribuant encore plus à l'identifier (la race de bovins charolais dans la région du charolais, le fromage de Beaufort dans le Beaufortain, les vins de Bourgogne dans la région Bourgogne...). Les agriculteurs, les aménageurs, fiers de leur travail et les artistes imaginant l'avenir se sont mutuellement inspirés, ils ont ensemble contribué à façonner des références esthétiques auxquelles nous sommes encore attachés.

Le passé n'est en rien un gage de qualité, de nombreuses sociétés ont mené à des impasses. Pourtant, chaque pays a connu des époques privilégiées qui ont contribué, plus que d'autres, à façonner son identité et à imprimer durablement une notion de beau paysage.

Il faut bien sûr se garder d'une vision trop nostalgique de ces époques, les conditions de vie étaient dures et les rapports sociaux parfois brutaux. Il n'est pas possible d'imaginer un retour à cette époque, la société est devenue urbaine et le monde évolue mais s'intéresser à ces époques retrouve une actualité. Comment se sont fabriqués ces paysages régionaux sur lesquels les aménagements urbains du 20^e siècle se sont imposés de façon souvent brutale grâce à l'utilisation massive des ressources fossiles ? Comment ont-ils pu produire autant sans utiliser de pétrole, de gaz, mais seulement ce que leur offrait leur territoire. Les enseignements que nous pouvons retirer de l'observation attentive des marques que ces époques ont laissé visibles dans les territoires doivent inspirer les choix que nous allons être amenés à faire pour économiser l'espace, les ressources et les matières non renouvelables.

Conclusion

De nouveau il va falloir que chaque région trouve les moyens d'organiser son développement en utilisant au mieux ses propres richesses et organise le paysage en fonction. Une véritable politique de développement durable des territoires ne peut faire l'économie d'une connaissance fine de ses paysages. Elle est un préalable à tout projet concernant l'urbanisme, l'aménagement du territoire, l'agriculture, la forêt, les transports engagés dans des logiques de développement durable et soucieux de mieux régler les problèmes énergétiques. Les approches paysagères peuvent donner une cohérence locale à ces différentes politiques sectorielles. Elles peuvent contribuer à faire valoir ces choix à travers un débat sur des objectifs de qualité paysagère à la fois ancrés dans une histoire et également résolument modernes. Elles doivent nous aider à renouer de façon contemporaine avec une tradition européenne de l'art de l'aménagement du territoire et de la composition urbaine.

Référence bibliographique

« L'agriculture et la forêt dans le paysage » consultable sur le site du ministère de l'agriculture et de la pêche français : www.agriculture.gouv.fr/ressources/environnement/paysage et architecture

Some notes on landscape planning: towards the objectives of the European Landscape Convention

Carl STEINITZ

Professor at the Harvard Design School University²³

Thank you for inviting me, and for the courtesy of allowing me the time to give this talk. I am an experienced landscape planner, but not a diplomat. My intention is to make four important points related to the effective implementation of the European Landscape Convention from the perspective of landscape planning. I have organised many landscape planning studies over the past forty years, and have worked on studies in Europe, Asia and the Americas. These comments are drawn from that body of experience.

First, landscapes cannot be easily categorised.

Second, landscapes do not recognise political boundaries.

Third, we cannot plan every aspect of every landscape; we must establish priorities, focussing on strategic issues of change.

Fourth, we cannot prescribe a plan for all spatial locations within a landscape; we must recognise the distinction between *de facto* and *de jure* conservation, and focus on areas where conflict between highly valued existing landscapes and the forces of change are intense.

The landscape is the whole environment in which we live. Simple categories such as “natural” landscapes versus “urban” or “cultural” landscapes are often very difficult to distinguish in the real world. We would benefit from less emphasis on definition and classification, and more on flexible and inclusive approaches. Landscapes are not only “green”.

We are working under a paradox: landscapes do not recognise national boundaries, yet the implicit assumption of the European Landscape Convention is that the sum of national efforts will make a good plan. In my view, this is possible, but by no means certain. Note that all the major schemes for the countries at this meeting stop at national boundaries. If we attached two adjoining maps, they would likely not create a sensible combination. I know of people who are studying European landscapes without regard to national boundaries. Their analyses may differ, but they do make sense across political divisions.

23. This talk was a late addition to the conference program, and was not delivered from lecture notes, nor was it recorded. The following is an after-the-fact recollection of my remarks.

I offer an example from the United States. In 1973, G. Etzel Percy, an American geographer, combined physiographic, ecological and cultural maps, in order to redefine internal political boundaries based on homogeneity within each area, and diversity among the areas. The map he created and named 38 new region/states that bear little relationship to the existing 50 states. Homogeneity within states or regions, and diversity among them should be objectives of the European Landscape Convention.

We must focus on the major forces of change and develop strategies to manage landscape change. These forces are changing landscapes faster and more profoundly than our current ability to plan, and these changes certainly question our ability to “protect all landscapes”.

Some examples of the forces that result in major landscape change are: population movements from Northern Europe to the Mediterranean basin; global warming; European Union agricultural policy changes; water shortages in dry but growing regions; rural abandonment and migration into cities; European and non-European immigration, and the resultant increase in cultural diversity. These critical issues seem not to be receiving sufficient attention, and they will certainly alter our landscapes...

Our methods are not adequate. They are not complex enough to address these big issues which, as the eminent ecologist Eugene Odum said, often result from “the tyranny of small decisions”. Yet, our techniques are often too complex to be understood by ordinary people. I will now briefly present two examples of studies of landscape change, which although complex in their inputs, and detailed in their outputs, also produced a summary map of results that clearly and simply identified areas of urgent concern.

The Municipality of La Paz is the capital of the Mexican State of Baja California Sud and is home to approximately 200,000 people. Its population is likely to double in the next 20 years. The built up area of the City and its watershed would expand into presently undeveloped areas, and increase demand on the limited water supply. Representative landscapes of the La Paz region range from exceptionally beautiful mountains and shorelines to unattractive unregulated development. The Study Area does not follow a political boundary, but is defined as a rectangle that includes the recharge area of the aquifer that supplies water to the city. The study process utilised a system of inter-linked models. The models produced a group of maps of high environmental quality that were combined to produce a single map of aggregated indicators of environmental quality. Another group of models of attractiveness for industry, commerce and five types of residential development were combined to produce a single map of aggregated attractiveness for development. When these two maps are overlaid, the resulting map indicates areas and intensity of conflict. The coastal zone of Balandra is an exceptionally beautiful and ecologically valuable area that is also highly attractive for development. It was immediately identified as

under major threat, and subsequently was designated the first Municipal Public Park on the Sea of Cortez.

The study area of the Upper San Pedro River Basin in Mexico and the USA crosses the boundary between the U.S. and Mexico. It is a rectangle centered on the watershed of the Upper San Pedro River. The river's riparian zone, is the habitat of highest bird diversity in North America and the subject of an international treaty. Ecological and hydrological aspects of the study ignored the international boundary. However, planning and development aspects recognised the boundary in order to represent the differing legal and social conditions of the two nations. A major feature of the watershed is the expanding suburban and ex-urban sprawl of Sierra Vista, Arizona. Aggregated maps of conservation priority and development attractiveness were derived from a group of environmental and urban real estate change models. These two maps were overlaid to create a map indicating the extent and intensity of conflicting demands in the study area. One of the most critical of these areas is the valuable habitat in the foothills of Fort Huachuca, a military base that may be closed and which is also extremely desirable for development.

In both of these studies it became apparent that the areas of conflict were relatively small, but extremely important if the desired landscape qualities were to be maintained. In many places where large landscape areas are protected from development, the protected areas are not attractive to undesirable development. In these cases, *de facto* conservation and minimal action may be adequate. It is the major forces of change that must be managed, and to do so, we must identify those where current landscape conditions are highly valued and the pressure for change is high. It is here that we should focus our efforts towards *de jure* conservation.

As a final word, I think that we talk too much about "preservation". One cannot "preserve" living landscapes. Change is part of any landscape. We can selectively conserve aspects of landscapes as we try to manage change. We should replace talking about "preservation" with actions towards conservation and for some landscapes, design.

Thank you.

For a more complete description of these studies see

Pearcy, G. Etzel, *A Thirty-Eight State U.S.A.* Plycon Press 1973

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Workshop 3/ Atelier 3

**Landscape protection and management
for the society/
La protection et la gestion du paysage
pour la société**

**Chair/
Présidente**

Anna DI BENE

*Representative of Italy for the European Landscape Convention/
Représentante de l'Italie pour la Convention européenne du paysage*

Landscape protection and management for the society

Anna DI BENE

*Manager of the Division of Landscape of Ministry of Culture
Representative of Italy for the European Landscape Convention*

Madams and Sirs,

I manage the Division of Landscape of Ministry of Culture, and we have an active role in landscape protection and valuation. I have the honour of opening the workshop about the Landscape protection and management for the society.

I bring you the experience that our Minister reached and goes on developing in cooperation with Regions for the implementation of European Landscape Convention as concerns measures for Landscape planning. First of all, European Landscape Convention has been ratified in Italy. Following the ratification, has been modified the “*Codice dei beni culturali e del paesaggio*”, that strongly remarks the principles of the European Landscape Convention

Focusing on instruments which can be used in order to reach the objectives of landscape management and protection, conscious that protecting landscape means to preserve inhabitants’ identity and that community suffers an immediate loss of identity and memory whereas Landscape is not protected.

Landscape, in fact, is a fragile and complex good.

It is complex for his formation, because it is the result of millenary human work over an often difficult nature, product that during centuries has been fused in the same shape traces left on territory, history made of human vicissitudes and natural elements.

It is fragile because often his beauty was booty of the most rapacious and violent destructions made in the name of a wrong idea of progress which consists of using resources in transformations of territory drawing inspiration by same and repeated models in each Country.

We must identify many and varied measures which allow to managing this heritage with wisdom and farsightedness in order to allow present and future generations to join the landscape’s use’s and not exchange’s value, so that the infinity’s sensation that takes us when we look at a landscape whose values are yet integral, remains integral itself.

Landscape is therefore a treasure which, to be safeguarded and managed, needs careful public government’s territory actions, which must be based on an in depth

knowledge of territory landscape to develop also by involving community coherently with planning principles shared in Europe as also ruled by the directive on strategic environmental evaluation.

It is recognised to Landscape a transversal value, present in many levels of territory's public government called to identify and put into practice the rules of Landscape's working and management through numerous public administrations called to fix the lines and principles to follow as objectives of landscape values' safeguard and reintegration, having the objective to guarantee coherence and project quality of territorial transformation's interventions, through knowledge instruments of territorial and landscape context in order to make interventions compatible with values which have to be safeguarded and improved or restorative of values now compromised.

These objectives which, thanks to European Landscape Conventions have become common to every country member of European Community, will be achieved by each country in harmony with its own traditions and public administrations and will originally develop but with common characteristic of civil commitment in defence of Europe Landscape.

I wish everyone a good work and principally thank to Slovenia which for the first time gives hospitality to workshop for European Landscape Convention.

Landscape protection and management in Slovenia through nature conservation instruments

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Abstract

There is an increasing public awareness of environmental issues, including conservation of nature and cultural heritage, recognition of landscape identity and attractiveness, as well as ensuring quality of life. The increased interest in landscapes, nature and environment is a result of degradation and loss of natural and cultural components of our landscapes.

Nature conservation, cultural heritage and characteristic landscapes are surely Slovenia's comparative advantages, while nature conservation is an essential tool for safeguarding the resource. Special conservation and protected areas of conserved nature are common bases for conservation of nature and cultural landscapes.

Due to a variety of interests of contemporary societies, a risky but inevitable activity in decision making about transformation of landscapes. Diverse of interests demand integrated planning and management of special conservation and protected areas have to achieve sustainable development based on a balanced and harmonious relationship between social needs, economic activity and the environment.

Conservation and protected areas are instrumental in landscape protection and management, which must provided their development on an interdisciplinary approach and equally considers the human needs and the natural and cultural values of an area.

The significance of landscape, conserved nature, and cultural heritage for the quality of life

Landscape, nature conservation and cultural heritage are a part of people's everyday environment, they are expression of a high-quality, they are an identity mark of a specific region and improve the quality of life. Nature conservation, landscape and cultural heritage make the identity of a region and people inhabiting it. They are values in themselves and they are also a significant resource for specific economic sectors such as tourism.

The landscape is a complex intertwinement of a physical phenomenon and of the human understanding of the landscapes, as well as of a variety of interests of development possibilities or protection needs. Natural and cultural elements are

its essential components and they make a high-quality landscape, which affect on landscape identity, on attractiveness, on the quality of living environment and on development of ecologically oriented activities in such areas. Natural qualities are particularly characteristic of the conservation and protected areas, which important characteristic is biodiversity and natural values.

Notions such as biodiversity, sustainable development and landscape variety are becoming essential principles for contemporary services, and guidelines in decision making on the use of and interference with physical space. Today, numerous policies contain a reference to both landscape protection and nature preservation.

The grounds for protection activity is a need to preserve what is familiar, and a fear of the new; it is a way of overcoming uncertainty, and a civilised relationship to the results of the past work of man and nature. Landscape, nature and cultural heritage conservation is a moral and ethical responsibility of each individual and of the contemporary society.

Landscape protection and management is the rearrangement, renewal or conservation of the spatial proportions in landscape to conservation and reinstatement landscape identity. By preserving landscape identity, we provide for an enhanced attractiveness, a high quality of living, and specific development opportunities. Landscape protection and management must involve both nature, landscape and cultural heritage issues, and issues of maintenance and management of forests, development of agriculture and other rural space activities, such as tourism and recreation. It must be based on an analysis of the problems and potentials of the region, and take into account local and regional identity, variety and, most importantly, the development and conservation perspective for the specific region. The conservation of biodiversity and protection of natural values shall also be ensured through establish the conservation and protected areas and through spatial development, which respects these qualities and integrates them in a suitable manner. Suitable activities and join conservation shall be promoted in areas where the objective is to permanently conserve the landscape identity, cultural variety and biodiversity, natural values.

Concern for landscape protection and management must be an expression of the social will, and a result of a general consent of the professional and general publics. As the attainment of the desired objective requires significant professional, organisational, administrative and financial efforts, it is also essential to create the political will to ensure all the necessary means.

Legal grounds for landscape development and protection in the field of nature conservation

In Slovenia, there are many legally valid acts dealing with landscape protection and management. They are mainly acts constituting a part of Slovene legal and legislative system, as well as ratified international acts.

The Constitution of the Republic of Slovenia provides that it is each person's responsibility to "protect natural sites of special interest and rarities, as well as cultural monuments" in accordance with the law. Concern for the preservation of "natural and cultural heritage" is imposed to the State and local communities by the Constitution. It is implemented through the activity of services for nature preservation, cultural heritage protection and spatial planning on the one side, and the inclusion of such contents in the activity of other sectors on the other.

On the basis of European legislation and international conventions and directives, particularly the Convention on biological diversity, which defines protected areas as the basic element in the preservation of biodiversity and landscape variety, and the key mechanism in prevention of decrease of biodiversity and landscape variety, taking into account the Slovene law, the Nature Conservation Act (Official Gazette of the RS, n° 96/04) was adopted; it includes provisions on preservation of landscape variety and the Resolution on National Environmental Action Plan (Official Gazette of the RS, no. 2/06).

The Nature Conservation Act defines, in Article 35, the terms landscape²⁴ and landscape variety²⁵ and specifies that:

- through nature conservation, landscape variety and those landscape characteristics which are significant for the preservation of biodiversity²⁶ are preserved, developed and re-established;
- all developments are planned and implemented in such a manner as to give priority to conservation of landscape characteristics referred to in the preceding paragraph and landscape variety.

The Resolution attributes an important role to protected areas in the carrying out of activities in the field of biodiversity and landscape variety preservation, and provides for additional protection of those areas significant for the preservation of biodiversity and landscape variety, in which it is necessary to implement numerous and varied measures and direct actions and specific activities.

Landscape in special conservation and protected nature areas

The increase of leisure time, a higher living standard, increased mobility, as well as an ever more abusively urbanised environment entail an increased awareness of the significance of a healthy environment and ever-growing needs and requirements for

24. A Landscape is a spatially defined part of nature, having, due to the features of organic and inorganic nature and human activity, a specific disposition of landscape structures.

25. Landscape variety is the spatial structure of natural and man-made landscape elements.

26. The Government defines landscape features and landscape variety significant for the preservation of biodiversity, and sets guidelines for preservation of biodiversity in the landscape, which must be followed in spatial planning and use of natural resources

a conserved nature and an attractive landscape. Extensive naturally protected areas and an identifiable landscape constitute a development opportunity for Slovenia, enabling it to fulfil modern man's needs for peace, relaxation, landscape experience, familiarisation with plant and animal species, etc.

Slovenia is one of the countries with the highest degree of biodiversity in the European Union, and a third of its territory is currently protected under various environmental categories. There are 286 special conservation areas (Natura 2000) in Slovenia, covering 35,5% of the state territory. Protected areas²⁷ currently cover 25% of the Natura 2000 network, and 11.5% of the entire territory of Slovenia. The Resolution on National Environmental Action Plan provides for the size of protected areas to increase to 20% of the entire territory of Slovenia by 2014.

The change in global principles of nature conservation, which took place largely in the preceding decade, conferred a new role on the parks. At international level, this new role was definitely confirmed through the "Parks for life" project, supported by the International Union for the Conservation of Nature (IUCN) in 1994. The concept of protected areas in Slovenia entirely corresponds to this conception. The main and principal idea in the establishment of parks is "protection and development", meaning man and environment-friendly development for today and tomorrow, concurrent with natural and cultural heritage conservation.

In the notion of parks in Slovenia there is a prevailing stereotype that they are a powerful impediment to development, as practically no events are supposed to take place in them, due to protection in a specific area. This does obviously not hold true. Protected areas are a fundamental resource for specific economic sectors (such as tourism), making them an essential integral part of sustainable economic development. Protected areas are also a recognisable trademark, enabling an upgrading of regional and local programmes, as well as a vehicle of cross-border connections and a starting point for an interconnection of different European regions.

Special conservation and protected areas as a conservation and landscape management instrument

In special conservation and protected areas we generally encounter numerous, often opposing, interests. In carrying out public interest or overcoming cross-sector issues, the fundamental goals of the special conservation and protected area, the logic of

27. In designating the protected areas, the following criteria were applied : level of natural preservation and quality of the area (rarity, exceptionality, typicality, complexity, variety of natural phenomena) ; ecosystem significance (ecologically significant areas) ; landscape types (characteristic, rare, preserved) ; endangerment and vulnerability of ecosystems or landscape types ; equilibrium (representedness) of ecosystem and landscape specimens in all the regions of the Slovenian territory.

mutual accommodation and a search for common accord must prevail. Although, the main purpose of special conservation and protected areas is nature conservation, oftentimes preservation of habitats, species and landscape is not possible without man and use of physical space. Thus preserved and protected areas provide, in conjunction with a desirable use of physical space, new sources of income, ensure a different offer and bring better prospects for life inside them.

We can represent management planning, in a simplified manner, as projecting, anticipating and setting appropriate measures for the carrying out (management, directing, decision making, job coordination) of the set goal, defining directions for development of physical space or preservation of a specific state in physical space.

Management is introduced into our planning practices by numerous laws from the field of nature conservation, environment protection and natural resource (waters, forests). Management act are management plans which defining development directions, the manner of implementation of conservation, use and management of the protected area, as well as more precise orientations in the conservation of valuable natural features in the protected area, account taken of development needs of the local population.

The basic mission of management is comprehension of the circumstances in the future, allowing the manager to make decisions, based on clearly defined goals, on modifications leading from the present state to a future, predicted or desired state.

A management plan is a system of interconnected actions and activities of numerous individual entities, sectors and services. Their mutual coordination requires a carefully tailored, tested and implemented procedure of coordination, decision-making, programming, spatial planning and monitoring at different levels of environment protection.

When talking about landscape conservation, we must be aware of the fact that it will mainly depend on the amount of money which will be invested in management, and on the professional services, economic entities and population, which will implement the management plan in a specific area.

The protected area is established by a protection act, defining, among other things, the elaboration of a management plan. Both documents are important for park policy planning, and, consequently, for landscape conservation, as they constitute a starting point for the designing of sector development policies²⁸ concerning a specific protected area.

In each protected area, in the light of landscape development, conservation and management, it is necessary to:

- take into account the found use, function and appearance of the landscape;

28. Agriculture and regional development, tourism, forestry, water sector, transport, etc.

- take into account structural arrangement of the physical space, type of connection with building and settlement heritage and historical development of the area;
- preserve landscape specimens characteristic of specific landscape regions;
- preserve valuable natural and cultural features with prominent and identifiable characteristics, constituting cultural and symbolic significance and experience value of the landscape;
- establish landscapes potentially significant for the enhancement of economic and social advantages (define landscape characteristics of distinctive features constituting the identifiability of a specific area and making for a quality landscape);
- define appropriately adapted sectoral programmes, based on comparative advantages of the landscape in specific areas;
- preserve the landscape as a development possibility for local population – considerable socio-economic responsibility to the population;
- define a marketing approach – identify the essence of the protected area(s), choose a slogan, envisage an appropriate and identifiable image for specific areas, define existing products – good practice examples.

Thus, in order for management plans to be viable, they must:

- become the starting point for projecting a common development policy of the park management, local communities and the State;
- be based on the existing sectoral policies, programmes and spatial acts on the one side, and constitute a direct grounds for their updating, and for the preparation of new ones, on the other side;
- become a source of funds of the state budget, especially in the light of protection implementation, park institution operation, allowances and incentives, as well as compensations for restrictions and prohibitions, land purchases, municipal infrastructure investment subsidising and international project co-financing;
- have their own sources of funds, deriving, for instance, from the marketing of the park infrastructure – revenues from sales of goods and services, tax on use, concessions, dedicated funds, souvenir sales, eco-tourism;
- become a target area for various financial incentives under the head of regional development, support to local communities, assistance to small and medium enterprises, training of local population for self-employment, priority or co-financing in application procedures for various tenders (environmental protection, agricultural environmental programmes, tourist programmes, cultural heritage programmes), priority in obtaining various state subsidies, endowments, international grants (credits, grants, donations), etc.

A common path to landscape protection and management – development challenges

Special conservation and protected areas must become vehicles of a common vision of sustainable development, converging point of sectoral policies and joint project planning, an accessory to comprehensive and balanced preservation and development, and a guarantee of synergic effect of the invested funds; above all, they are a vehicle of balanced mechanisms of support to the population. Protected nature conservation areas constitute an additional opportunity, as they have a management (*personnel potential*) and a management plan (*programme act*), setting concrete protection and development guidelines and designing priority development projects from the point of view of tourism, infrastructure and agriculture development, as well as provide answers to the questions on *how much, where, how, when* and *what kind*.

Until now, the approach used in the legislation in force was that of designating protected areas, in which activity development was more or less limited (such as national, regional and landscape parks) or even prohibited (natural reserves). Such an approach is undoubtedly simple, but because of necessary coordination between different sectors and direction of their development, it requires:

- a somewhat modified incorporation in the comprehensive development planning and defining of internal zoning within the borders of preserved and protected areas in the light of protection and development of the area,
- management plans constituting a synthesis of programme and spatial acts, allowing, as such, for a precise designation of the scope of protection arrangements for specific areas, as well as of physical locations of the planned spatial development activities.

The profession will have to define areas with different spatial planning policies, such as:

- areas of strict protection,
- areas of restoration and reconstruction,
- areas of possible coordination.

Internal zoning on the basis of previous analyses and assessments to direct spatial development in an argued manner, so as to preserve fundamental natural, cultural and landscape features which define a specific landscape as heritage, or constitute its identifiability.

In planning development and protection, this will require well considered approaches, transparent methods and techniques, and timely involvement of public. The public expects alternative proposals, enabling coordination of interests, pursuance of development, and a thoughtful relationship with the environment.

Granted, market requirements, liberal relations in society and inefficiency of the legal system increase the need for more decisive action and a broader scope of special conservation and protected areas, however, the latter must not be excluded from the developments in the field and the search for planning solutions for development challenges.

For more information, visit
<http://www.sigov.si/mop/en/index.htm>

Sites culturels protégés et paysage

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Paysage : Convention européenne de Florence (2000) et Convention Unesco de Paris (1972)

A travers le paysage, les populations d'Europe expriment aujourd'hui leur aspiration à une meilleure qualité de *tous* les lieux de vie ainsi que leur demande de protection de leur identité culturelle, par la défense ou la reconquête des particularités de chaque lieu. La Convention européenne du paysage traduit bien ce climat culturel et politique, tel qu'il s'est construit ces dix dernières années, comme le montre la définition du paysage énoncé à l'article 1 et du champ d'application repris à l'article 2. L'acception du terme va bien au-delà des types de paysages (que l'on appelle culturels, historiques ou naturels ou encore exceptionnels) et englobe la totalité des paysages européens, qu'ils soient urbains ou périurbains, agricoles, naturels, extraordinaires ou ordinaires, etc. Dans cette optique, les politiques pour la protection des paysages de qualité déjà reconnus devront être assorties de politiques pour la production de nouveaux paysages de qualité, grâce aux innovations visant à une transformation profonde des sites et grâce à la requalification des sites dégradés (mines, sites industriels abandonnés, périphéries urbaines et zones tampon, etc.), autrement dit : des politiques pour les sites « hérités du passé » et pour les sites « futurs ».

La Convention pour la protection du patrimoine culturel et naturel mondial (Paris, Unesco 1972) est la plus haute expression de la conception de politiques pour la protection de la qualité des lieux dont l'application repose presque entièrement sur des instruments défensifs : une défense sélective de *quelques rares* parties du territoire auxquelles on reconnaît un caractère *exceptionnel* par rapport au reste du territoire que l'on abandonne, implicitement, à un contrôle de la qualité moins élevé (des « monuments » entendus comme des œuvres individuelles d'architecture, des ensembles comme des groupes de constructions architecturales, des sites paysagers comme des œuvres de l'homme et de la nature). La Convention, dont les racines remontent au 19^e siècle, se place dans la tradition culturelle et législative de la protection des monuments (Chartes pour la restauration ou Lois nationales de protection de nombreux pays parmi lesquels l'Italie, la France et d'autres, datant du début du siècle) mais aussi dans la tradition de la protection de la nature qui était menée, récemment encore, à travers des instruments pour la défense de certains sites d'une valeur exceptionnelle (parcs et réserves naturelles, selon les différentes catégories prévues par les conventions internationales et les particularités nationales et régionales). La Convention Unesco a été conçue et adoptée alors que des conceptions plus amples du patrimoine culturel

voyaient le jour, et que l'attention se tournait vers de nouvelles catégories (centres historiques, architecture rurale, archéologie industrielles, jardins historiques, routes historiques, terrassements, paysages complexes) et surtout vers les biens mineurs et diffus entendus comme les compléments indispensables à la compréhension des biens « exceptionnels » avec lesquels ils forment des « systèmes unitaires » qui caractérisent le territoire, quoique les modes de conservation et de relation/superposition/liaison entre les systèmes diffèrent.

Deux conceptions cohabitent aujourd'hui en Europe : celle des sites et des paysages protégés et celle du paysage comme question globale. Chacune dispose, d'une part, de ses propres instruments de gouvernance, tels qu'ils sont définis dans les législations nationales et régionales pour la protection du patrimoine historique et paysager de nombreux pays européens et, d'autre part, des instruments de l'Unesco pour la reconnaissance des sites. On assiste à une réflexion et une expérimentation qui vise à comprendre les potentialités et les implications méthodologiques et opérationnelles qui découleraient de la mise en relation et de la complémentarité de ces deux conceptions, dont l'intérêt pour toute la politique du paysage est grand.

D'ailleurs, dans le cadre de la conservation et du développement du patrimoine naturel, on assiste à l'affirmation croissante, dans la théorie comme dans la pratique, d'une conception systémique des politiques environnementales qui regroupe les « îlots » protégés, les réseaux écologiques mais aussi de nombreuses politiques sectorielles qui visent à impliquer l'ensemble du territoire (SDEC 1999, Directive Habitat Natura 2000 ; Conventions de Berne, de Rio, de Ramsar ; Résolutions de l'Union européenne pour l'eau, le sol, etc.).

Sites et paysages Unesco : des laboratoires

La longue activité de protection du paysage que l'Unesco a menée représente une référence incontournable, malgré les limites inévitables de son rôle historique et politique, par le biais de l'instrument de l'attribution du titre de « Patrimoine de l'humanité », et ses implications pratiques. Les sites Unesco apparaissent comme autant de laboratoires dont les résultats peuvent être utilisés, avec quelques adaptations nécessaires, dans différents cas sur l'ensemble du territoire (sans oublier pour autant leur caractère exceptionnel et privilégié par rapport au reste du territoire et l'accentuation des caractéristiques et des problèmes qui leur sont propres en tant que « grands musées à l'air libre »).

Les demandes qui arrivent à l'Unesco de toutes parts pour l'attribution du titre de « Patrimoine de l'humanité » à de nouveaux sites paysagers posent des problèmes nouveaux et ont déjà rendu nécessaire la définition de nouvelles catégories (paysages associatifs, paysages linéaires, etc.) et une meilleure compréhension d'autres catégories existantes (par exemple paysages agraires).

Une réflexion est en cours, notamment au sein de l'Icomos-Ifla (Comité international des jardins historiques aujourd'hui rebaptisé des « Jardins historiques et du paysage culturel »), sur les instruments historiques et méthodologiques d'évaluation/qualification des lieux paysagers, et surtout sur certains concepts utilisés jusqu'à aujourd'hui, comme celui d'« intégrité ».

La distinction Unesco et Icomos entre paysages *culturels* et paysages *naturels* pose des problèmes de classification et d'inscription à l'une ou l'autre catégorie à tel point que certains documents reconnaissent désormais le mélange et la présence des deux aspects, naturel et culturel/anthropique, dans chaque site. La Convention européenne du paysage souligne que la nature et la culture sont des aspects que l'on retrouve ensemble dans chaque territoire et elle ne fait aucune distinction entre ce qui est jugé naturel et ce qui est jugé artificiel : elle n'utilise jamais la locution « paysage culturel » ou « paysage naturel » mais uniquement le terme « paysage ».

En outre, les implications sur la connaissance et sur les instruments de gestion que le titre de « Patrimoine de l'humanité » comporte peuvent devenir aujourd'hui des occasions et des stimulants pour élaborer des théories, des méthodologies et des expérimentations qui pourraient être utiles à de nombreux pays et à de nombreux sites ; et notamment l'importance accordée aux thèmes de la bonne gestion (cf. l'invitation à élaborer des instruments propres de planification, programmation et gestion du temps : le Plan de gestion) de la part de l'Unesco – condition de base à l'inscription des sites et à leur permanence dans la Liste – peut s'avérer utile pour de nombreux pays où la culture et la politique de protection est principalement défensive.

L'expérience des sites Unesco fait également apparaître les multiples problèmes d'une protection uniquement par « îlots » exceptionnels, à savoir : l'isolement du site de son contexte historique et fonctionnel ; les transformations contradictoires ou contrastées des territoires limitrophes, gouvernés selon des logiques différentes non unifiées ; la concentration de la mise en valeur (culturelles, touristique, économique) sur les sites protégés sans aucun lien avec le contexte historique et paysager ; le manque de développement de tous les potentiels des lieux.

Le Plan de gestion

Le Plan de gestion, demandé par l'Unesco pour la gestion des sites reconnus « Patrimoine de l'humanité », représente aujourd'hui une voie nouvelle et privilégiée pour la protection et la mise en valeur du patrimoine culturel et du paysage : il s'agit d'un instrument basé sur l'identification des caractères spécifiques et des valeurs culturelles d'un site qui, comme tout le monde le sait, vise à en garantir la protection, à définir et indiquer les méthodes, les instruments légaux, administratifs, financiers et techniques, à prévoir les stratégies adéquates et les actions spécifiques de réalisation et de suivi, en s'adressant aux différents sujets impliqués (publics et privés). L'Unesco s'est limité à en définir les caractères généraux et les Etats – l'Italie la première –

s'emploient à rédiger leurs propres *modèles*²⁹, qui permettront d'ailleurs de définir un modèle général de référence.

On a progressivement reconnu l'utilité des plans de gestion, non seulement par rapport aux problèmes strictement liés à la conservation des sites (patrimoine architectural, archéologique, implantations urbaines, paysages, etc.) mais aussi comme instrument de développement durable – d'un point de vue culturel, social et économique – du territoire auquel le patrimoine appartient et dont il fait partie intégrante, car on a pris conscience de la fonction du contexte dans la protection et la conservation du patrimoine ainsi que dans la mise en valeur culturelle et économique des territoires dans lesquels il s'insère. De même, on ne doute plus du bien-fondé de l'utilisation, dans les *paysages culturels*³⁰, d'instruments adéquats face à la complexité des objets à protéger, des sujets impliqués et des aspects à mettre en œuvre et à développer³¹.

Dans le cadre du processus d'aménagement du paysage, plusieurs autres pays prévoient souvent l'une ou l'autre forme de plan de gestion, quoique leur dénomination et leurs caractères diffèrent des modèles proposés par l'Unesco. Ils ont pour objectif de définir les modalités de la mise en œuvre des choix généraux : ces plans de gestion sont parfois l'instrument qui permet la divulgation des informations relatives à l'obtention de financements, de subventions, de conseils techniques, cognitifs, opérationnels, etc. ; parfois, ils définissent eux-mêmes leurs propres instruments pour l'organisation, la gestion et les aspects économiques, financiers, techniques, didactiques, ou encore la formation, l'information, l'administration, etc. ; parfois encore ils établissent, toujours à des fins paysagères, un lien entre les différentes politiques sectorielles qui interviennent déjà sur le territoire, comme celles pour l'écologie, la conservation de la nature, la protection de l'environnement, la forestation, l'exploitation des ressources hydrogéologiques, l'agriculture, les travaux publics, la culture, le tourisme, la construction, etc. Enfin, les instruments auxquels les plans de gestion ont recours varient selon que le territoire concerné est gouverné de manière unitaire par un seul organe de gestion ou qu'il est confié à plusieurs opérateurs autonomes. En général, ils prévoient toujours un plan des interventions à mener sur le contexte physique, comme les chantiers extraordinaires ou les travaux d'entretien, dont ils définissent les moindres détails.

29. Voir le *Modello del Piano di Gestione dei Beni Culturali iscritti alla Lista del Patrimonio dell'Umanità. Linee Guida*, s.d. Ministero per i Beni e le Attività Culturali. Commissione Nazionale Siti UNESCO e Sistemi Turistici, présenté lors de la 2^e journée nationale des Sites UNESCO à Paestum, 25-26 mai 2004.

30. Pour les paysages culturels, voir *World Heritage Cultural Landscapes, 1992-2002*, s.d. P. J. Fowler, World Heritage papers 8, Paris 2003.

31. Voir à ce sujet *Cultural Landscapes : the Challenges of Conservation*, World Heritage, 2002, Shared Legacy, Common Responsibility Associated Workshops 11-12 novembre 2002, Ferrare, Italie, World Heritage papers 7, Paris 2003, pp. 9-50.

L'expérimentation de Cerveteri

Le modèle de Plan de gestion qui est en cours d'expérimentation pour la lecture et la définition de la gestion paysagère du site italien de Cerveteri concerne une zone archéologique importante et vaste (site Unesco) qui se situe dans un contexte paysager contradictoire, fortement empreint de caractères exceptionnels (liés, en partie seulement, à la présence archéologique étrusque) et des récentes superpositions et transformations qu'il a subies.

L'analyse paysagère porte sur une vaste portion de territoire et se réfère, non seulement aux élaborations théoriques qui la concernent et aux directives méthodologiques, mais aussi aux instruments opérationnels et aux expériences qui ont été utilisés et testés, notamment ces dernières années, dans l'aménagement du paysage dans de nombreux pays européens, en application de la Convention européenne du paysage.

Le Plan propose et utilise le *Modèle italien du Plan de gestion des sites Unesco intégré aux problématiques paysagères*, dans le but de :

- insérer les thèmes du *contexte paysager* dans la gestion des cas individuels des sites protégés ;
- construire une référence qui puisse être utilisée aussi bien pour les « *paysages culturels* » de la Liste Unesco que, de manière plus générale, pour *tous les paysages*.

En particulier, le Plan de gestion prévoit le développement de thèmes opérationnels, dont l'interaction permet l'échange, en ce qui concerne :

- *la connaissance* (caractérisation et qualification) ;
- *la définition d'objectifs de la qualité paysagère* ;
- *la conservation et la requalification* ;
- *la mise en valeur des caractères et des potentiels identifiés* (promotion culturelle et sociale, exploitation du patrimoine culturel, mise en valeur économique) ;
- *la participation* des populations et l'engagement des organismes (table de concertation) ;
- *la définition et la programmation d'actions*.

Différents types d'actions correspondent aux objectifs thématiques :

- interventions physiques, définies en fonction des délais de réalisation (extraordinaires, entretien ordinaire), de l'urgence (très urgentes/urgentes/pas urgentes) et des risques/fragilité/opportunités ;
- acteurs (publics, privés, associations, etc.) ;

- instruments de mise en œuvre et ressources (projets et interventions ; instruments de planification généraux ou sectoriels ; aides économiques propres ou provenant d'autres secteurs ; activités indirectes) ;
- suivi (entendu à la fois comme le contrôle et l'adaptation progressive de la réalisation du programme et comme le processus de promotion et de coordination entre les acteurs pour la réalisation du programme d'action).

Le projet s'inscrit dans une période cruciale pour le futur de Cerveteri : redéfinition du Plan paysager régional, avec de nouveaux instruments pour la protection des paysages (« parcs culturels régionaux ») ; phase initiale de l'élaboration du nouveau Plan d'aménagement urbain, qui prévoit des aspects paysagers de la part de l'Administration de la municipalité. Une table de concertation, déjà active, regroupe les différents niveaux (et les différents secteurs) compétents en matière de gestion du territoire : la Municipalité, la Région, le Ministère italien de la Culture, responsable du site archéologique et propriétaire des sols, mais aussi les Municipalités voisines.

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Cultural heritage and landscape conservation

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Abstract

The cultural landscape is the expression of human activity in the physical environment over the course of thousands of years, the visible record of human work and efforts, and the most recognisable symbol of every civilisation. As well as archaeological heritage, historical heritage, artistic heritage, historic settlement heritage, ethnological heritage and technical heritage, the Cultural Heritage Protection Act of Slovenia recognises: (1) designed landscape, which includes structures and areas of historic garden and park design, and (2) cultural landscape, which includes special (topographically) delimited parts of the landscape which have been created through the interaction of human and natural factors and which illustrate the development of human society in time and space.

Preservation of cultural heritage landscapes cannot be based on the protection of the existing state or even on a return to past forms, since this would tear the cultural landscape from present-day life and its own dynamics of development and create a museum piece. Cultural heritage landscapes can only be preserved through the coordination of development and protection programmes or plans in an area, in such a way that those essential landscape features which define them as heritage are preserved.

The paper introduces the concept of the cultural heritage landscape, a method of recording and evaluation, typological classification and guidelines and mechanisms for the preservation of cultural heritage landscapes. Globalisation and never-ending development needs mean that even greater pressure on the physical environment is to be expected. Knowledge of the valuable elements of our landscapes, strengthening awareness of their importance for the preservation of our own identity and corresponding measures in all spheres from strategic development through spatial planning to executive management is the only way in which we will be able to preserve them for generations to come.

The concept of the cultural heritage landscape

The Council of Europe stresses that it is necessary throughout Europe to recognise the cultural landscape as an important source of our European culture and to consider it one of the pillars of our European integrity. The cultural landscape is the expression of human activity in the physical environment over the course of thousands of years,

the visible record of rural heritage, a record of the work and efforts of the majority of the inhabitants of the Europe of old, and the most recognisable symbol of European civilisation. This emphasis on the cultural landscape as heritage means a requirement to directly preserve it (Donadieu, 1993; Dower, 1999).

In Slovenia, *cultural heritage landscapes* are defined and protected by the Cultural Heritage Protection Act (OJ RS No 7/99). The Act defines cultural heritage as areas and complexes [...] and surviving materialised works as the result of human creativity, social development and events, whose protection, owing to their historic, cultural and civilisational importance, is in the public interest. Heritage protection involves preserving the material and intrinsic properties of structures and areas, ensuring their completeness and integrity, and emphasising and guaranteeing the importance they have as an essential component of contemporary life. The Act underlines that the preservation and protection of heritage is a matter that concerns each and every one of us and that heritage must be preserved and protected in all circumstances.

Like ICOMOS, the Cultural Heritage Protection Act recognises the following among types of heritage:

a. *designed landscapes* as structures and areas including natural and built elements arranged according to landscape architecture principles. Landscape gardening deliberately chooses species from the possible plant material and through deliberate tending directs their development towards a planned appearance, usually full of symbolic messages, that offer security, comfort, an imaginary world or a status symbol. In the case of landscaping heritage we protect in particular:

- the formal concept,
- positioning in the wider physical and historical context,
- characteristic surroundings and views.

b. the *cultural (heritage) landscapes* as special (topographically) delimited parts of the landscape which have been created through the interaction of human and natural factors and which illustrate the development of human society in time and space. They have obtained socially and culturally recognised values because of the material remains which reflect past use of the sites, activities, skills and tradition, because of depiction in literary and artistic works or because of acquired and attested connections with important historical events such as battles and other military operations. We can also talk about a cultural heritage landscape in cases of landscapes with prominent architecture such as castles, mansions, churches or entire settlements, where the cultural landscape has above all a role in emphasising the spatial importance of the architectural heritage, represents its surroundings, and is often historically and functionally connected with it.

Recording and evaluation of cultural heritage landscapes

Recognition of the cultural values of a cultural landscape (historical values; values reflected by land division; visible, symbolic and testimonial values; experience-related values) derives from its spatial position, size, self-containedness and visual and semantic distinguishability with regard to other space. The subjectivity of merely visible recognition of cultural heritage landscapes has to be limited through study of its creation and of its functional and historical connection with the settlement or individual piece of architectural heritage. Important here is knowledge of the non-material elements which dictated the specific development of the cultural landscape such as techniques of agricultural production, connection with development trends, spiritual culture, etc. Preservation of cultural heritage landscapes is inextricably linked to the preservation of other cultural, material and spiritual heritage.

In recording and evaluating the areas that we classify as cultural heritage landscapes, we take into account both criteria that can be defined in purely cognitive terms (rationally) and criteria with an experience-based (irrational) note. This involves recording and evaluating spatial structures on the basis of knowledge of objectively definable data about the landscape structure, and also on the basis of observation and understanding/experiencing the space. It is therefore possible to arrive at the following basic criteria:

- expression of traditional forms of living and working/cultivation, adapted to the natural structure;
- state of preservation of visually prominent settlement models or architectural elements with a high degree of correspondence with the landscape model of the surrounding area;
- capacity to bear symbolic, testimonial or associative values;
- presence of high experience values;
- uniqueness in the regional, national or wider context;
- expression of consistent structure, clear demarcations in space;
- capacity to bear local or national identity.

a. Expression of a traditional form of living and working/cultivation

The numerically largest group of cultural heritage landscapes are defined on the basis of this criterion. In them are reflected forms of life, tradition, customs, level of development and the human attitude to space in the past and in the present day, which are to a large extent dependent on natural conditions and on man's capacity to survive in the given conditions, to feed himself and ensure his existence and development. This criterion reveals landscape structures which reflect forms of food production and cultivation of the land, and also religious customs (rituals) of past periods or of the inhabitants of a given area.

b. State of preservation of visually prominent settlement models or architectural elements

The landscapes defined by this criterion are, together with the settlement models that express the settlement culture of individual areas and a specific period, the bearers of special values because of the visual prominence of these values from several frequently visited points or communications. These are areas where, for example, a settlement with a preserved morphological structure and traditional ties to arable land adjacent to a corresponding and valuable spatial structure is still prominent and thus more present in the consciousness of people (inhabitants and visitors).

c. Capacity to bear symbolic, testimonial or associative values

In landscapes defined by this criterion, a special role is played by associations relating to the culture or history of the nation. They are connected to actual events (battles, the political, cultural, economic influence of castles) or to their interpretation in literature (the Gorjanci hills – J. Trdina: *Bajke in povesti o Gorjancih*, Lake Bohinj – Dr France Prešeren: *Krst pri Savici*) or are bearers of other symbolic meanings. This criterion shows perhaps most clearly the subjectivity of value judgements and their dependence on social conditions and the value systems of a specific environment. In Eastern cultures this criterion plays a larger role than it does in our culture, since the value of a landscape type rests to a greater extent on the spiritual/religious importance that individual communities ascribe to specific natural elements or spatial wholes.

d. Presence of high experience values

S. Crowe and M. Mitchell (The Pattern of Landscape, 1988) say that “we have been seeking a definition of the beautiful for a long and we have still not found a final answer. It is particularly difficult to set solid criteria for the beauty of a landscape, since observers respond to it in an infinite variety of ways, and not merely on the basis of visual perception. The human response to the beauty of a landscape is deeply emotional and connected to all the senses: smell, hearing and touch, all of these have their own role in the perception of culture. It is far easier to evaluate the purely visual aspects of landscapes, since we can judge them on the basis of already established criteria of composition and colour...” High experience values are possessed by areas with a very composed landscape structure in which its elements appear in harmonious mutual relations. In doing so they form varied and harmonious visual scenes in which anthropogenic elements either merge with the natural structure of the space or create a reciprocal tension in a relationship of contrast, which further emphasises the symbolic and religious meanings of individual structures in the landscape (e.g. little white churches on hilltops, castles on prominences).

e. Uniqueness

Every landscape is unique but according to this criterion it must be unique in its typological definition. Unique and characteristic landscapes are at the same time representative of a specific territory and we can often recognise them as the carriers of local, regional or national identity.

f. Expression of consistent structure, clear demarcations in space

The consistency and completeness of an area are two important criteria in defining the area itself. The demarcation of landscape areas is important above all in later stages, that is to say, in the operational sense, when maintenance regimes and various measures such as rules of behaviour, development possibilities, financial incentives and so on are defined.

g. Identity

Under this criterion we classify among cultural heritage landscapes those areas that are known to the general public and the expert public and through which the individual or group clearly identifies with his/their living environment or wider environment. On the basis of technical criteria it is possible to identify in them the distinct presence of elements with which the Slovene nation or local population identifies, or elements of the landscape structure that are particularly characteristic of individual parts of the variegated territory of Slovenia.

Typological classification of cultural heritage landscapes

Typological classification is the process of forming groups of cultural heritage landscapes that are similar in terms of landscape structure characteristics and use of the space that they help create. The purpose of typological classification is to identify common characteristics, risk factors and any other peculiarities that are important particularly in the preparation of guidelines and regimes for their preservation or for the planning of spatial development.

As a basis for the classification of heritage landscapes we use a typological classification that is already established in the sphere of evaluating landscapes and defining outstanding landscapes and their further spatial development (Marušič, 1998), and we divide cultural heritage landscapes into:

- field cultural landscapes (lowland, hilly areas);
- grassland cultural landscapes (lowland, single plots, mountain pastures, forest litter areas, wetlands and riverside areas);
- permanent plantation cultural landscapes (vineyard, orchard);
- settled cultural landscapes (with distinctive settlement models, notable architectural heritage, notable technical elements e.g. millstreams, salt pans);
- cultural landscapes with outstanding natural structure.

It has become apparent that when dealing with cultural heritage landscapes two additional categories ought to be introduced:

- cultural landscapes with distinctive elements of created vegetation (e.g. avenues);
- memorial cultural landscapes (battlefields).

Owing to the variety of their landscape structure, none of these types can be classified unequivocally into one single typological group. For this reason it is necessary during classification to take into account the most important, defining characteristics of their landscape structure.

Preserving the heritage properties of a cultural landscape

The landscape is a living organism. It changes both as a result of human intervention and if abandoned to its own development. The cultural landscape remains cultural for as long as it has a human use or function. Every cultural landscape is threatened by man through his individual interventions and by nature through its ability to reclaim abandoned sites. Cultural landscapes thus change on a daily basis as a result of:

- modernisation and intensification of agriculture;
- overgrowing or planned renaturation measures;
- abandonment (people emigrating from remote areas or abandoning of activities);
- conversion into protected areas (reserves);
- construction of major linear infrastructure (motorways, power lines, railways);
- uncontrolled settlement (urbanisation) of rural areas.

Conservation professionals and society can choose between three possible methods of preservation:

- consistent protection of the existing state of the cultural heritage landscape;
- renovation and reconstruction of an abandoned or degraded cultural heritage landscape; or
- toleration of interventions through coordination of development and protection programmes or plans.

The preservation of landscapes in their actual state simultaneously means maintenance of use, maintenance of the activities that generate the landscape. This raises the question of whether such an action is logical, since in this case we have to face a potential loss of income or an increase in the costs of compensation, which are the consequence of restricting an activity or of directing it towards forms that are not economically optimal or are even unprofitable. The protection of the existing state can mean limiting the modernisation of agriculture (the need to preserve small plots of land, to plant economically uninteresting crops, to use traditional machinery or

traditional methods of cultivation), the prevention of settlement (withdrawal to less attractive areas) and the adaptation of infrastructure building (lengthening routes in order to avoid protected areas).

In the case of the second possibility, we need to ask ourselves about the social sense of protection. As soon as a landscape becomes a structure in which we attend to forms pertaining to a past phase in its development, it no longer has the particular dynamics that are so characteristic of it. It becomes a museum piece which only makes sense as an example of a past way of life, technology or characteristic. This method is only suitable for smaller areas in connection with an additional educational, conservation or tourism programme (e.g. an open-air museum).

The most realistic and vital choice is therefore the third possibility, where we see the protection and preservation of the cultural heritage landscape above all in the attempt, on the basis of preliminary analysis and evaluation and with proper understanding of the processes at work in a given landscape, to orient spatial development in a properly reasoned manner in such a way that the essential landscape characteristics that define a landscape as a heritage landscape are preserved (Simič, 2004).

Because the appearance of a cultural landscape is shaped above all by the people who run it, efforts at protection require the more active participation of the local population, through policies governing agriculture, forestry, settlement and of course protection, while measures and instruments supporting development need to be formulated. Another major contribution to the preservation of a cultural landscape can come from tourism and promotion, which are based on an emphasising of identity, diversity and genuineness.

Guidelines for the preservation of cultural heritage landscapes

The purpose of these guidelines is to provide tools, focuses and conditions for the preservation or achievement of the desired state of recognised and evaluated cultural heritage landscapes. The guidelines through which we provide a controlled regime of operation and action in the environment are extremely varied, since they are included in various levels of programme planning and spatial planning ranging from the strategic to the executive. They can be roughly divided into three groups with regard to the nature of their operation:

locational: they direct the introduction of new development measures in such a way that these do not cause the devaluation of cultural landscapes. If it is judged that a development measure cannot be introduced in an area without the loss of key elements or elements of value because of which the cultural landscape is recognised as cultural heritage, the guidelines are used to help redirect the measure elsewhere.

structural: these relate to the valuable elements because of which the cultural landscape has been recognised as cultural heritage. Their purpose is to see to the maintenance of the desired landscape structure, e.g.:

- characteristics and special features of the landscape structure (properties of landscape elements: water, vegetation, relief and the rules of their disposition in space);
- characteristics of division into parcels and spatial relations (compact settlements and contacts of settlements with arable surfaces, spatial emphases and fragmentation of agricultural land);
- preservation as far as possible of an unaltered relationship between cultures (grassland, fields, orchards, forest);
- prevention of overgrowing of agricultural land and alteration of forest edges;
- maintenance of anthropogenic structural elements: terraces, stone walls, hedges, fences, hay racks, pens, hay barns, etc.;
- maintenance of the properties of the existing network of paths and other infrastructure;
- preservation of characteristic traditional buildings or commercial buildings (e.g. hay racks, shepherd's huts, barns, haylofts, vineyard cottages) in their original position, size and function;
- manner of link to architectural heritage and settlement heritage (preservation of edges of settlement, rounding off existing structure of settlements, prevention of dispersed construction);
- implementation of improvements where necessary, to remove more visible damage.

functional: these relate to the instruments concerning the use of the space. These apply in areas with a regulated management plan, e.g.:

- promotion of cultivation of existing crops or reintroduction of traditional crops such as flax, millet, buckwheat, broad beans, etc.;
- renovation of traditional methods of cultivation, where appropriate, e.g. planting of vines in vertical rows down the slope instead of along contours;
- orientation towards organic farming to reduce threat to soil and water;
- possible introduction of irrigation without visible stationary irrigation technology.

In *memorial cultural landscapes* protection is based on other considerations. The landscape represents a space of remembrance and a reminder, where the landscape itself can illustrate, for example, the absurdity of war. In these areas the main elements of protection are:

- authentic location of sites (e.g. WWI site – Isonzo Front);
- transformation of the relief as a result of historical events, possible built structures, all material and constructions (trenches, craters);
- land strata with remains (weapons, ruins);
- memorial sculpture, artistic elements and all memorials (monuments, chapels, cemeteries).

Mechanisms for putting the guidelines into effect

Guidelines for the preservation of cultural heritage landscapes are put into effect via three basic mechanisms:

a. Protection of the cultural heritage landscape in the environment

Special provisions of the Cultural Heritage Protection Act relate to the protection of immovable heritage in the environment, and thus also the protection of the cultural heritage landscape. The preparer of spatial planning acts must take into account, as a compulsory element for the evaluation of impacts on immovable heritage, the technical documentation drawn up by the public institution responsible for the field of protection of immovable cultural heritage. This technical documentation includes in particular:

- a survey of the areas considered to be immovable heritage;
- an account and assessment of condition and of conditions and possibilities for development;
- an account of those parts of the immovable heritage that are protected by legal act as monuments or sites or should be protected as those and their areas of influence;
- evaluation of immovable heritage with an indication of elements, content and characteristics that particularly require protection.

The preparer of the spatial act planning must obtain the opinion of the cultural protection authorities with respect to spatial planning solutions relating to the preservation, maintenance and protection of immovable heritage in the draft of the spatial planning act.

In the procedure of obtaining a construction permit (if the development affects recorded heritage), and even for other developments that do not require a construction permit, the obtaining of cultural protection acts issued by the public institution responsible for the field of protection of immovable cultural heritage is obligatory. The compulsory bases for their preparation are the technical documentation mentioned above. Cultural protection conditions are used to determine the requirements that must be met by the project documentation or the documentation necessary for the implementation of

developments; the consent of the cultural protection authorities is confirmation that the project/documentation conforms to the conditions.

b. Act on the proclamation of a cultural monument

When heritage, including a cultural landscape, has elements which prove the continuity or an individual stage of cultural and civilisational development, or which represent a quality achievement of creativity, this heritage can obtain the status of national or local cultural monument. An act on the proclamation of a monument of local importance is adopted by the local community; an act on the proclamation of a monument of national importance is adopted by the Government of the Republic of Slovenia. On the basis of the act, the owner is issued a protection decision which sets out the conditions for research, maintenance, conditions governing development, legal transactions, physical protection, method of management and use of the monument, public access to the monument and other restrictions, prohibitions and protection measures. The proclamation of an immovable monument shall be noted in the land register. The owner must preserve the monument at his own expense, allow it to be researched and provide access to it in accordance with its purpose of use and the protection regime, and use it in such a way that its cultural function is consistently taken into account. The owner is entitled to compensation if the protection regime adversely affects conditions for the commercial exploitation of the monument and this cannot be substituted by another activity within the framework of the protection regime. If maintenance or interventions necessary to protect or restore the monument require extraordinary costs which exceed the economic benefit and the usual costs of maintenance, the state or local community may contribute public funds to this end.

c. Areas of national recognisability from the point of view of the cultural and symbolic importance of the landscape

In the last decade, the category of “areas of complex heritage protection in open space” has become quite well established on the basis of a variety of expert material. Areas of complex heritage protection in open space is a category within the protection of cultural heritage and also the cultural landscape based on a comprehensive approach to the definition and protection of cultural heritage in open space which also includes landscape areas. With the adoption of Spatial Development Strategy of Slovenia, the areas were incorporated into spatial development guidelines at the national level as “areas with recognised characteristics which are important at the national level because of the cultural and symbolic importance of the landscape”, also known as “landscape areas of national recognisability because of cultural and symbolic importance”. Landscape areas of national recognisability (LANRs) typically have a high density of cultural heritage and numerous reciprocal, often historically co-dependent connections. LANRs are important elements of that national identity which is expressed in spatial features and their connections, and which creates a recognised cultural landscape. A LANR is a balanced and harmonious cultural landscape with

a high experience value. Besides historically conditioned development which is registered in the nation's collective memory, a traditional, predominantly agricultural use of the land is important for its significance. The traditional form of husbandry is close to modern concepts of land regulation which emphasise sustainable management and the protection of resources with the objective of ensuring the permanent vitality of the space in all its meanings.

These are relatively large spatial units containing one or more smaller areas with a spatially, substantially, or functionally interconnected cultural heritage and an intermediate space with individual valuable cultural elements which guarantee the smaller areas their spatial integrity and enrich them with the cultural values present. Taken as a whole, the areas are sufficiently recognisable and uniform to allow their topographical and cultural definition. The architectural heritage and cultural landscape and all the other spatial elements must be largely extant or non-intrusive. Thanks to the reciprocal relationships of cultural elements and because of their size, these areas have extra cultural, social and commercial value.

The elements, contents and characteristics that are the principal objects of protection are:

- uniformity and connectedness of the space, and of the other cultural, historical and social contents that society recognises as special values;
- characteristics and peculiarities of the morphological structure;
- manner of connection of the cultural landscape to architectural heritage and settlement heritage;
- traditional settlement models, fundamental characteristics of the parcel structure and spatial relations;
- historical trends in the space.

In view of the demanding and integrated nature of the issues involved, conceptions of landscape development and protection or landscape designs (as per Article 60 of the Spatial Planning Act) would need to be prepared for these areas, within the framework of which, on the basis of data and heritage value assessments and other data important for the specific area in question, analyses of the situation and development possibilities can be drawn up, landscape elements in need of particular protection identified and focuses for subsequent spatial development defined. An interdisciplinary approach is necessary to ensure that the protection and development of cultural heritage is more widely included in development programmes. It is apparent that, given the lack of direct financial incentives, the preservation of cultural heritage landscapes is most effective via the system of spatial regulation, in other words by addressing problematic spatial situations with spatial planning methods.

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Landscape protection and management: Scottish experience and aspiration

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Thanks to its varied geology and climatic conditions, and long history of human settlement, Scotland is blessed with a remarkably diverse landscape resource. Many of its landscapes remain by Western European standards relatively natural. In reality, however, they are almost without exception cultural landscapes, with even the wildest and most remote bearing the impact of past human use and even habitation. Furthermore, these strong cultural associations are not always positive in character; many renowned landscapes are seen in at least some quarters as symbolic of past misuse and abuses of power. Yet, and partly for this reason, few would question that the landscapes of Scotland are a matter of great pride to its people and lie at the heart of its national identity.

What steps has Scotland taken to safeguard this legacy? Like the rest of the UK, it drew in the mid-20th century a sharp divide between nature and landscape conservation (though the two have more recently been brought together in the remit of my own organisation). But practice in the fields of landscape protection and management has diverged much more sharply between different parts of the UK than it has on the nature conservation side. In part this reflects that absence until very recently of a wider European framework, of the kind provided for biodiversity by the Natura Directives. But as I shall explain, it also has its origins in deep-seated indigenous social and political factors.

Overall the formal system of landscape protection is relatively weak and undeveloped, certainly by English and Welsh standards. This is partially attributable to the difficulty of identifying (let alone agreeing on the identification of) the best in a country blessed with many fine landscapes. But it can also be traced back to political resistance in a country with a very concentrated pattern of land ownership and a predominantly urban culture. In consequence Scotland has only within the last five years established its first two National Parks. Even these have been designated only partly for their landscape qualities and with landscape protection and management as no more than part of one of their four objectives.

We have in addition a network of National Scenic Areas, covering in all about 13% of the country, in which certain types of development are subject to rather tighter control than elsewhere specifically in order to protect the landscape. But these are not

well-known and are for the most part little-promoted. And despite the fact that all of them would probably command widespread recognition as being amongst Scotland's most outstanding landscapes, their selection is often criticised, even in environmental circles, as reflecting the preferences of a small group of self-professed "experts" 40 to 50 years ago.

Scotland's 32 local authorities also have powers in the land use planning system to designate areas seen as being of high value locally. But hitherto the use of these powers has been far from systematic – or even universal. Different authorities have adopted very different approaches, some for example choosing to designate very extensive areas, others only a few well-known "honey-pots". The understandable tendency to conflate landscape and recreational values is embodied in the existence of three Regional Parks, identified primarily for their role as a valuable recreational resource for nearby towns and cities but managed to a set of objectives which have landscape to the fore – a fact that is reflected in their inclusion in the list of IUCN Category V Protected Areas.

There have also been efforts over the years:

- to highlight the experiential value of Scotland's relatively undeveloped areas – not true wildernesses but still capable of giving a sense of remoteness and "one-ness with nature";
- to protect the landscape settings of major cities through the designation of "green belts";
- to improve the quality of some urban and peri-urban landscapes, many of which bear the unwelcome scars of past industrial and mining activity;
- to preserve the character of the many designed landscapes created (especially in the lowlands) to provide an attractive context for the homes of the wealthy, especially from the 18th century onwards; and
- in recent years, to better describe and characterise all landscapes, in recognition both of the value of diversity in itself and of the contribution that peoples' immediate surroundings, with their wealth of personal associations, make to their quality of life and sense of identity.

There is much that is good about a regime that has developed largely as a response to and expression of public concern for landscapes, rather than as a top-down imposition. It has, for example, helped to stimulate a rapidly growing volume of voluntary action, ranging from small community groups to national institutions dedicated to long-term conservation management, such as the National Trust for Scotland.

But the system as it stands also has marked weaknesses. These include:

- too much emphasis on protection, rather than active management and the promotion of positive change;

- too exclusive a focus on the formal land use planning and development control regimes as the means of pursuing landscape objectives, at the expense of other public policy instruments of comparable influence over the management of land and water;
- too little effort to maintain characteristic local designs and the use of local materials; and
- insufficient engagement with professions and sectors whose day-to-day decisions have profound implications for the landscape (such as engineers and the construction industry).

All in all, the approach hitherto has not proved fully effective in preventing the erosion of landscape quality and character by either large-scale, often state-promoted, developments such as commercial afforestation, renewable energy development and telecommunications or the small-scale cumulative impacts associated with (for example) agricultural intensification and an over-reliance on standardised designs and materials for housing and retail developments.

Against this background, what then is the current landscape agenda in Scotland? As the public body with the lead (but far from exclusive) responsibility for the subject, Scottish Natural Heritage has been endeavouring:

- to raise public and political awareness of the contributions that good quality landscapes can make to both the quality of life and economic performance (something that requires action both to safeguard the best and to repair and improve the less good);
- to encourage debate about the desired future direction of landscape change, with the aim of identifying widely shared public objectives;
- to create greater appreciation of local landscape character and distinctiveness, and of the forces that threaten to erode it;
- to establish a more effective system of protection for nationally-valued landscapes;
- to generate greater mutual understanding and willingness to co-operate between those approaching the landscape heritage from different perspectives (eg. the archaeological, aesthetic and socio-cultural); and
- to build landscape objectives into all relevant public policies (especially the new land use policies post-CAP reform).

This agenda is, we believe, very much in tune with the European Landscape Convention. We are hoping that the UK's accession to the Convention will boost political support for a cause which, despite its public appeal, still remains suspect in the eyes of many in positions of power and authority.

Les paysages des Parcs naturels régionaux français

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Définition du mot paysage : Aujourd'hui, le concept paysage dépasse les limites du monde de l'aménagement et envahit la sphère médiatique. Défini comme étant le « visage d'un pays », il est le révélateur de sa culture et de son histoire. Cette histoire mouvante, est le résultat de la réalité et du regard de l'observateur. « Etendue d'un pays s'offrant à l'observateur », le paysage doit être considéré comme un système complexe de relations fait d'aspects objectifs relevant du fonctionnel, du technique et du scientifique et d'aspects subjectifs dépendant de la perception, de la sensibilité, de l'histoire, de la culture et de l'état d'âme de chacun.

L'approche systémique, articule au moins trois composantes interdépendantes :

- le paysage espace-support, portion d'espace soumise à la vue, remplie d'objets ;
- le paysage espace-visible incluant la notion d'échelle ;
- le paysage-représentation ou paysage spectacle, espace vécu ou perçu selon la sensibilité, l'histoire, l'état d'âme de chaque individu.

Source : CRDP Académie d'Amiens

Qu'est-ce qu'un Parc naturel régional ?

Il s'agit d'une spécificité française. Un Parc naturel régional est un territoire d'exception. La France en compte 44 et ils représentent 12 % de la superficie nationale. En 1967, au moment de leur création, le Conseil d'Etat parlait de « droit gazeux » tant le projet n'impliquait pas à l'époque de contrainte juridique, mais faisait appel aux engagements des acteurs locaux. Depuis la situation a changé et la loi les a dotés d'outils pour faire valoir cet engagement ; il n'en demeure pas moins que ce qui reste la base d'un Parc est l'élaboration et l'engagement des acteurs locaux autour d'un projet de territoire fort.

Dans cet esprit, un Parc naturel régional est un territoire rural habité, reconnu au niveau national pour sa forte valeur patrimoniale et paysagère. Le Parc naturel s'organise autour d'un projet concerté fondé sur deux mots clés : protection et valorisation.

L'Etat classe par décret le Parc naturel régional pour une durée de 12 ans. Suite à une évaluation, le classement, sur proposition d'un nouveau projet peut-être renouvelé.

Les missions d'un Parc naturel

Les missions d'un Parc abordent cinq axes stratégiques :

- la protection et la gestion du patrimoine naturel, culturel et paysager ;
- l'aménagement du territoire ;
- le développement économique et social ;
- l'expérimentation ;
- l'accueil, l'éducation et l'information.

Le thème « Paysage et urbanisme » est contenu dans tous ces axes ; il est fédérateur, et cette approche transversale permet une meilleure conscientisation de ses enjeux et une opérationnalité dans les politiques conduites.

Le projet de territoire formalisé dans une charte

La charte d'un Parc naturel régional est avant tout un contrat qui concrétise le projet de protection et de développement de son territoire pour dix ans. Les révisions de charte par la pratique ont révélé un besoin de deux ans supplémentaires pour évaluer et proposer un nouveau projet ; d'où un classement valable 12 ans.

La charte détermine les grands objectifs à atteindre et les orientations à prendre en termes de protection, de mise en valeur et de développement. Le texte précise également les mesures qui lui permettront de mettre en œuvre sa politique. La charte engage les collectivités et l'Etat dans les objectifs comme dans leur mise en œuvre.

Qui élabore la charte ?

C'est à l'initiative de la Région qu'est engagée la procédure d'élaboration d'une charte, qui ensuite confie à un organisme local le soin de préparer un projet en concertation avec les acteurs concernés. Après avoir approuvé la charte, préalablement adoptée par les communes, leurs intercommunalités, les départements et la région qui normalement la valident, le document est ensuite transmis au préfet de région, au ministre de l'Environnement en demandant le classement en « Parc naturel régional ».

Le contenu de la charte

Elaborée à partir d'un minutieux diagnostique du territoire, la charte d'un Parc naturel régional comporte six parties :

- le projet de protection et de développement ;
- un plan qui explicite les orientations spatiales de la charte selon les vocations des différentes zones du Parc. Cette partie est éminemment stratégique pour la protection et la valorisation du patrimoine paysager ;

- les statuts de l’organisme de gestion du Parc dont la fonction réside dans la mise en œuvre du projet de territoire ;
- un programme d’actions précis et chiffré ;
- la marque du Parc qui sera déposé par l’Etat à l’Institut national de la propriété industrielle (INPI) ;
- la convention d’application de la charte par l’Etat signée entre le Parc et le Préfet de Région qui garantira que les services de l’Etat interviendront pour favoriser et renforcer la cohérence du projet.

Le rôle des publics dans la maîtrise de l’espace

Les contraintes

Un Parc naturel régional, ne disposant pas d’un pouvoir réglementaire spécifique, ne modifie en rien les règles générales applicables au droit de la propriété, à la chasse, à la pêche...

Cependant, les *communes* adhérentes aux Parcs se sont engagées à mettre en œuvre une démarche de qualité sur leur territoire, et de fait, leurs *habitants* doivent se conformer aux dispositions spécifiques que les communes seront amenées à prendre, dans le cadre par exemple de la construction, de gestion de l’eau et des déchets, de circulation motorisée, de boisement...

Les agriculteurs, forestiers, chefs d’entreprise seront incités dans un rapport gagnant-gagnant à l’aide de conventions passées entre le Parc et les organisations professionnelles, à une meilleure prise en compte de l’environnement et de la qualité des paysages, dans leur pratique au quotidien. Ces conventions pourront revêtir plusieurs formes au travers par exemple de contrats d’entretien des milieux naturels, l’intégration des bâtiments, la maîtrise des pollutions, la diversification des boisements, les économies d’énergies...

Les visiteurs devront respecter des règles de bonne conduite comme dans tout espace rural habité et être attentifs aux réglementations particulières sur certains sites ou dans le cadre de certaines pratiques sportives (circulation des véhicules motorisés, escalade).

Les avantages

En contrepartie, les particuliers, qu’ils soient résidents ou visiteurs, auront pour avantage de bénéficier des efforts du Parc pour leur apporter un cadre de vie agréable et des paysages préservés, des aménagements et des services adaptés à leurs attentes (animation culturelle, actions éducatives, équipements de découverte...), dans un souci d’échanges et d’information (conseils aux particuliers ou aux porteurs de projet pour leur installation). Le Parc, dans cet esprit, veille à ce que tout projet susceptible de faire évoluer le paysage puisse le faire en adéquation avec sa charte.

La possibilité de protéger les paysages sans sanctionner

La capacité d'un Parc naturel régional à protéger la nature et son patrimoine réside surtout dans sa capacité à faire respecter, par la concertation, les objectifs de sa charte définis par ses signataires. La force de la charte et la possibilité de protéger les paysages sans sanctionner provient essentiellement du fait que les élus et les partenaires, sur la base du diagnostic territorial prennent conscience des enjeux à une échelle plus large et viennent à prendre des positions collectives qu'ils n'auraient pu tenir en les décidant individuellement : c'est essentiellement cet aspect qui va guider le sens de la charte et sa mise en œuvre.

Concrètement, *le Parc naturel régional est sollicité, pour avis*, sur les projets soumis à étude d'impact, sur les documents d'urbanisme et autres documents encadrant les activités sur son territoire dont voici quelques exemples : schémas départementaux des carrières, des déchets, de la randonnée...

Mais le Parc ne se limite pas à donner un avis quand il est consulté, ce qui réduirait sa crédibilité. La plupart du temps, *il anticipe et participe aux préparations des projets* afin que les acteurs puissent mieux intégrer à l'amont les objectifs de la charte et s'en servir comme des atouts.

C'est aussi en réalisant prioritairement des programmes d'actions spécifiques et exemplaires avec ses partenaires que le Parc contribue directement à préserver son patrimoine. Il peut s'agir :

- de réalisation d'inventaires permettant de prendre les dispositions adaptées à une meilleure gestion du patrimoine ;
- de la conduite de programmes agri-environnementaux avec les organisations professionnelles ;
- de la réalisation de diagnostics environnementaux des entreprises ;
- de la sauvegarde du patrimoine architectural et de son adaptation à l'habitat écologique ;
- d'aide à la maîtrise foncière d'espaces naturels sensibles, de l'entretien des rivières.

L'efficacité d'un Parc relève enfin de sa capacité d'animation, de sensibilisation à la richesse patrimoniale de son territoire et d'éducation au développement durable des personnes y vivant, y travaillant, s'y implantant ou y passant, dans l'objectif de modifier leurs comportements et leurs pratiques.

Peut-on réaliser n'importe quel équipement sur un Parc naturel régional ?

L'implantation de certains équipements peut poser problème sur le Parc naturel régional dans son ensemble ou sur certains secteurs particulièrement sensibles comme des infrastructures lourdes (autoroutes, lignes électriques très haute tension, ligne de chemin de fer) ou des installations polluantes (déchetteries, usines...)

Deux cas de figure se présentent :

- *L'équipement est jugé compatible* avec les dispositions de la charte : l'organisme de gestion du Parc propose aux partenaires concernés des modalités de réalisation assurant son intégration exemplaire sur le site envisagé ;
- *L'équipement est jugé incompatible* avec le maintien de la qualité du territoire ou du site à la lecture de la charte du Parc. L'organisme de gestion a alors la responsabilité de fournir tous les éléments d'appréciation et de veiller à ce que les autorités compétentes ne l'autorisent pas.

Par ailleurs, le Parc est systématiquement consulté lorsqu'un équipement ou un aménagement sur son territoire nécessite une étude d'impact.

Au cas où les dispositions de la charte ne seraient pas respectées, un recours au tribunal administratif peut être engagé par l'organisme de gestion du Parc.

Les maires des Parcs sont-ils pris entre la charte et les intérêts de leur commune ?

La politique des Parcs naturels régionaux est initiée, négociée, voulue et mise en œuvre par les élus locaux qui élaborent collectivement la charte. En signant volontairement la charte, les maires se fixent une règle du jeu commune et témoignent d'une exigence vis-à-vis d'eux-mêmes. Cet engagement d'approbation des objectifs de la charte du Parc implique la commune pour toute la validité de cette charte, quels que soient les changements des équipes municipales. C'est là, la difficulté mais aussi la richesse de la politique et de l'action des Parcs naturels régionaux.

Les nouvelles formes de liens urbain-rural

Si la nature d'un Parc naturel régional est principalement rurale ; il existe une diversité de situations entre les Parcs, et au sein même d'un Parc. On distingue trois catégories : le rural profond, le rural intermédiaire et le rural sous pression urbaine.

En France, nous assistons depuis 1975 à un repeuplement des régions et campagnes, qui certes ne se réalise pas de façon homogène. Les villes régionales s'agrandissent et intègrent leur périphérie, notamment en se rassemblant dans des structures intercommunales appelées « Communauté d'agglomération » (50 000 habitants). Ces espaces urbains ont tendance à gagner sur les espaces ruraux de proximité en favorisant « l'étalement urbain » et l'artificialisation des territoires avec la naissance de lotissements sans caractère et sans attrait patrimonial.

Aujourd'hui, sur les 44 Parcs naturels régionaux, 35 ont des périmètres communs avec une Communauté d'agglomération, d'où il résulte, des processus d'articulation des politiques territoriales. Ces chevauchements territoriaux totaux ou partiels sont fonction des caractéristiques de chaque projet de territoire. Pour les Parcs, il ne s'agit

pas de limiter l'accès à leur territoire, mais d'intégrer les nouveaux arrivants et projets, à partir d'une logique de centre bourg sur la base d'une maîtrise de l'espace et d'une émulation de l'architecture vernaculaire s'enrichissant par la modernité des approches. Les Parcs travaillent notamment sur l'émergence d'un habitat intermédiaire.

Compte tenu de la portée d'une charte de Parc naturel régional adoptée par décret, les projets et programmes portés par les Communautés d'agglomération sur le territoire commun à un Parc naturel régional devront être compatibles avec les orientations et les mesures contenues dans la charte.

Cette obligation de compatibilité s'applique particulièrement au Schéma de cohérence territoriale (SCOT) portés par les agglomérations. La plupart du temps, les élus et techniciens des Parcs sont associés en amont à l'élaboration des documents d'urbanisme, et là aussi l'articulation s'effectue par voie de concertation et d'appui en expertise et en ingénierie.

Le foncier dans les Parcs naturels régionaux

La France est actuellement en situation de surconsommation effrénée de l'espace agricole : tous les six ans, c'est l'équivalent des surfaces cultivées d'un département qui disparaît, au profit de constructions et d'aménagements. Les Parcs naturels régionaux mènent des politiques actives de préservation des espaces naturels et agricoles, notamment en intervenant sur l'axe foncier.

Les principales actions des Parcs dans ce domaine sont :

Incitation à l'acquisition

De façon générale, les Parcs ne se portent pas directement acquéreur des espaces naturels ou agricoles, trouvant que cela ressort plutôt du rôle du département par ses ENS, des Conservatoires, ou des collectivités locales. Dans ce cas, les Parcs interviennent :

- en amont de l'acquisition, en repérant des espaces nécessitant une intervention d'acquisition, et, poussant les conservatoires ou le département à se porter acquéreurs sur les zones à enjeu ;
- en complémentarité de ces organismes, en repérant des espaces et en incitant les communes ou intercommunalités à les acquérir.

Accompagnement à l'acquisition

Le Parc peut aussi intervenir en aval, c'est-à-dire lorsqu'une collectivité cherche à acquérir un terrain, il apportera ses compétences techniques à l'élaboration du dossier d'acquisition avec la rétrocession de terrains par la SAFER. La SAFER est un organisme qui achète et revend des exploitations et terrains agricoles.

Acquisition par le Parc lui-même

Dans certains cas, le Parc se porte acquéreur de terrains : il s'agit de zones naturelles en déprise, et l'objectif vise un maintien de la biodiversité et une ouverture du paysage.

Il peut s'agir de terrains agricoles ou naturels en milieu périurbain acquis en réponse à la pression. Néanmoins la plupart des expériences sont des acquisitions en zones naturelles remarquables. Les Parcs incitent aussi les collectivités à acquérir des terrains constructibles (utilisation du droit de préemption urbain des collectivités) à des fins de projets d'urbanisme, de logement social, mais aussi de densification urbaine, ce qui peut concourir à la préservation des terres.

Au plan strictement agricole, les Parcs mettent en œuvre des actions *de soutien au remembrement ou à l'échange de terrains* entre particuliers, sur des zones à problématiques d'enrichissement, et aussi favorisant l'ouverture du paysage, dans des zones de déprise agricole. Pour ce faire, les Parcs travaillent en partenariat avec les chambres d'agriculture. La Fédération des Parcs et l'APCA signent annuellement une convention et organisent des échanges entre les membres des deux réseaux.

L'urbanisme durable

Comme le souligne judicieusement un article de Mathilde Kempf, on pourrait résumer le phénomène de densification du milieu rural par la formule « Quand l'urbain part en campagne », au sens où l'organisation d'un village et ses potentialités d'extension s'envisage, de par les flux auxquels il doit faire face, aussi finement que pour une ville ; avec en plus la possibilité d'une meilleure concertation et participation des habitants. C'est dans cet esprit que les Parcs rappellent que, s'ils intègrent le phénomène intercommunal, il n'en demeure pas moins que l'échelle de la commune, en termes d'intervention par des appuis à des projets exemplaires, reste le niveau pertinent.

Il y a souvent une crispation pour vraiment réfléchir à des projets de développement à l'échelle intercommunale parce que ce sont les maires qui ont la responsabilité de l'urbanisme sur leur commune et les taxes sont perçues à ce niveau. Néanmoins, un véritable urbanisme durable devrait se faire à une échelle intercommunale. Une somme de communes qui mettent en place un aménagement du territoire dans une logique de développement durable ne produit pas nécessairement du développement durable : si une commune développe un lotissement, une zone artisanale,... cela aura des incidences sur tous les communs alentours. Et c'est seulement lorsque l'ensemble de ces communes réfléchissent conjointement, que peuvent vraiment se développer des projets cohérents. Cependant, dans le contexte institutionnel et fiscal actuel, cela reste très complexe et peu réaliste à mettre en œuvre.

En matière d'urbanisme durable les Parcs soutiennent quatre valeurs qui leur sont essentielles :

- rompre avec une urbanisation par défaut : promouvoir une urbanisation qui reflète une politique de développement durable ; c'est-à-dire une maîtrise de l'espace compatible avec des comportements écocitoyens des populations, dans une vision à long terme, prenant en compte différentes approches (agricole, économique, biodiversité, etc.) et usages (habitat, travail, déplacement...) ;
- favoriser l'économie d'espace, limiter les logiques de constructions très consommatrices d'espace (habitat pavillonnaire par exemple) pour aller vers une urbanisation plus mixte, qui mélange les populations et les activités ;
- maîtriser les coûts environnementaux du développement urbain, soutenir l'habitat écologique (énergies renouvelables, bioclimatiques, économies d'eau, récupération des eaux de pluie.) ;
- construire le projet d'urbanisation en faisant participer les habitants.

Paysage et impondérables

Le paysage évolue et parfois certains aménagements apportent des débats plus vifs que d'autres. Ce fut le cas au moment du lancement de l'éolien. Les Parcs ne pouvaient pas être contre la production d'énergie renouvelable et dans le même temps soutenir l'implantation d'éoliennes à des endroits sensibles au plan paysager. De plus, les Parcs n'étaient pas favorables à la production d'énergie renouvelable totalement hors sol, et souhaitaient qu'au plan économique des retombées locales existent.

Dans ce cadre les Parcs naturels régionaux ont élaboré avec leurs partenaires des schémas éoliens sur les périmètres de Parc, sur lesquels étaient mentionnées les zones qui pouvaient accueillir des éoliennes et précisant les endroits où ce n'était pas possible. Ces schémas ont été le fruit d'une longue concertation qui a permis de mieux accepter et accueillir cette modification paysagère.

Le réseau des Parcs naturels régionaux : une force pour l'enjeu du paysage

Il existe notamment au travers de la Fédération des Parcs naturels régionaux de France des « réseaux thématiques ». Outil privilégié de leurs échanges et de leurs actions communes, la Fédération est chargée de la représentation de leurs intérêts auprès des administrations, des assemblées parlementaires et des organismes institutionnels, ainsi de l'information du public. La Fédération est composée de trois collèges : les Parcs naturels, les Régions, les partenaires dont l'Etat.

Ce réseau est notamment force de proposition ; ce fut le cas notamment au moment de la loi « Paysage » qui a permis aux chartes de devenir opposables aux documents

d'urbanisme et de prévoir la signature avec l'Etat d'une convention pour veiller à la cohérence des politiques publiques sur le territoire d'un Parc.

Plus particulièrement à la Fédération, il existe le réseau « Urbanisme et Paysage » qui échange régulièrement par mail et par un système d'Extranet. Par ailleurs, il se réunit deux fois par an pour échanger sur les pratiques et les stratégies, et propose également des positionnements sur la maîtrise de l'espace en fonction des besoins qu'il identifie et de l'actualité. Cette problématique recoupe des sujets traités par d'autres réseaux techniques de la Fédération, en particulier, le réseau des agronomes, le réseau énergie et territoire, le réseau environnement et le réseau développement économique... Des interfaces existent, notamment lors des rencontres que la Fédération organise permettant l'approche transversale.

La Convention européenne du paysage et les Parcs naturels régionaux

Les Parcs ne fonctionnent pas en circuit fermé, et développent de nombreuses coopérations avec d'autres territoires, en Afrique, en Amérique du Sud, en Europe de l'est. De plus, au plan local, ils font coïncider politique régionale, nationale et européenne, notamment en participant aux successifs programmes Leader, Life, Interreg...

Au plan national ils ont récemment participé et se sont engagés avec d'autres partenaires sur un Manifeste du Paysage dont les principales orientations sont :

- la richesse paysagère, un enjeu majeur (culturel, écologique, économique, social) ;
- des bouleversements brutaux et mal maîtrisés ;
- pour des paysages choisis et non subis.

Concernant la Convention européenne du paysage, les Parcs naturels régionaux se retrouvent bien dans l'esprit de ce texte et dans les objectifs qu'il propose ; tant sur la conscientisation de la maîtrise des paysages que sur les échanges entre territoires pour favoriser les transferts d'expériences au sein de l'Europe. C'est dans cet esprit que les Parcs travaillent à la construction d'un langage commun, notamment lors de la rédaction d'une charte ou d'une révision, en s'appuyant sur les termes proposés par la Convention et leur définition (Politique du paysage, objectif de qualité, protection, gestion, aménagement) en lien avec la loi « Paysage » française. Une récente étude commandée par le Ministère de l'Environnement a montré que le vocable des chartes sur la question du paysage était divers et disparate ; et d'une certaine manière pouvant fragiliser sa protection d'un point de vue juridique. Ce travail se fera en parallèle avec un inventaire exhaustif des outils et méthodes élaborés par les Parcs pour traiter de la problématique « Urbanisme et Paysage » et donnera lieu à une publication.

Ce travail sur le langage commun nous semble important pour échanger à l'échelle d'un réseau et au-delà, et ainsi démontrer que la maîtrise de l'espace constitue la cinquième valeur du développement durable.

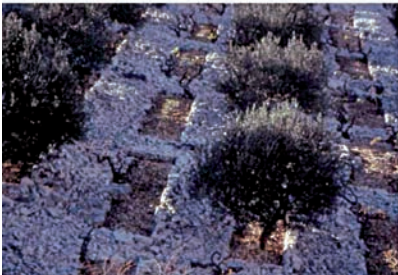
Landscape management in Mediterranean coastal areas - For quality landscape

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Diversity of coastal landscapes

The diversity of Mediterranean landscapes contributes to local and regional identity, reflecting the past and present relationship between man and his natural and built environment. A very rich cultural landscapes have been developed through many millennia when different human populations, cultures, religions flourished around the Mediterranean and developed coastal landscapes as a result of transformations in land in order to produce food, build settlements, fortifications, art and alike. Nowadays, however, increasing threats to cultural identity, heritage and landscape diversity of the region due to external (e.g. globalisation) and internal factors (e.g. rapid urbanisation of coastal areas with consequent impacts on traditional socio-economic structures) can be witnessed constantly. As a result, natural and cultural (man-made) landscapes have deteriorated significantly in several coastal places.



Top pictures by D. Ogrin, bottom pictures by M. Prem

According to a recent study³², cultural landscapes of the Mediterranean coastal areas, related mainly to agriculture, which has a dominant role in its evolution, were divided into the following groups: landscapes of crop fields; cultivated sinkholes; grassland landscapes; gully landscapes; and terraced landscapes. Forests, in addition to the above, play a very important visual, biological and climatic role in the Mediterranean landscape.

Pressures and trends

Coastal areas, throughout the Mediterranean, face severe pressures and problems, which threaten coastal resources and undermine the viability of economic activities. The significance of the coastal areas is widely recognised, as well as the need to act in the immediate future since pressures are becoming more and more intense, generating negative transformations of the landscapes. Population growth in the south and east shores, changing agricultural production systems towards more intensive and resource demanding uses in the north but also lately in the south, industrial development and expanding transport infrastructure, but mostly expanding tourism lead to increasing concentration of population and economic activities in coastal areas. As a consequence, landscapes in coastal areas experience rapid transformations due to:

- *Coastal urbanisation*, mainly as a result of population concentration, uncontrolled tourism development and growth of recreational activities (secondary houses). This is evident in most of the countries of south Mediterranean but also of the north. The uncontrolled and rapid land development coupled with land speculation has detrimental effects on the coastal environment and landscape. Coastal urbanisation has in recent decades entered a phase of rapid expansion, reaching a state of “hyper-development”, typified by high population densities, environment degradation and decline of the quality of life, with activities concentrating in a few large urban centres and in coastal areas. Population is increasingly occupying coastal areas, exacerbating “litoralisation” phenomena, which further attracts population and economic activities. Coastal urbanisation thus represents the bulk of consequences related to landscape, such as vast coastal spaces (e.g. farm land, habitats) are inevitably reduced or increased spatial imbalance in development between strong coastal areas and abandonment of weaker inland areas. In addition, the quality and the amount of open spaces within urban areas are too often poor and inadequate.

Demographic trends show that only in the South and East countries of the Mediterranean 100 mio more people will live in these countries of which, 31 mio in coastal areas, by 2025. 75%, i.e. 380 mio of the Mediterranean population will live in urban areas by 2025. In 2000 the number was 274 mio³³.

32. Mediterranean Landscapes : A contribution to a better management ; prepared in 2005 by prof. D. Ogrin, University of Ljubljana. See Publications at www.pap-thecoastcentre.org.

33. A sustainable future for the Mediterranean ; The Blue Plan's Environment and Development Outlook. Plan Bleu 2005, www.planbleu.org.

- *Top pictures by D. Ogrin, bottom pictures by M. Prem*

The development of *tourist activities* in most of the Mediterranean countries is a key element in coastal urbanisation (new settings or “reconversion” sites), both setting off processes of local economic growth and a heavy burden on local authorities who are faced with the difficult choices of management in every sense of the word (facilities, services, municipal sewage and waste treatment, imbalance between seasons, etc.). Therefore, mass tourism exacerbates many of the problems existing in urban areas, diminished biological diversity and landscape values in the coastal areas. The most attractive sites, those that are naturally preserved and with high landscape values, are under strongest pressures.

Tourist industry in the region represents 33% of international tourism. In the year 2025 about 637 mio tourists are expected to visit the Mediterranean, which makes about 273 mio more than in 2000³⁴.

- *Top pictures by D. Ogrin, bottom pictures by M. Prem*

Two main processes are evident in *agriculture*, namely modernisation of agricultural areas, on the one side, by introducing new farming technologies and practices, which results in loss of existing cultural landscapes, but also in introduction of new landscape patterns. By intensifying agricultural production, biological and landscape diversity was reduced tremendously (species, habitats), especially by drying out the wetlands (3 million hectares in the Roman era to 200,000 hectares by 1994, representing a reduction of 93%), dune loss, changes of water courses and alike. On the other side, agricultural areas are set aside and trends towards renaturalisation of cultural landscapes are under way due to abandonment of farming. In this case many traditional landscape types are lost, such as terraces, traditional soil erosion structures, division of fields, articulation of vast areas by natural elements and alike.

- *Top pictures by D. Ogrin, bottom pictures by M. Prem*

In addition, *soil erosion* and *desertification* persist to be a serious threat particularly in agricultural areas, affecting the landscape. All these in most of the cases as a result of bad agricultural practices. Also, the negative impacts of the climate change may significantly deteriorate environmental conditions of the region.

- With respect to *forests*, forest fires are a serious phenomenon in the Mediterranean coastal areas that reduces land cover and change the overall landscape characteristics of a certain area. Usually, those areas close to urban and tourist areas, therefore their functions, such as climatic, social and visual are diminished significantly. Reforestation that takes place after the fires are not always successful from the landscape point of view as new tree species are introduced, as well as artificial landscape patterns are created (linear and inorganic forms).

34. Idem.



Left bottom picture by M. Prem, others by D. Ogrin

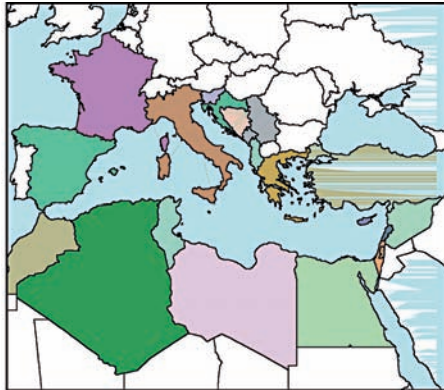
Most of the above issues are interrelated, providing for a rather complex grid of relationships. However, one may identify coastal urbanisation as a rather critical process, responsible to a great extent for the deterioration of the coastal landscapes, both of the terrestrial and of the marine parts of the coastal areas. However, the use of natural resources in open areas (mineral extraction, agriculture, recreation, etc.) can create significant changes of landscapes, too.

Commitments of the Mediterranean countries

The Barcelona Convention³⁵ states that “Contracting Parties shall commit themselves to promote the integrated management of coastal zones, taking into account the protection of areas of ecological and landscape interest and the rational use of natural resources”. Also, other implementation documents put landscape management as an objective, such as MAP Phase II Action Plan and Priority Fields of Activities (1995), where countries commit themselves “to promote nature, and protect and enhance sites and landscapes of ecological or cultural values”.

35. Mediterranean Action Plan (MAP, <http://www.unepmap.org>) is the first Regional Seas Programme of UNEP, established in 1975. It brings together 21 coastal countries and the EU, all the Contracting Parties to the *Convention for the protection of the marine environment and the coastal region of the Mediterranean*, known as the Barcelona Convention, adopted in 1976 and revised in 1995.

A plethora of other international organisations, in addition to national initiatives, have issued legal instruments having some bearing upon landscape, either directly or indirectly, such as UNESCO, the Council of Europe, and the EU. The European Landscape Convention (Council of Europe, adopted in 2000) is the latest one entirely devoted to landscape, which has recently come into force.



Contracting Parties to the Barcelona Convention

In spite of the commitments, coastal landscapes of the Mediterranean have never been studied or elaborated in the MAP projects *per se*. Landscape was taken into account only indirectly, through proposals of various documents (plans, strategies, programmes), in projects oriented to local level, such as Coastal Area Management Programme (CAMP)³⁶, by using Integrated Coastal Area Management (ICAM)³⁷ methodologies or by dealing with individual natural resources. However, the existing landscape-specific methodologies and concepts (such as landscape planning, valuation, assessment, or vulnerability studies, and landscape characterisation) have not been introduced or taken into account. Also, knowledge of the landscape typology, i.e. variety of landscapes, and awareness about the landscape values is not adequate, nor are the main processes and forces influencing their transformation.

36. Coastal Area Management Programme (CAMP) is one of the main MAP programmes coordinated by PAP/RAC. It is oriented at the implementation of practical coastal management projects in selected Mediterranean coastal areas, applying Integrated Coastal Areas Management (ICAM) as a major tool.

37. ICAM is a continuous, proactive and adaptive process of resource management for sustainable development in coastal areas. Two most frequently used acronyms are ICZM – Integrated Coastal Zone Management, and ICM – Integrated Coastal Management.

What is positive, is the fact that the Mediterranean populations are more and more aware of the importance of their landscapes for the quality of life and for the identity of their countries. They have come to realise that the quality and diversity of many landscapes are deteriorating as a result of a wide variety of factors as described above and that this is having adverse environmental, social and economic effects on the societies. The quality of landscapes has an important bearing on the success of economic and social initiatives, whether public or private. Public authorities should, therefore, be encouraged to adopt policies and measures at local, regional, national and international level for protecting, managing and planning of the landscapes. These measures and policies should be adaptable to particular types of landscape, which, depending on their specific characteristics, would need various approaches at local level, ranging from conservation via protection, management and planning. These various treatments may allow an important socio-economic development of the areas concerned.

The main objective of the landscape management should be to set up principles, which would lead landscape transformations into a state, valued for its cultural significance and social values. In sum, cultural and natural values linked to the landscapes are part of the common Mediterranean heritage, and so countries have a duty to make collective actions for the protection, management and planning of these values.

Landscape management as a response

In order to bridge this gap, i.e. lack of a more active role of the Mediterranean Action Plan in the field of landscape management, the Contracting Parties to the Barcelona Convention, at their Ordinary Meeting in Catania in 2003, adopted the recommendation “to undertake thematic studies with a view to developing relevant guidelines and action plans on the issue of coastal land and sea environment and the utilisation of its resources”. i.e. landscape management. The activity related to landscape management in the Mediterranean is co-ordinated by PAP/RAC in the framework of ICAM.

As a first step to meet the above request, an expert meeting was organised to formulate priorities and discuss the most appropriate methodologies and approaches to be applied. Prior to this meeting two position papers³⁸ were commissioned as background documents in order to propose activities related to landscape management in the Mediterranean coastal areas, i.e. to prepare a sort of a policy paper to guide PAP/RAC in dealing with this topic, and to identify current landscape management practices in

38. *Mediterranean Landscapes: A contribution to a better management*; by prof. D. Ogrin, 2005 University of Ljubljana, Slovenia, and *Mediterranean Coastal Landscapes; Management Practices, Typology and Sustainability*; by Mr. I.N. Vogiatzakis, G.H. Griffiths, L.F. Cassar and S. Morse, 2005, University of Reading, UK. Both available at www.pap-theoastcentre.org, see Publications.

the Mediterranean, as well as the main landscape types in order to get an overview of the situation of the Mediterranean coastal landscapes.

Among the plethora of activities that could take place in this framework, the following ones were proposed:

- develop and promote landscape planning methodologies and tools (landscape analysis, valuation, vulnerability, integration of landscape analysis into SEA and EIA);
- prepare an inventory, a survey of landscapes at the Mediterranean and national levels, to include identification, classification and evaluation of landscapes (landscape characterisation/typology, map of endangered landscapes, map of outstanding landscapes) important for the preservation of Mediterranean identity;
- make effort to integrate landscape planning into planning documents at all levels (national, sub-national and local), particularly in urban development, agriculture, water management, and tourism sectors;
- elaborate national strategies for landscape management in coastal areas;
- co-operate with nature conservation initiatives, such as “Natura 2000” of the EU;
- organise awareness campaigns, promotion actions, training courses and seminars on landscape perception, methods and management;
- develop education packages to improve knowledge about landscape values, publish materials in a form of brochures, atlases, posters;
- organise workshops to demonstrate landscape management methods, promotion of good practices;
- implement pilot projects to demonstrate in practice the above items, with a view to preparing guidelines and good practice guides;
- networking of landscape practitioners to exchange experience and enhancement of contacts with related organisations (such as UNESCO, the Council of Europe).

Case projects for quality landscapes

Currently, PAP/RAC implements a couple of thematic projects, which were selected as representative and complex enough to allow for solving problems by using the methodologies and approaches relative to landscape management, including involvement of public in a participatory process. The complexity of the area as an important criterion means a representation of the main development problems and pressures around the Mediterranean, such as tourism, urban sprawl, infrastructure, forestry, agriculture and alike. Therefore, these projects cover different situations and are pro-active, i.e. focused on problem-solving rather than being descriptive and focused on data collection only. These cases will be of use for the exchange of

experience with other countries, and are to be used for the preparation of guidelines for landscape management at a later stage of this activity.

The three thematic projects are the following:

- characterisation of landscapes of Tunisian coastal areas;
- revitalising of the agricultural landscape on the island of Korcula in Croatia; and
- vulnerability assessment for Levante de Almeria in Spain.

Characterisation of landscapes of Tunisian coastal areas

The objective is to prepare a landscape characterisation report for the coastal areas of Tunisia, in general for the whole coastal areas and a more detailed for the Cap Bon peninsula, with recommendations for landscape change. This should contribute to raising awareness about the landscape and its values in the country. Also, for each of the landscape units a set of recommendations will be prepared in order to be used when development in the landscape is to take place or to be planned, so that the main character of the landscape is preserved and enhanced. These will serve the planners and other stakeholders, as well as the public in general, in a decision-making process when dealing with landscape change.

The Landscape Character Assessment (LCA) methodology, i.e. a functional hierarchy of abiotic, biotic and cultural components of the landscape, which involves a desk study, mapping of landscape types from layers of data, a field survey and, finally, classification and description to define and communicate landscape types is applied. The methodology is an important part of this thematic study, as it should serve other regions in the Mediterranean.

Revitalising of the agricultural landscape on the island of Korcula in Croatia

The changes and processes related to agricultural landscapes, as elaborated earlier, are a common problem in Mediterranean countries. Both processes are reflected in the landscape and can have positive or negative implications on the landscape. Therefore, it is necessary to develop and put in practice instruments to keep the farmers on the land, which is related to the introduction of new technologies, and to support farmers in the form of subsidies. In parallel, the planning instruments and procedures, such as landscape planning, should be introduced to adequately respond to these needs. In this context, a participatory approaches in planning are very important, as the physical plans at local level define mainly land-use but not structural elements of the landscape, which are essential for a quality spatial development. It is obvious that the financial support to farmers in order to modernise their farming technologies is crucial. And in this case, when the public budget is used for the changes and transformations of the rural landscape, the public has the right to participate in the processes defining which landscape values are to be protected and to what extent the transformations are positive in a specific socio-economic context.

The island of Korcula is a very typical coastal area with problems common to other Mediterranean countries and in particular to the islands, i.e. abandoned agricultural land and various developmental pressures that can significantly change the landscape if the transformation process is not supported by the adequate alternative proposals. It is more than obvious that the landscape transformations are not only a spatial issue but more a socio-economic one.

The objective of the study for the Korcula island is to prepare planning models for agricultural lands in order to anticipate possible landscape changes to be adequately integrated into development alternatives in the planning instruments. The purpose of the study is therefore, to identify the main problems of the island and to propose a planning model to be later used as an example for the whole island and other coastal areas. The landscape planning methodology, including landscape analysis and valuation, modelling, as well as the public participation will be applied. It will be clearly presented in the report in order to be replicated in other studies of a similar nature.

Vulnerability assessment for Levante de Almeria in Spain

This thematic study is one of the sub-projects within CAMP Levante de Almeria project. The emphasises of CAMP activities cut across protection and development problems, harmonise public sector priorities and private sector pressures, and provide an integrated strategy for the common goal of achieving development in the region within a sustainable management policy framework. The area is characterised by a strong and growing pressure on the coastal areas of the region as a result of human activities, typical for the Mediterranean coastline, such as urban development, tourism, fishing, intensive agriculture, use of hydrological resources, pollution, and degradation of the natural environment. There is an obvious need to go beyond an excessively sectorial view of the different existing problems, since, in view of the clear interrelationship among them, valid alternatives for a sector may be highly negative for another one.

In Levante de Almeria, a spectacular increase of the threats to landscape is taking place, which obliges the authorities to reach agreements and take actions to avoid the degradation of the landscape. Together with the landscape values, Levante de Almeria has a widespread heritage, being the result of the various cultures that have settled in the territory. One of the factors intervening in the devaluation of the cultural heritage and landscape in Levante de Almeria is the urban planning linked to the tourism-related activities. In general terms, the methodology of urban planning does not take into account the devaluation of essential elements of the territorial structure, such as the loss of heritage, identity or landscape.

That is way a vulnerability assessment, as a strategic planning tool aimed at optimisation of land uses from the aspect of environment protection, was proposed

as the appropriate methodology to come to a consensus about the land use in this area. Its outputs as well as the process of implementation will provide support for integrated planning and management of the landscape. The main objective is therefore to manage the coastal landscapes of Levante de Almeria and its cultural heritage in an integrated and consensual way in order to protect and use sustainably its social, economic and environmental assets, by mitigating the existing land-use conflicts, in particular those related to urban transformations and tourism development; designing and application of valuation and assessment methodologies and tools specific for landscape management; and including the cultural heritage and landscape qualities as a development asset.

Planning within the Natura areas, example of good practice: planning a motorway with consideration of Natura sites

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1. Introduction

The Greater Munich Area is distinguished as a Metropol Region. It is still very fast growing, both economically and physically. One of the biggest advantages of the location is the very good setting of attractive landscape and natural resources. Because of this the need for new building sites and infrastructure is colliding with the protection of the open spaces and natural resources.

The habitats directive of the European Commission, with the goal of establishing a coherent network of protected sites (in the following named as Natura sites) for certain listed species and habitats, turned out to be a very effective instrument for nature protection. On the other hand, it is a severe restriction for building and infrastructure projects.

The Natura sites in the Region of Munich form a dense network. According to the Protection Goals for the species or habitats the sites are formed out of areas (e.g. woods or moors) or lines (e.g. river-following floodplain woods) or of points (e.g. breeding locations of bats). Altogether about 3,5% of the area in this Region is covered with Natura sites. This number sounds low, but actually it means that almost every bigger infrastructure project touches the network of Natura sites in some manner.

One example of these projects in the Greater Munich Area is the planning for a new motorway in the Greater Munich Area. The history of the planning procedure dates back to the early 1980ies.

The planning approval order for the first section was made in 2001. In the meantime the State of Bavaria completed its net of Natura sites, so that from the year of 2004 on three new Natura sites, which touch the planned route, emerged. Some opponents were motivated by these changes to go to law in order to delay this project. The court decided in 2005 that the planning approval needed to be improved by assessing the impact of the new Natura sites.

The following remarks should illustrate one current planning project and the methodological approach for assessing and reducing the impact on Natura sites. It is an advanced example for Landscape Planning techniques in combination with the specifications of the European habitat protection system.

2. Description of the motorway construction and the area of investigations

– Construction, operation and maintenance of the motorway

The new part of the motorway stretches out over 33 kilometres in the investigation area. The four lanes (including the emergency lanes) have a standard cross section of 26 meters. Over the length of the motorway four junctions are planned. The traffic impact is estimated at up to 43.000 cars/ per day.

The route leads over 13 bridges crossing river valleys. Their span width varies from 15 m to 580 m and their height from between 3 m to 24 m.

Additional to the road construction several new roads and crossings over the motorway have also to be built. Other construction in connection with the road are reservoirs for drainage, cleaning and water infiltration. The section of the motorway also includes the slope on both sides. This is the area where noise protection facilities and greenery (trees and shrubs for an better implementation of the road in the natural scenery) are set.

– Landscape and natural resources and in the area of investigation

The landscape in the investigation area is hilly formed and not very densely populated. The main elements of the landscape are small forest units and agricultural land, in general fields and grassland on unfavourable locations. Smaller habitat structures within the fields appear seldom.

There are two bigger river systems that formed valleys which cross the planned route. The connected water system of the main valley covers about 650 hectares.

The biotopes that are from an ecological point of view rare and valuable are mostly found in connection with the linear water systems down in the valley grounds or on steep exposition sites.

As habitats protected in the Natura sites there are in particular linear floodplain woods (as priority habitats with greater protection), certain small rivers and lakes with their typical vegetation and tall forbs on wetlands. As protected species occur *Kottus gobio* (a small fish), *Unio crassus* (a fresh water mussel) and *Glaucopsyche nausithous* and *teleius* (butterflies). A further Natura site was established for one more species, *Myotis myotis* (a bat).

For those habitats and species certain preservation goals have been formulated to prohibit the degradation of the preservation state. The assessment of all possible impacts checks these goals.

The overriding question is the impact of the floodplain woods and its characteristic species.

3. Data Stock of relevant habitats and species

– *From the standard data forms for Natura sites*

Based on the European Unions habitats directive the facts of every Natura site are documented in standard data forms. It lists the relevant habitats and assesses their condition in representativeness, state of preservation and in an overall estimation. The goal is to conserve the documented state of condition. The member states are instructed to maintain these conditions on the sites. The standard data forms further include basic information about characteristic species, functional connections to other habitats and the main land usage on the site. It is intended for reporting the status quo of the sites to the European Commission. These forms however do not point out where exactly the habitat is located. Further concrete goals for preservation are required to be compiled in management plans. These should list the relevant elements and the development goals for the habitats.

Concerning the Natura sites along the motorway route, there is as yet no complete management plan. Therefore one of the big efforts before the impact assessment was to complete the investigation on the occurrence of species and to assess the preservation state.

– *From the LEK/LDC (Landscape Development Concept)*

Bavaria is divided into 18 regions for spatial planning. One of these is the region around Munich. The LDC is a compilation of data relevant to landscape or environmental facts. For instance, it includes elements of the ancient cultural landscape and also the coherent network of Natura sites and other sites of the biotope network system. It formulates goals for individual protected assets and aggregates these into an overall concept for the landscape development. On the regional scale this can be a first step into a holistic investigation of natural coherences.

– *Own investigations on relevant species and habitats*

For Bavaria a good basis of data for investigations on species and habitats exists, for example in the so called “Species and Habitats Protection Programme”. Here the results of different mappings of species and habitats are collected and assessed. According to the chosen species and habitat it provides a good basis for further investigation. However not all of the relevant species and habitats in the Natura sites were included in this inventory. Further investigations on the state of preservation of species and habitats were therefore necessary. The two most important items of these investigations were bat population and floodplain woods. A new investigation methodology had to be designed.

Additionally the stock of certain birds, fresh water mussels and fish was mapped in the investigation area by designated specialists.

4. Attending investigations

- *Mapping of the floodplain woods for getting to know the state of preservation*

For investigating the floodplain woods a decision tree has been worked out and aligned with the nature protection authorities. The decision tree lists the following steps for classifying the existing trees and woods in the site. The results of this mapping showed that the figures of the standard data forms sometimes were preliminary. In fact there was less real floodplain wood found than had been anticipated. One further result of the new mapping and assessment was to identify those woods which could be developed as restoration habitats in case of a requirement to complete the coherent network.

- *Assessing the impact of salt used for road de-icing and modelling the diffusion*

Since water related habitats and species are the most precious elements in the investigated Natura sites, great effort was placed on finding out all possible impacts. Very important is the effect of salt, which is used on the road in wintertime, on the ecosystem. Via air, water and soil transportation the chloride is spreading out in several different ways, and the accumulation in the habitats may damage several species. Therefore the most recent scientific researches in this area were examined. Using this research material quantitative threshold values were determined for the relevant species such as fishes or fresh water mussels.

By means of retention pools and clearing pits for the polluted water the impact of salt (chlorides) become assessable and manageable.

- *Best practice bridge constructions for better functional correlations between habitats*

A further important assessment area without well-defined solutions is the isolating of species caused by the road barrier. The connection lines usually follow the landscape structure. The damage on these connections could be minimised by simple improvements to technical constructions, for example by building wider and higher bridges. As building costs can rise rapidly through such measures, an accurate consideration of costs and benefits is necessary. On the one hand, the actual interchanging of species between habitats or populations had to be investigated, on the other hand, best practices for technical solutions had to be found. A small study of vegetation below bridges and in road passages was completed and documented. It shows for example that a bridge height of about 15m may allow the establishment of floodplain trees beneath a bridge.

5. Impact Assessments on relevant Natura 2000 habitats and species

- *Relevant habitats and species as units of the investigation*

In the standard data form for two of the investigated Natura sites, four species and eight habitats with several characteristic species are listed as reason for the site's

protection. The results of mappings and field studies were used to eliminate those habitats which had obviously no occurrence in the investigated area. These were four of the habitats. In a second step, the possible impact on the relevant habitats was assessed. Two species were eliminated by this since the anticipated impact of the road could not be found to have significant influence. There then remained four habitats and two species under consideration.

There are certain goals for preservation dedicated to all of these habitats and species. They are the benchmark for the following impact assessment.

The impact of a project is usually divided into three categories generated by the construction progress, the facility extent and the usage (operation). These may directly or indirectly influence relevant habitats or species.

– *Construction-progress-caused impacts in Natura sites*

In this section there are three main causes. All of them are preliminary, as they end with the completion of the construction: the area used for the construction site (e.g. in floodplain woods), the disturbance of characteristic species by noise from the construction site and the disturbance of habitats by drainage of water away from the construction site.

– *Facility-caused impacts in Natura sites*

More impact results from the road itself. These remain as long as the construction exists. Among these are the area used for the road dam and bridge piers, the change to the habitat under the bridges. Finally the separation effect on species particularly in river-following habitats needs consideration.

– *Operation-caused impacts in Natura sites*

During the operation of the road, the traffic flow and maintenance actions cause impact on neighbouring habitats. The pollutants such as exhaust gas, abrasion substances, chloride remains caused by winter salt spreading are distributed in the environment via water, air or soil paths.

Animal species are disturbed by noise and light emission of the traffic. Those species which cross the road may be hurt by collision.

6. Improvement measures of project-orientated impacts on Natura 2000 habitats and species

There are several techniques for minimising the anticipated impacts. The procedures for assessing and minimising the impact by technical improvement usually go hand in hand. In case of the current work the measures were divided into minimising actions, that were the first technical changes, measures for the limitation of damage, those changes necessary for reducing the impact on the sites, and other advanced measures.

In the following the main measures of these will be mentioned.

The implementation of these measures will be guaranteed by an environmental monitoring programme.

– *Measures for construction-progress-caused impacts in Natura sites*

Improvement measures begin here with the construction process such that neighbouring habitats are protected the use of more gentle construction methods. An attempt should be made to transfer the whole construction site into more insensible areas. Neighbouring habitats should be shielded by impervious fences. Amphibians can be protected by routing fences and passages beneath the road. A further measure is not to clear the site of all trees, but rather to cut them back in a restrained way.

– *Measures for facility-caused impacts in Natura sites*

The impact of the road crossing waters and coherent habitat structures can be reduced by enlarging the bridges. The planned bridge sizes over the main valleys was enlarged to widths of 580 meters and heights of 17 m. These measures should be sufficient for conserving the biological permeability under the bridges, even by providing growth space for smaller trees.

– *Measures for operation-caused impacts in Natura sites*

The building of numerous dams and impervious walls with a height up to 3 m is provided for noise protection and for restraining substance dispersion. There will also be extensive facilities for the collection of polluted water from the road lanes. It will be drained properly, retained, cleared in an environmental friendly way and either be trickled in sedimentation pits or be drained in a controlled and restricted way into neighbouring water.

7. Results of the impact assessment on the Natura sites

As a result of the previous described procedures the Natura site impact assessment proves that all of the preservation goals for the protected habitats and species are not significantly endangered by the road project.

This conclusion however was only reached after planning significant technical improvement.

Those improvements have generally to be developed step by step in cooperation of both road planners and landscape architects.

8. Conclusion and open questions for the discussions

This recent example from Bavaria shows, that there is still a lot of work remaining. A proper impact assessment is necessary in order to collate information on all affected species at the sites.

Even though large amount of data has already been collected, there is still a need for field work and detailed mappings in every individual planning project.

Even though planning and assessment procedures have been theoretically described in many studies, advanced project work shows that there is still a need for structuring the procedure and reworking the existing guidelines as individual project conditions differ considerably.

All in all the Habitats Directive of the European Union is a challenge for all participants in larger planning projects in order to manage the significant methodological demands. The danger is otherwise the projects will appear in court, which may result in a considerably delay in the completion of the project.

The network of Natura 2000 sites is a great chance for common efforts of the European Union to provide for nature protection. It is fundamentally necessary to protect and connect isolated habitats in order to save some endangered species. Our responsibility for preserving the biodiversity requires this.

Many people (especially land users and infrastructure planners) still react in a very reserved manner. Even the designation of Natura sites in Germany was long and full of conflict.

To effect a more positive image for the Natura network assessment methods require improvement in order to produce faster results. It is also necessary to take a holistic view of nature and landscape.

Some remaining questions:

What does it mean, when the Habitats Directive deals only with habitats and species and blends out cultural or aesthetical aspects of the landscape?

May not conflicts occur, if other interest groups for landscape matters (such as consideration of recreation facilities, landscape monuments, cultural features or landscape design) are colliding with it?

Does the European Landscape Convention incorporate these matters in an adequate way?

Workshop 4/ Atelier 4

**Specialist training and public awareness-raising/
La formation des spécialistes
et la sensibilisation du public**

**Chair/
Présidente**

Mireille DECONINCK

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

The skills of training the public for participation in decision-making processes

Peter H. GOODCHILD

Director of the Garden and Landscape Heritage Trust, United Kingdom

Introduction

I would like to begin by examining some of the words that are used in the title of the topic that I have been asked to discuss. If we analyse the title, word by word, and then put it back together again, what actually does it mean?

Skills

The meaning of “*skills*” is clear enough. We can think of them as being practical and mental abilities that are particularly well developed.

Training

The word “*training*” is more ambivalent because it is sometimes used as if it is completely interchangeable with “education”. However, the two words “training” and “education” represent different but related things. One can demonstrate the difference by pointing out that everyone would agree that you can train a fruit tree or a dog, but they would think you were rather eccentric if you tried to educate them. But what is the essential difference between them?

It seems to me that if you train something you are making it or encouraging it to behave in a particular and pre-planned way. With humans, the behaviour that they acquire through training, becomes automatic and they do not need to think very hard, or at all, about it in order to do it. Behaviour that is acquired through training is to a large extent predictable and this can be very valuable in situations and circumstances that follow a regular pattern and are themselves fairly predictable. But if the circumstances become unpredictable or new, the behaviour that is acquired by training might easily prove inadequate, a handicap or even dangerous.

I would suggest that the purpose of education is to nourish and nurture the mind so that it can: (1) be flexible, (2) come to an understanding of the complex nature of life and the interrelationships that operate within it, and (3) make reasoned assessments and judgements about the most appropriate action to take in the prevailing circumstances. Training is an important aid to education. Both need information, knowledge and understanding, but the scope of education is wider.

The public

We then come to the words “*the public*”. How do we interpret this? What is the public? We might say that it is the community that inhabits a particular territory or geographical area and this might be local, regional, national, continental or global in its nature. But when you use the word “the public”, does it include you and the institutions and families to which you belong, or does it mean the communities to which you do not belong. It can, of course be used in both ways, but if used in the sense that excludes you, your family and the institutions to which you belong, it carries with it a problem. The nature of this problem is that this way of seeing the public is a symptom of the de-personalisation or the de-humanising of the concept of the public.

If we take the de-humanised concept of the public and add it to the concept of training (but not education), we have a big problem and it is a problem of which we need to be aware in a world in which the culture of corporatism, as opposed to individual freedom, is having an increasing influence, whether it takes the form of commercial enterprises, formal institutions or governments. Corporatism is often accompanied by mechanistic systems and institutionalisation. This is not part of a manifesto for revolution, but simply a recognition of realities, perhaps eternal realities. The question is how do we establish and sustain a generally acceptable balance between control and freedom. The relevance of this to landscapes is that landscapes are very strongly influenced by the ideas and the processes by which human action is determined.

Participation

The word “*participation*” is clear enough, but what is the nature of the participation? What are the written or unwritten terms, or rules, and who has set them? What are the processes? When and under what circumstances can the public or an individual person participate?

Decision-making processes

Again, the phrase “*decision-making process*” is clear. But which decision-making processes do we mean, and what are they in the context of the landscapes of Europe? To begin to understand the complexity of this topic, all one has to do is to substitute the words “outdoor environments” for “landscape”. One might think that the scope of “outdoor environments” can be reduced by omitting urban and industrialised areas, but in practice this is not very satisfactory because urban and industrialised areas often contain a landscape dimension, or they are part of a wider landscape, or the people who live or work in the urban and industrialised areas value landscapes, wherever they are to be found, and look forward to the times that they can spend in them and enjoy them.

There are also other layers of complexity. For example, decision-making processes operate in numerous different contexts, from the local to the global; from the personal to the institutional and public; from the field of principles and theory to that of practical application.

The subject matter and file of this paper

Keeping in mind what I have already said in this paper and also its title, its subject matter can be described as being *the nature of the abilities and skills that people need to help them participate in the decision-making processes that affect the landscape, and how these skills might be provided.*

Addressing complexity

I have deliberately presented you with an idea of the complexity of the subject. I have done this in order to raise the question of how, in practice, can we address this issue of complexity in the context of Articles 6A (Awareness-Raising) and 6B (Training and Education) of the European Landscape Convention.

The abilities and skills that are needed

At this point, I would like to briefly discuss the question of the nature of the abilities and skills that people need to help them to participate in the decision-making processes that affect landscapes. In general terms these can be described as being the abilities and skills connected with:

- acquiring information, experience, knowledge and understanding of the mental, perceptual and intellectual aspects of landscapes;
- acquiring information, knowledge and understanding of the practical aspects of landscapes including the policy-making, planning, design, management, making and upkeep of them;
- relating ideas and principles to practical action, and vice-versa;
- the assessment of situations and circumstances, and the making of decisions;
- acquiring information, knowledge, understanding, abilities and skills for oneself;
- helping other people to acquire information, knowledge, understanding, abilities and skills.

Clearly awareness-raising, education and training have a very important part to play in the acquiring of information, knowledge, skills, abilities and skills. Different individuals, different communities, different organisations, different situations and different circumstances will require them at different levels. Again we are faced with the question of how to address a very complex issue.

The integrated and holistic approach

One of the keys to dealing with the complexities that are associated with landscapes is to adopt the *Integrated and Holistic approach* to decision-making. In principle, the *Integrated Approach* is based on the idea that individual phenomena (objects, events etc) are, or may be, interconnected and reliant on each other. *The Holistic Approach* aspires to the ideal of being able to appreciate an individual phenomenon not only as an entity in itself but also in terms of it being part of a set of interrelationships that exist between four things. These four things are:

- the entity as a whole;
- its context as a whole;
- the constituent parts of the entity; and
- the constituent parts of the context of the entity.

When these two approaches are brought together, the combination can be referred to as the Integrated and Holistic Approach. The name may be new, but the idea is not. It is, however, an idea that needs to be more widely understood and applied in practice.

Providing an explanation of a concept is only one step towards acquiring it and putting it into practice, and this raises the question of how does one acquire the Integrated and Holistic Approach and become proficient in it? My own experience suggests that the following 5 methods are very helpful and they complement each other.

Method 1: Perhaps the best way to learn about and understand the Integrated and Holistic Approach is to *become very familiar with the history, the character and the circumstances of one particular place* and to continue the process of building up one's knowledge and understanding of it over a long period of time. A very valuable aid in this respect is to prepare a systematic *Site Record*, including a topographical and historical record of the place. Start in a simple way. Make frequent use of the Record for reference purposes, and add to it as more information becomes available.

The general principles that are learnt from an in-depth understanding of one place, can be extremely helpful in coming, more quickly, to an understanding of others. When the nature of the interrelationships that operate at one place are better understood, it becomes much easier to think about others in an integrated and holistic way. It also becomes easier to co-operate with colleagues from other disciplines and professions because one acquires a better understanding of the role that they play.

Method 2: Acquire the habit of taking time to *mentally analyse, synthesise, re-analyse and resynthesise* things (objects, places, events, issues etc). Analysis is the process of breaking things down into their components. Having done this, one can then put the components back together again in the same, a similar or a different way, for example by only using the existing components, or by adding new ones or omitting some of the existing ones. Synthesis is the name of the process of combining, or recombining, components into a whole.

The process of mentally analysing and synthesising can be used as an exercise or game, and it can be applied to almost anything in any situation. For good thinkers, planners, artists, designers and managers it should be a normal and regular skill. One of the situations in which I employ it as an amusement, is to reorganise the furniture and decorative elements of the room in which I am sitting or waiting. Another, when I am in a garden or other outdoor place, is to analyse what I like or dislike, and why, and how I would adjust it. And so on.

Method 3: Another mental process and exercise which is very helpful, is to *look for connections or relationships* between one thing and another. If you think you have found a connection, you must, of course, then question it and test it. Is the connection only in your own mind, does it have wider significance, does it stand up to critical scrutiny, is it useful, etc?

The things between which, one is looking for connections or relationships, may be similar or dissimilar in their nature. If initially they appear to be dissimilar it does not necessarily mean that they have no characteristics in common. Connections and relationships can be of different kinds and strengths. A garden layout, a piece of furniture and a piece of music might be connected by being created at the same time in history, for the same household, and both might show the influence of a particular style of design, such as the Baroque.

There is also the opposite exercise, which is to look for disconnections or discontinuities.

Method 4: Clearly education, training, advice, information and guidance have an important part to play in helping people to acquire and apply the Integrated and Holistic Approach. Here, I would like to stress the contribution that can be made by *participating in Supplementary Education*, in one or more of its forms. This includes the use of Specialist Advisors.

Method 5: *You should use, practice and develop these techniques as often as you can* at whatever level of proficiency you have already achieved. Do it either on your own or with other people. Talk to colleagues. When an opportunity presents itself, talk to others who have experience of the Integrated and Holistic Approach. Take an interest in things that are outside your normal work and routines. Read as widely as you can manage. Be observant wherever you are. Build up your knowledge, understanding and skills gradually or to suit your own pace. One can go on doing this through most of one's life.

Garland, The Garden and Landscape Heritage Trust

I would like to conclude this paper by saying something about how one organisation is helping people to develop the abilities and skills that they need to help them participate

in the decision-making processes that affect the landscape. This organisation is called *GARLAND* or *The Garden and Landscape Heritage Trust*.

Helping people and the public to participate in the decision-making processes relates very closely to the aims of *GARLAND* but *the scope of GARLAND* is wider than this. *GARLAND* specialises in promoting the better understanding, enjoyment and care of outdoor environments. Within this broad subject area it concentrates on landscapes, gardens and the outdoor aspects of places. Its scope includes gardens, horticulture, plants, parks, historic and archaeological sites and settings, cemeteries, public spaces, and rural and urban landscapes and localities. It is particularly interested in the heritage aspects and in the conservation, treatment and use of the resource that this heritage provides. It focuses on the human (or cultural) dimension but it also practices and promotes the integrated and holistic approach by which other dimensions, such as the natural dimension, must be considered and included.

Caring for landscapes, gardens, and the topographical heritage (the heritage of places) is often thought to be a simple activity that does not require high levels of thought and practical skill. All too often places reflect this attitude and so it becomes a self-fulfilling prophecy, or curse, and the results of it become part of the general environment in which people live. Does it matter? *GARLAND*'s answer to this is an emphatic "Yes". This is because this heritage has a very important part to play in sustaining and improving the quality of life (and well-being) not only for humans but also, and of equal importance, for non-human life as well.

A key question is: "How, in practice, are higher levels of awareness, understanding and care to be achieved?" *GARLAND* addresses this question by specialising in "*Supplementary Education*" that has advisory work as a key element. *Supplementary Education* is any form of education, training and awareness-raising that supplements, consolidates and develops what is learnt through the formal educational curricula at schools, colleges and universities. It aims to help people to develop their understanding, abilities and skills, and it can do this at any point in their life. It relies principally on providing relatively short or specific individual inputs. These may take the form of: advisory work, personal tuition; presentations; lectures; seminars; workshops; short courses; conferences; events; displays, exhibitions, guided visits and tours, written comments and reports, traditional and electronic publication, site interpretation, etc. The methods can be used individually or in combination, and they can be selected to suit the requirements of different audiences and circumstances. In all cases special attention is paid to the particular needs of the client and the audience.

GARLAND provides *Supplementary Education* by means of *six main interrelated initiatives* and their associated programmes. *GARLAND* is a young organisation and these initiatives are being built up on a phased basis as resources and opportunities allow. Briefly, the six initiatives are as follows:

- *an Education Service*. There are two main audiences for this, namely the professional sector and the academic. *The professional sector* consists of those who wish to develop their understanding, abilities and skills from a professional point of view. They may already be actively involved with landscapes, gardens and the topographical heritage; they may wish to become involved; or they may wish to know more about them because they are, or they will become, a part of their responsibilities. GARLAND's service can provide Supplementary Education at Mid-Career level and in the context of Continuing Professional Development (CPD). With regard to *the academic sector*, GARLAND is keen to promote the development of its subject area at both undergraduate and postgraduate levels, through taught courses and research;
- *an Advisory Service*. This aims to deliver reliable and high quality information and advice to meet the needs of individual places and particular circumstances;
- *"Topographicon"*. The purpose of this initiative, and service, is to increase and develop the public's awareness and enjoyment of the Topographical Heritage, i.e. the heritage that is connected with places of all kinds. It can do this in different ways; for example by presenting and explaining particular places, localities and territories to the people that live or work in them or visit them. It can also be done through exhibitions on particular aspects of places, landscapes and gardens;
- *the GARLAND Online website*. In addition to having information about GARLAND and its activities, the aim of the website is to provide reliable and high quality information that will help people, in both a personal and a professional capacity, to understand the landscape, garden and topographical heritage, and to enjoy it and care for it. With this in mind, GARLAND proposes to have a glossary and encyclopaedia as part of its website;
- *the GARLAND Research and Publications Programme*. Through this service GARLAND will initiate, undertake and commission research projects, the collection of information, and the production of publications on relevant topics. A current priority is the preparation of "The GARLAND Guidelines" on sustaining the topographical, landscape, park and garden heritage. The online glossary and encyclopaedia is also part of this programme;
- *the GARLAND Association*. The function of the Association is to provide a mechanism through which communication, liaison and coordination can take place between GARLAND, its branches and others who work with it or support it in one way or another.

GARLAND is a not-for-profit company, registered in the UK, and an intending charity.

It welcomes opportunities to work together with others organisations and individuals, and it operates on a UK, a European and a fully international basis.

Raising-awareness of values of space through the process of education – RAVE SPACE, Project within Interreg III B

Polona DEMŠAR MITROVIC

*Ministry of the Environment and Spatial Planning
Spatial Planning Directorate, Slovenia*

RAVE Space project Identity Card

International project RAVE Space has started in spring 2005 within the framework of the Community initiative INTERREG III B CADSES. This program is co-financing transnational projects with positive impacts on sustainable spatial development from the European Regional Development Funds.

There are nine partners from five countries working on a project: from Slovenia (Ministry of the Environment and Spatial Planning; University of Ljubljana, Faculty of Arts, Department of geography; Scientific Research Centre of the Slovenian Academy of Sciences and Arts – Anton Melik Geographical Institute and Ljubljana Urban Institute – LUZ d.d.), Italy (Central European Initiative – Executive Secretariat and University of Trieste – Department of Architectural and Urban Design), Poland (Innowacja Foundation), Serbia and Montenegro (Bureau of Education of Republic of Montenegro), and Greece (Region of Ionian Islands). Ministry of the Environment and Spatial Planning of the Republic of Slovenia is a lead partner of the project which means that it takes a whole responsibility for the management and coordination of a project regarding the content and organisational level of a project. Experts in a field of spatial planning and education are working together on a project and the interaction of these two professions is essential for the implementation and good results of the project. The project will close in December 2007.

Purpose and objectives of a project RAVE Space

The main purpose of the project RAVE Space is to raise the awareness of primary and secondary school pupils about the values of space and the importance of spatial planning for sustainable development. It is significant that young people as future users and managers of space recognise that the space is a limited good and values of space are an important component of quality, healthy and save residence in certain space. Each and every one has to play a role in a process of spatial planning, which is also a remarkable recognition and the wider public should be prepared for a cooperation in a process of decision making in the system of spatial planning.

It is essential that all inhabitants become aware of the content connected with sustainable spatial development systematically in a framework of regular educational process. In order to achieve this purpose, the whole primary and secondary school curricula should be reasonable intertwine with an appropriate content regarding the subject and age level of pupils which will lead into actualisation of lessons and will rise awareness at the same time.

The final objective of the project is to prepare an expert proposal for incorporation of selected content about the values of space and the importance of spatial planning into school curricula on the basis of the results of research and results of a RAVE Space project.

Values of space

There are different activities occurring in space, some may be complementary but more often in contradiction because of the high number of interests in the space. Spatial development of reconciliation is under the competence of profession – spatial planning – on different levels. Any kind of intervention in space should follow the fact that the space is a limited good which should be treated reasonable and above all sustainable if we want to follow the principles of UN definition of sustainable development, which should assure the development that meets the needs of the present without compromising the ability of future generations to meet their own needs.

In order to achieve the goals of sustainable spatial development it is necessary to define values of space in connection with other human values (health, employment, family...).

Value is a principle or criteria which annotates or refuses values of objects. That's why the space is not a value by itself but the subject of our evaluation.

The space is estimated and valued by defined measures or criteria which can be common or individual.

Common measures are formed to be perceived by majority of certain community – these are social values, which should be reestablished or preserved in space.

Individual measures are based on conception of individuals and represent individual values.

The key question is how to bring near those two opponent space values, social (public) and individual (private) one, in such manner to follow the needs of local communities, national and wider goals without prejudicing the life style (residential, working, leisure...) of individuals.

Values of space are the product of human creativeness taking into account the real circumstances which are exceeded at the same time.

Comprehension of values of space on a global level can be summarised as a space which enables citizens of the world not only the better life but also safer and more understanding world. This can be achieved with proper spatial planning and sustainable spatial development.

RAVE space in context with other relevant content and activities

Project is in the framework with education for sustainable development on the international and national level. It is connected to following relevant content and activities:

- UNECE Strategy for Education for Sustainable Development;
- Lisbon strategy;
- The Congress of Local and Regional Authorities – Council of Europe: Resolution, Memorandum, Recommendation;
- Eco-Schools;
- RTPI Network for Education for Sustainable development;
- United Nations Decade of Education for Sustainable Development (2005-2014) / UNESCO Schools;
- “Bristol Accord” – Informal Ministerial Meeting under the EU presidency of Great Britain about sustainable communities.

Taking into consideration all current activities connected with education for sustainable spatial development, the results of the project are universal and wide applicable, in certain parts also serviceable to cover certain activities in earlier mentioned international documents.

Outputs of the project

The methodology for analysis of existing curricula regarding spatial contents was already finished. On the basis of this methodology project partners from all five countries carried out analysis of primary and secondary school curricula in each country trying to define the contents connected to space in different subjects. School teachers were part of this process as well. Findings of these analysis have showed us that spatial contents appears in very different subjects such as geography, sociology, social sciences, chemistry... We only need to concretise the contents and direct it towards practical examples from life.

The international questionnaire for teachers was distributed in all five countries and the results have showed us teacher relation to values of space, the initiation of new contents, readiness for incorporation of this contents into the existing educational process and the need for various teaching tools for the implementation of new or modernised contents.

On the basis of these results teaching tools will be completed (manual for teachers, working sheets, instruction for working with cartographical material, educational TV series about values of space...). In the autumn 2006 seminars for teachers will be carried out about values of space and sustainable spatial development. The strategy of education for sustainable spatial development is in the preparatory phase and will be finished in October 2006.

A very important part of the project is information and publicity activity in order to cover systematically different target groups regarding the activities and results of the project. The brochure, posters and web side were already produced: www.rave-space.org.

The political level (decision-makers) is informed and included into the project in order to assure that the project results will be really used in practical school work. This is one of the most important steps in the implementation of project results.

The strategy of spatial education in the context of the education for sustainable development: the RAVE Space project and related activities

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Starting points

The ministry of the environment and spatial planning of the Republic of Slovenia is a lead partner in an internationally based project “Raising Awareness of Values of Space through the Process of Education” (RAVE Space in the following text; www.rave-space.org), which focuses on finding new possibilities for teaching about spatial values in elementary and middle schools. The project can be understood as a reaction to the growing public need for specific knowledge that could be substantial for successful cooperation in decision-making as it is recognised in different processes of spatial planning. We are dealing with practical topics that concern the basic functioning of the society, the environment and our place in it as individuals. Though the problems, perceived by the user groups are different than the ones dealt with by the professionals, they are just as important.

Spatial planning in developed countries is apart from the legal grounds, well educated professionals and the quality of practice, also increasingly depending on the public opinion. A high standard in public awareness of spatial values can be achieved through the state of the physical space, people’s habits of use, spatial values and respecting the restrictions and obligations, set by the process of spatial planning. The image of landscapes and cities, that we value and perceive as idealistic, are a result of respecting and understanding some basic rules for the use of the physical space, set by the society. A general spatial culture of a nation is therefore a combination of several factors – the attitude towards the physical space, the past and present spatial policies, the legal background and the quality of practical work. The way we use space in the everyday life is of such importance, that most modern recommended actions for managing space are based on including users in the process of planning, from the first conceptual ideas to the implementation, regeneration and maintenance (Tibbalds, 1992).

In the past it has been proven through practice, that participation directly positively influences the quality of planning processes, managing and using space in many aspects. Many schools throughout Europe and United States have already introduced the issues dealing with managing physical space, architecture, urbanism, cultural

heritage and values of nature into mandatory educational programmes. In Slovenia, an increase in public interest concerning spatial interventions and developmental measures has been noticed in the last decade. Evidently there is an existing general public interest to be involved and properly informed about the projects in progress as well as influencing the changes made in the existing spatial forms. The need for a systematic educational plan about managing the physical space is present (Simoneti, 2004) and RAVE Space project is being implemented in the current circumstances, that support its ideas.

Education for sustainable development

There is another sustainable development education scheme in progress, initiated by United Nations (United Nations, 2005: resolution 57/254), that is warmly welcomed by all professionals dealing with the physical space. The overall goal of Decade of education for Sustainable Development is to make the vast majority of people aware of how limited developmental sources really are and how important it is to find balanced compromises between individual interests and the general goals of the whole society. That usually means giving up the plans, sources and existing praxes, which do not comply with the principles for sustainable development. Development and progress in general therefore directly depend on the awareness of the global society, which will have to become more skilled in understanding the physical space and the environment as a limited source. That should, ironically, be the hardest task for the most developed countries.

Sustainable development respects the mutual dependencies and cooperation between people and the environment, spatial development and the environment, amongst people ourselves and most importantly, it always tries to find the right balance between the nature and the man. The ability to correlate various different facts and finding new and inventive solutions are in the opinion of many speakers for sustainable development, more important than possessing individual one-sided knowledge and eventually, people will have to learn to acknowledge and responsibly accept the role we play in all the mentioned processes. In order to achieve this ideal and necessary state of mind, the main aim of the education for sustainable development has to be encouraging the complex cognitive abilities in people and eventually forming developmentally responsible individuals. Most authors agree that the success of sustainable development directly depends on every member of the global society, who should daily make the right decisions about developmental sources and the common interests of the society. The general idea is to find new possibilities for interdisciplinary linkage and using outer sources of knowledge rather than forming a new subject in the curriculum (Marentič Požarnik 2005, Manual for School 2004).

Therefore, “a sustainable school” can not afford to teach the principles of sustainable development in a classroom. The process of learning has to be strongly linked with everyday actions of pupils, which means educating through simulating real-life situations,

that offer a versatile and dynamic way of learning to both students and teachers involved. A school has to stand as an example to students, it has to show that every one of them matters and can make a difference by following some simple basic aims:

- be healthy,
- be safe,
- enjoy and thrive,
- be positive,
- be a success.

Sustainable aims should be accepted by schools in their own initiatives, but need the support of professional institutions, that encourage new methods of teaching and can provide them with the necessary knowledge and tools.

Dealing with spatial management in schools

We believe that spatial management offers the perfect conditions for practical learning and studying cases of sustainable development. At the bottom line, all development is more or less carefully planned and affects the environment in one way or another. Especially spatial planning is the activity that connects different professionals and users and always has to look for the best compromise between the interests of development and the physical space, the environment and the society. With its project approach and linkage to the broader systems of management, it tries to find the most sustainable solutions from the very beginning. The various possibilities for gaining practical knowledge of dealing with physical space, can be implemented in any school and as the possible projects and exercises are unique and interesting for all those involved, they can reach unexpected extensions of their own. This can prove to be a bit of a challenge for the teachers or supervisors involved, but it is guaranteed to pay off with giving them fresh new valuable experiences. The difference between learning about the spatial planning and planning the spaces for learning has to be made clear, although planning spaces for learning can be made a part of the process of learning about spatial planning.

The knowledge about physical space management can be gained mostly through learning the characteristics and topics of spatial planning and is also related to geography, environment, design, history, local society and the democratic decision-making processes. In this sense spatial planning connects the social, economic and environmental issues and can be used as a support to teach the seven key concept of sustainable development, which are:

- interdependence – understanding how people, the environment and the economy are linked at all levels from local to global;
- citizenship and stewardship – recognising the importance of taking individual responsibility and action to ensure the world is a better place;

- needs and rights of future generations – understanding how our own basic needs and the implications for the needs of future generations of actions taken today;
- diversity – respecting and valuing both human diversity – cultural, social and economic – and biodiversity;
- quality of life – acknowledging that global equity and justice are essential elements of sustainability and that basic needs must be met universally;
- sustainable change – understanding that resources are finite and that this has implications for people’s lifestyles, and for commerce and industry;
- uncertainty and precaution – acknowledging that there is a range of possible approaches to sustainability and that situations are constantly changing, indicating a need for flexibility and lifelong learning.

According to sources, many of the concepts have already been incorporated in the educational programme and various projects. Model cases from the abroad encourage project-based interdisciplinary approaches, that can be incorporated in the educational programmes as well as implemented in additional after-school activities.

Project RAVE Space should be a good opportunity for developing a Slovene national strategy for spatial education, which can be offered to responsible and open-minded schools together with different innovative teaching tools.

Educational strategy

The strategy of education, proposed by RAVE Space project, generally aims at elementary and middle school pupils and is in the process of making; though some interesting details have already been defined. One of these is that the strategy will not propose a new subject in the school curriculum. Several experiences show that entering the mandatory curriculum should be treated most carefully and with a certain level of doubt. Two major aims are followed as guidelines when defining the solutions for strategy’s recommendations for implementation.

First of all, there is a very strong attempt to successfully introduce spatial subjects to the educational systems, it is believed to be of great importance for the future development of the society and its individuals. In this sense we try to gradually introduce these new topics by encouraging pupils and persistent progress evaluation. The idea is to specify a basic minimal programme, which should be put in practice and is expected to slowly help gain the necessary trust in new experiences that the programme brings. Encouraging feedback and interest can be achieved through offering a good quality package, that includes projects, programmes, help service etc as well as a financial support for implementing the new methods and testing their own initiatives. As some space-related issues are already being taught in schools, it is especially important to use the existing work and introduce it in new contexts and relations, that would enable new and innovative approaches.

The second important aim is that this new information should reach the children as well as adults simultaneously. Mere focusing on one generation can by the opinion of many professionals never produce the expected results. Therefore teachers, parents and other adults also have to be thoroughly prepared for the new ways of teaching and introducing spatial matters into discussions. What they do and how they live is an example to the younger generations and is therefore crucial for a child's evaluation of the new knowledge they learned in school. One bad experience, that shows school teaches different actions than those, observed in real life situations, can be enough to lose trust in participation in the process of spatial management or responsible ways of using space.

Another fact that has been proven through research is that the certain evolution of work techniques of teaching in schools is slowly approaching the methods, introduced for teaching about spatial values, managing space and related subjects. Not only is out-of-classroom teaching approach becoming more important than ever, there is also interdisciplinary subject-combining practice and inter-generational cooperation present. Planning the open school surroundings for learning is a common practice in modern schools. Our strategy incorporates all above mentioned as good base points for a development of good future practice.

The strategy is based on a basic list of actions, that are implemented in different levels and are commonly acknowledged as practical and applicable. The main proposal of the strategy will include definitions of characteristics of education for spatial values and planning and will relate them to the implementation in schools as well as promote the new knowledge to different interested groups of adults.

When preparing a strategy for different countries, some basic specific needs have to be taken in consideration for each one of them. The result will however be a universal framework, used as a helpful tool to all countries in process of making national strategies. The following facts will be considered in the making of the basic framework:

- specific characteristics and needs of the society in question;
- realistic goals have to be defines;
- all actions have to be put in a time frame;
- a support for implementing the minimal programme has to be assured;
- personal initiatives of individual schools and teachers have to be encouraged and supported;
- existing programmes in progress have to be included;
- parents have to be included as an important factor in the process of education;
- the outcome has to be evaluated and reported/published.

Our aim is to propose a basic framework, that will enable a mutual implementation of the educational programme. The national support and demands for the minimal expected actions has to be implemented on the top-down principle and bottom-up enabling schools and initiatives to try out all the possibilities given by the strategy.

This strategy will be used to address the responsible authorities to make the decisions about implementing its aims and to assure a long-term and effective process of disseminating information, guidance and financial support. The decision to enter the formal educational system is appropriately supported with research outcomes, that confirm the existing need for education about the values of space and the knowledge, that is crucial for proper use of space and making developmental decisions. All the materials will also be introduced to a chosen group of teachers and a summary of their thoughts on the value usefulness and possible effects on their work, will be added to the final outcome of the project.

Conclusion

How and to what extent the proposals of the professionals are understood by the users, is of great importance for the process of achieving the much needed changes in the physical space and in the people's relation to landscapes. It is unrealistic to expect the users to change their values towards the use of space for as long as planners and other related professionals continue to use one-way communication principle and as long as technical language remains the privilege of a minority. Contemporary spatial planning is no more possible without a responsible group of users, that demand quality of the solutions to spatial problems.

The differences between different groups of users can be perceived through their attitude towards physical space and the environment, and can only be alleviated through proper education. Spatial planners and related professionals will gradually increase the transparency and will start including public participation of planning processes. These changes will however only be fully beneficial when users gain the necessary knowledge to help them re-evaluate their value systems and thinking patterns regarding spatial matters.

The current state in Slovenia evidently needs a new educational scheme, that would "incorporate the necessary knowledge, needed for successful participation in planning processes, in the educational system and define the target educational programmes for raising spatial awareness and prepare the users for an active and responsible participation in the system of spatial management" (Simoneti, 2004). The strategy of spatial education is slowly forming in the project RAVE Space and its value is expanding in new directions due to its connection with the education for sustainable development. Spatial education in its broad sense of educating the vast majority of people to be able to successfully participate in discussions concerning future developments has become a necessity, that is recognised by decision-makers,

politics and the public, which is normally not involved with the processes of managing space.

Although RAVE Space project focuses on education in elementary and middle schools, the outcomes are planned to be complex enough to form a basis for a wholesome spatial planning educational scheme. It will form connections with other existing programmes and activities, initiated by the ministry of the environment and spatial planning of the Republic of Slovenia, educational institutions and other non-governmental organisations. When United Nations' Decade of Education for sustainable education was being launched, the RAVE Space project has already been announced. The decision to prepare an educational strategy has proven to correlate with the aims of the mentioned international initiative. Therefore, we expect spatial education to gain the proper support for implementation under the cover of the strategy of education for sustainable development.

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Activities of the Slovenian Association of Landscape Architects in education and professional public awareness-raising, and presentation of the project “We are making our Landscape”

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A short presentation of the Association and its activities

Slovenian Association of Landscape Architects (SALA) is a professional association of landscape architects. It was founded in 1992 and belongs to the group of smaller professional associations operating as a non-governmental organisation. Although landscape architects form a comparatively small social group, we respond to developments in the physical space and social changes impacting the landscape in a perceptive and creative, critical and sometimes polemic manner. We typically cooperate with related organisations in the search for methods for efficient intervention on planning and living practices. In course of the 14 year long operation of the association, we organised a series of national and international conferences, which were always documented in a thematic publication. In a relatively short operation period we have managed to organise 11 professional conferences addressing various topics of interest accompanied by publications, a survey exhibition of SALA members’ works – “Writings in the Landscape”, and set up an educational and awareness-raising project which met with a wide response from the public – the project “We are Making our Landscape”.

Main activities carried out in the Slovenian Association of Landscape Architects

Professional conferences and publications:

The Profession at Present (Lendava, 1994)

Landscape Degradation (Topolšica, 1995)

Planning Open Space in Urban Environments (Ljubljana, 1996)

Environmental Impact Assessment as a Planning Tool in the Protection of the Environment (Ljubljana, 1997)

Water – Use, Protection, Design (Čatež, 1998)

Cultural Landscape and Development and Conservation Dynamics (Portorož, 1999)

Nature in the City / between Planned and Spontaneous (Ljubljana, 2000)

The Ethics of Spatial Planning (Rogaška Slatina, 2001)

Globalscape – Landscape Planning in the Era of Globalisation (Portorož, 2002)

Landscape Architecture Today and Tomorrow (Ljubljana, 2004)

Professional bases (Ljubljana, 2005)

Survey exhibition of DKAS members' works:

Writings in the Landscape (Ljubljana, 2004)

Educational and awareness-raising project for the public:

"We are Making our Landscape" (Ljubljana, October 2004- May 2005)

Presentation of the project "We are making our Landscape"

The purpose of the project "We are making our Landscape" was to disseminate knowledge about the landscape to the general public, and especially to present better the Slovenian landscapes.

We, in the Slovenian Association of Landscape Architects, have begun to realise that, in the field of our profession, much has been done in the interest of landscape research, assessment and spatial planning. On the contrary, very little has been done in the field of education and raising public awareness on the importance of landscapes in Slovenia. This led us at the Association to set up, in 2004/2005, the educational and awareness-raising project "We are Making our Landscape", which consisted of several activities and events.

The project aimed to stimulate children and adults to observe the landscape in everyday environment and to perceive the landscape qualities in order to raise awareness of the public for the environment, space and landscape in the earliest age possible. The project focused on education of the pedagogues, mentor teachers, children and their parents, as well as the general public. With the suggestive title "*We are Making our Landscape*" we tried to point out the idea that all of us who live in a certain environment, with our attitude and the way of living, have influence on the state of the landscape and the space, and thus take part in the creation of our everyday environment.

The awareness of the importance and values of landscape should become a common sense and, consequently, a criterion for interventions in the physical space and for the relationship of individuals with the physical space. All this in accordance with the latest achievements in the field and with the objectives of the European Landscape Convention that entered into force in Slovenia in March 2004.

Reasons for the implementation of the project

Development has its impact on the appearance of physical space and the transformation of landscapes. We can not stop the modification of landscapes. Changes in landscapes must be faced in a conscientious and creative manner. Familiarity of the professionals and public in general with our landscapes is crucial for a creative management and planning of the Slovenian landscapes. The visual character of the landscapes depends on the images that the society has of the landscape, which also influences the way we deal with the landscape. The quality of the space and the living environment we are

to make depends to a great extent on the development processes, as well as on the individuals and their willingness to make decisions about the future development of the physical space and about the destiny of our landscape heritage.

With this project, we wanted to promote the perception of children and adults of their every day environment and the awareness of landscape quality, and thus develop an informed relationship of the public to the environment, physical space and landscape from the youngest age.

Activities and events in the framework of the “We are making our landscape” project

The duration of the project was from October 2004 to May 2005, and it comprised several activities and events, such as:

- a series of posters “Slovenian Landscapes” was published in October 2004;
- a seminar with a workshop to inform teachers about the project took place in November 2004;
- a publication on the presentation workshop was issued in November 2004;
- a competition for art and photographic works started in December 2004;
- the competition was closed and the best works selected in May 2005;
- exhibition of the selected works and a ceremony with presentation of awards and presents to the best participants was organised in 27th May 2005;
- publishing of a brochure of the project “We are making our landscape”, exhibition and presentation of the project at the international conference “Landscape and Society”, Ljubljana, May 11-12, 2006.

The project was implemented by the Slovenian Association of Landscape Architects in cooperation with the Department of Landscape Architecture of the Biotechnical Faculty of the University of Ljubljana, and with the financial support of the Ministry of the Environment and Spatial Planning and various sponsors.

Presentation of activities and events within the framework of the project “We are making our landscape”.

Publication of a series of 5 posters – Slovenian Landscapes (October, 2004)

The concept of a series of five posters was based on a research project “Regional Distribution of Landscape Types in Slovenia” (1998), which defines five landscape regions in Slovenia. Each poster presents one of the landscape regions with the most characteristic photographs of the landscape types. The photographs are accompanied by a short description of the landscape type, and each poster contains a detailed explanation of terms landscape, Slovene cultural landscape and outstanding landscape. The posters are meant to contribute to the familiarisation with Slovene landscapes and basic definitions of landscapes. The series of five posters was published in the edition of 500 copies each.

A seminar with a workshop to inform teachers about the project took place in November 2004

A seminar accompanied by a presentation workshop for primary school teachers, kindergarten teachers, and all the others interested in landscape management was held in Ljubljana. The workshop was attended by 50 participants, mainly primary school teachers. The workshop focused on the creation of the notion of landscape, of the role of the landscape architect in the society, as well as on how to perceive, analyse and shape the landscape. The participants took active part in discussing the presented topics, and gave several interesting suggestions on additional methods of knowledge dissemination.

A publication on the presentation workshop was issued in November 2004

The Publication for the carrying out of the workshop in the framework of “We are Making our Landscape” project was prepared, intended for the general public and, mainly, for mentors, such as teachers, educators and parents, to be used as a teaching tool for the subjects related to natural sciences, environment and art classes in primary schools and kindergartens.

The Publication contains the presentation of the project “We are making our landscape”, a definition of the term “landscape”, presentation of the European Landscape Convention, presentation of the project “Regional Distribution of Landscape Types in Slovenia”, definition of the natural and cultural landscape, perception of the landscape, experience values of the landscape, landscape analysis on the case of Radensko polje and landscape representation. The Publication was issued in the edition of 150 copies and is still available at the Slovenian Association of Landscape Architects.

A competition for art and photographic works was announced on the SALA web site and in the media, and was sent to all primary schools and kindergartens of Slovenia in November and December 2004

The competition for art and photographic works in the field of landscape management was of educational and awareness-raising nature, and was aimed at children between the ages of four and fifteen. It was based on the observation of the landscape we live in, and on the representation of its characteristic images through art and photography. Children were asked to capture individual situations in the landscape, or individual characteristic landscape elements.

The children were divided into the following age groups:

- Group A: ages 4 to 6;
- Group B: ages 7 to 10; and
- Group C: ages 11 to 15.

Closure of the competition, selection of the best works and awards in May 2005

The competition was attended by 90 primary schools and 43 kindergartens. Submitted were 1029 art and photographic works including 797 drawings and paintings, 22 models and 210 photographs.

The works were divided into the following categories by age group and technique:

		<i>Arts</i>	<i>Photographs</i>	<i>Models</i>
A	ages 4-6	343	37	7
B	ages 7-10	258	15	5
C	ages 11- 15	196	158	9
	Total	797	210	22

The motifs were mainly natural and cultural landscapes, city and urban landscapes, landscape patterns that were presented also in an abstract manner, children and school playgrounds, private gardens, individual landscape elements (trees, flowers, houses, hayracks, mills), and of course, people and animals as landscape components.

The panel of experts was composed of 10 persons, representing the Department for Landscape of the University of Ljubljana, and landscape architects, members of SALA. The selection criteria were creativity, innovativeness, readability, the message conveyed, composition (proportions, hierarchy, rhythm, contrast, accents, articulation of structural elements).

Awarded were 95 children, namely 63 for individual works, 19 for the group works and 13 special awards for groups. The latter were given to groups and mentor teachers for the outstanding works, unity of the group works, innovative work methods, and sometimes for the comprehensive presentation of the method by the group as a project.

Awards were sponsored by the national and local authorities, museums, publishers, bookshops, horticulture firms and firms dealing with landscape planning.

All the awardees received an additional award – a free visit to Gorenjska Museum in Kranj with presentation of the award certificate; besides, in addition to recognitions and awards, they received a series of five posters *Slovenian Landscapes* from Slovenian Association of Landscape Architects.

Exhibition of the best works and the ceremony of awards presentation to the best participants at the Technical Museum of Slovenia at Bistra; May 27, 2005

More than 200 people participated at the opening of the exhibition and the award ceremony for the best works – awarded children, teachers and parents. Upon conclusion

of the ceremony, the host, i.e. the Technical Museum of Slovenia, offered a free guided tour of the permanent collections of the museum. The exhibition lasted from May 2005 till February 2006 in the Technical Museum of Slovenia.

Publishing of a brochure and presentation of the project at the international conference “Landscape and Society”, Ljubljana, May 11-12, 2006

The project “We are making our landscape” was presented on the occasion of the international conference “Landscape and Society”, Ljubljana, May 11-12, 2006 dedicated to the implementation of the European Landscape Convention in Slovenia. An exhibition of the best works was organised at the Ljubljana Castle during the conference. Also, a brochure about the project and especially about its results was published.

more information: www.dkas.si

Paysage et changement : vers un nouveau modèle de gouvernance dans les politiques du paysage

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1. Le paysage : d'objet culturel à problème social

Dans d'autres de nos interventions³⁹ nous avons eu le soin de souligner comment, à partir de la révolution industrielle et plus particulièrement après la seconde guerre mondiale, les groupes sociaux qui ont eut le contrôle des ressources énergétiques et des technologies modernes ainsi que des ressources économiques considérables, ont déterminé des transformations quali-quantitatives des paysages de la terre, en des termes relativement brefs, comme jamais cela n'était arrivé jusqu'ici dans l'histoire de l'humanité.

A tout cela on doit ajouter que les détenteurs de tels moyens ont été en mesure de procéder même au contrôle des moyens normatifs, sauf à de rares exceptions, que la politique même a parfois adopté pour la gestion des ressources du territoire. Les changements imprévus, déterminés sur le territoire ont provoqué dans le cours des trente dernières années, une prise de conscience sur la vulnérabilité des paysages.

Je retiens que l'élaboration même de la Convention européenne du paysage s'insère dans un plus vaste débat culturel, et que de quelque manière qu'il se soit produit, c'est par là que ce débat s'est développé dans la communauté scientifique, dans la société civile, dans les mouvements écologistes, en ce qui concerne les transformations du cadre de vie et des paysages.

Le paysage qui en Europe était un objet culturel parmi tant d'autres est devenu ainsi un problème social.

Les déstructurations, souvent destructions des paysages, presque jamais accompagnées d'une recomposition de qualité ont développé et même accentué, toujours plus, un sens de préoccupation face à de tels changements et ont progressivement engendré la conscience que la qualité des paysages est en étroite corrélation avec la qualité de la vie et la perception que les populations ont de cette qualité.

En ce sens, la Convention européenne du paysage, en ne limitant pas sa sphère conceptuelle aux paysages d'excellence, met en étroite corrélation la qualité des

39. Voir Felice Spingola, *La dimension sociale et participative dans la création des paysages*, in : *Premio Mediterraneo del Paesaggio*, Ed. : Junta de Andalucía, Espagne ; Région Languedoc-Roussillon, France ; Région Toscane, Italie, Séville 2000.

paysages et la qualité de la vie, ainsi que le bien-être des citoyens⁴⁰. Elle formule même la nécessité de ré-attribuer de nouvelles valeurs aux paysages dans les conditions sociales et économiques actuelles.

Il est évident que ces réflexions se réfèrent surtout à l'évolution historique du paysage méditerranéen et à l'origine des changements ainsi qu'aux modalités par lesquelles ils se sont produits, aux acteurs de ce changement ; au comment aujourd'hui les sujets localement intéressés peuvent re/devenir les protagonistes de la gestion de leur propre territoire et au pourquoi ceci constitue un processus absolument inévitable pour une réconciliation des hommes avec leurs territoires⁴¹.

2. Les nouvelles « valeurs » des paysages

Dans le contexte spécifique de la Méditerranée, le paysage est le résultat de l'action des sociétés humaines qui durant les millénaires se sont développées dans cette région⁴² ; une épopée humaine faite de rencontres entre cultures diverses, de croisements continus, jamais finis, dans un environnement donné, où la variation des niches écologiques et l'énorme diversité de flore, faune, ressources hydriques et géomorphologiques ont permis une extraordinaire interdépendance hommes/ressources.

Le paysage méditerranéen est tout cela : c'est un livre à feuilleter, ce sont des archives de la mémoire collective à préserver et valoriser pour notre bien-être et pour les sociétés futures et ceci ne pourra advenir sans sauvegarder les cultures qui l'ont produits.

En absence d'une telle connaissance diffuse du paysage et d'une perception sociale du paysage, nous assistons aux changements, souvent produits de bonne foi, avec une absence de connaissance adéquate, qui est à l'origine des phénomènes de banalisation et/ou homogénéisation des paysages qui, vu la vastitude du phénomène, ne sont plus ultérieurement tolérables.

La casualité, que l'on présume être seulement en nature, nous la retrouvons dans beaucoup d'interventions projetées en absence de contrôles et surtout d'interactions

40. Pendant les années 70 du 19^e siècle, se sont développé, surtout dans les pays industrialisés, des associations environnementales portant sur la sauvegarde de *paysages d'excellence*, à travers différentes formes de tutelle : parcs nationaux, réserves intégrales, etc. Celles-ci sont le produit du débat culturel et politique de ces années, aujourd'hui dépassé par la Convention européenne du paysage qui assume tous territoires en tant que *paysages* ; il s'agit d'un tournant culturel qui aura des retombées sur les politiques paysagères en Europe et au-delà.

41. Nous avons employé le pluriel exprès car – pas l'homme mais les hommes habitent cette planète. La pluralité est la loi de la Terre -, H. Arendt, 1987.

42. En limitant les considérations à l'Italie, mais qui valent pour le restant des pays de la Méditerranée, ce qu'écrivait Prezzolini nous semble significatif : « *L'Italie offre une grande variété de paysage, d'hommes, de souvenirs, de coutumes et de langages – dix kilomètres en Italie permettent une majeure diversité de rencontres que cent kilomètres dans les Etats-Unis* », dans *La cultura italiana* (1930).

avec tous les sujets intéressés soient-ils dans la phase d'élaboration que dans celle de l'intervention avec des résultats souvent même désastreux sur les paysages et donc sur le bien-être des populations.

Les valeurs du paysage sont à l'origine des relations que les personnes établissent quotidiennement entre elles, leur cadre de vie et leur partage social. Dans chaque contexte paysager, nombreuses sont les valeurs traditionnelles qui définissent les paysages, mais ils en existent beaucoup d'autres urgentes en considération des changements d'époque qui ont intéressé les cultures, l'économie, les sociétés, les territoires dans des temps à nous relativement proches.

Il est clair donc qu'au paysage, on associe des valeurs qui ont à faire avec la complexité de notre réalité et de nos sociétés et il est aussi évident que beaucoup de facteurs concourent à la définition des nouvelles valeurs du paysage dues aux continues et toujours changeantes relations humaines sur le territoire.

Une relation plus articulée entre les différents facteurs qui interagissent sur les changements des paysages – économie, culture, gestion des ressources naturelles et culturelles... – dans la perspective d'un partage d'un nombre considérable de valeurs, de comportements et de moyens porteront à une majeure conscience de l'agir social dans son propre cadre de vie.

Mais face aux changements souvent imprévus de notre époque et pas toujours faciles, un agir orienté au paysage nous oblige à réfléchir sur les comportements que nous voulons atteindre, sur les méthodologies à suivre, sur les moyens nécessaires pour rejoindre les objectifs le plus possibles partagés en matière de paysage : plus simplement comment et avec quels moyens appliquer la Convention européenne du paysage.

3. Participation, perception sociale et moyens innovateurs pour la gestion du paysage

Développer une méthodologie et des moyens satisfaisants capables de prendre en compte l'étude du paysage, son partage social et l'expérimentation dans la construction de nouveaux paysages constitue un défi qui ne se limite pas seulement à la capacité d'analyse et de réflexion théorique mais surtout à la transmission des valeurs de nos paysages. Tout ceci implique un travail d'étude et recherche dans les contextes locaux, une synergie entre les savoirs scientifiques et les savoirs traditionnels, la constitution en réseau de ces expériences pour une plus vaste et plus efficace socialisation.

Lorsque nous parlons de participation, nous courons le risque d'en bureaucratiser le concept et la pratique : nombreuses à ce propos, ont été et sont les expériences négatives réalisées au cours des dernières quarante années en Europe et spécialement en Italie.

Pour la Convention européenne du paysage le *paysage* « désigne une 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 ». Une telle définition nous oblige donc tous à ne pas faire abstraction de l'implication des sujets intéressés dans l'identification des politiques paysagères et dans leur réalisation. Le paysage considéré par la Convention comme phénomène très complexe exprime une double relation entre la perception et les lieux : relations entre homme/nature/société et relations qui se développent entre ces phénomènes et la perception humaine, avec une conséquente reconnaissance de valeurs, de significations, de mémoire, de symbolique qui appartiennent au paysage en soi.

Dans tous les cas les protagonistes ont été et seront les populations locales, les administrateurs, les sujets qui à titres différents sont les décideurs ou acteurs dans la construction du paysage.

La Convention attribue à la participation des populations intéressées un rôle central au processus décisionnel. Elle sanctionne et formule la fin d'un modèle décisionnel de type technocratique et *top-down* et pose les bases pour les responsabilisations, à différents niveaux, des acteurs sociaux dans la définition et dans la mise en œuvre des politiques du paysage.

Une telle approche des politiques du paysage constitue un mode radicalement innovateur et met surtout en crise les approches autoritaires à la gestion des territoires et de leurs ressources naturelles et culturelles, il force les urbanistes et les administrateurs locaux à expérimenter des solutions innovatrices qui trouve dans la collaboration avec la société civile leur élément fondamental.

Une telle approche tire son origine aussi de la prise d'acte des limites des politiques paysagères en Italie, et pas seulement, et du cadre normatif sur lequel il se soutient. Malgré que le paysage soit en Italie protégé même par « le papier constitutionnel » ainsi que d'une série de lois, cela n'a pas rendu service ni a permis d'en arrêter la dégradation.

Un autre élément en faveur de la participation des citoyens et de tous les sujets concernés aux politiques paysagères est constitué du manque de légitimation à des politiques basés sur des moyens traditionnels au moment où on doit construire le consentement autour de choix difficiles : il suffit de se rappeler des conflits engendrés en Italie par les grandes œuvres publiques tel le pont sur le détroit de Messine, le train à grande vitesse entre France et Italie ou le stockage des scories radioactives dans la Commune de Scanzano.

Evidemment même d'autres considérations jouent en faveur de l'implication de la société civile dans la réalisation des politiques du paysage comme par exemple le fait que le procès décisionnel traditionnel, basé sur le rôle souverain de l'administration publique, s'est révélée incapable de décider et surtout de contrôler le processus

décisionnel puisque il n'a pas permis l'accès à des informations locales cruciales dans la définition des choix et même parce que, cette approche bureaucratique, engendre des conflits qui se sont révélés extrêmement coûteux pour le budget public.

La participation de la société civile aux processus décisionnel et aux politiques du paysage en particulier, est maintenant reconnue comme étant indispensable pour la réussite des interventions, des projets, des décisions de la part d'un grand nombre faisant partie de la communauté scientifique et même de la part du monde politique, telle participation est vue désormais comme une alternative aux faillites de l'approche économiste et étatique.

La participation, est par contre un concept duquel on abuse trop souvent et que chacun définit et pratique selon ses propres avantages, bien souvent beaucoup plus pour apprivoiser les conflits que pour impliquer dans les processus décisionnels les sujets intéressés.

Selon nous, dans le cadre de l'application de la Convention européenne du paysage, il n'y a pas de raccourci praticable ou de ruses à caractère bureaucratique dans le choix de l'approche participative aux pouvoirs décisionnels sur les politiques du paysage : la participation implique la cession du pouvoir décisionnel de la part de l'administration publique et des technocrates à travers la constitution d'institutions innovatrices capables d'un « gouvernement partagé » du paysage.

Un véritable saut de qualité est donc utile à l'administration publique dans le gouvernement de la complexité telle celle inhérente au paysage, économiquement valable et avec des retombées culturelles dans l'attribution de nouvelles valeurs pour le cadre de vie des populations.

La participation oppose donc le concept de *gouvernance*, qui implique une action collective dans tous les processus décisionnels, à celui de *gouvernement*, qui veut l'état porteur de valeurs universelles et collectives en banalisant le complexe système de relations qu'il doit avoir avec la société civile dans un état démocratique moderne qui fait de la diversité – culturelle, ethnique, naturelle... – un élément de force. Certes la question de l'approche participative mériterait d'être mieux approfondie, beaucoup plus de ce qui m'est permis ici, mais je crois de toute façon que l'ouverture d'un débat sur ce point serait important pour le futur de l'application de la Convention.

3.2. Perception sociale

La spécificité du paysage comporte la détermination de modalités appropriées pour développer une participation en fonction paysagère des différents sujets intéressés dans les différents aspects concernés dans les divers contextes territoriaux. La « perception sociale du paysage » a été par nous utilisée dans plusieurs occasions, et elle est toujours utilisée dans la mise en œuvre du Projet Archimède concernant les paysages

de l'eau, qui implique de nombreux partenaires du bassin de la Méditerranée⁴³, avec comme particularité d'être un *projet en progrès*, capable de permettre une lecture de la relation Environnement/Nature/Société dans un contexte déterminé espace/temporel, de la part d'une soi-disant population qui y vit dans son acception beaucoup plus vaste que celle de résident, temporaire (par exemple les touristes), répandue... ; d'ailleurs n'est-ce pas la Convention européenne du paysage qui affirme que le paysage existe puisque « perçu par les populations » ?

Il est clair que dans « un agir paysager » de la part de n'importe qui – communauté scientifique, administrateurs, mouvements écologistes, etc.... – il est nécessaire de se poser la question du comment se rapporter à la perception que les populations ont du paysage ; se poser le problème de ce que nous définissons « perception sociale du paysage ».

Pour faire cela, il sera nécessaire de mettre au point et de préciser les modalités d'études et d'observations, d'enquête directe (elle-même participative), de relever et d'annoter toutes sortes d'expériences qui conduisent à l'attribution de nouvelles valeurs et à la construction de nouveaux paysages grâce aux nouveaux paramètres de la créativité participative et relative au projet en question.

La perception sociale constitue, ainsi comme le paysage, une modalité dynamique dans une approche holistique aux problèmes déterminés des modifications de leur propre cadre de vie et par conséquent il demande des instruments en mesure d'étudier et d'interpréter les changements intervenus et ceux en acte dans un contexte territorial déterminé – historique, économique et social – en permettant, surtout dans des activités expérimentales, une synergie entre des savoirs locaux/traditionnels et des savoirs scientifiques.

La perception sociale du paysage, comme il en résulte des expériences menées jusqu'ici, doit s'entendre comme un procès d'apprentissage en progrès qui implique tous les sujets intéressés et permet ainsi même la construction d'un véritable « projet paysager participatif » capable de promouvoir la transformation et la promotion culturelle, économique et sociale des populations (le paysage comme promotion du bien-être des citoyens).

En synthèse, la perception sociale du paysage, ainsi comme nous l'avons expérimentée, permet de réaliser :

43. Le projet NETWET 3 – *New form of territorial governance for the promotion of landscape policies in the field of water resources management in water territories* – à été financé par l'Union européenne dans le cadre du programme Archimède ; il a un partenariat vaste – 30 partenaires du bassin de la Méditerranée y compris des Pays Tiers comme l'Égypte, Israël, la Syrie, la Turquie.

- une synergie entre les différentes activités d'études et de recherches scientifiques à caractère interdisciplinaire relié aux connaissances des sujets intéressés en utilisant les relatives méthodes de la recherche/action ;
- les interprétations des phénomènes considérés et réalisés sur un territoire donné ;
- la définition de *nouvelles valeurs* aux contextes changés pour des causes concomitantes différentes et leur éventuel partage de manière plus ou moins répandue ;
- la détermination d'hypothèses partagées d'intervention sur le paysage—construction de « paysages participés » – en mesure de déterminer des nouvelles modalités de gestion et de promotion du cadre de vie des populations en question.

Evidemment un tel processus active des dynamiques nouvelles sur les paysages concernés qui nécessitent une continuelle action d'étude, de recherche et d'intervention et par conséquent d'instruments qui ont trait du local, c'est-à-dire pris en charge par les populations intéressés localement, et pas seulement, mais capables de permettre la continuité d'un tel procès « participé ».

La perception sociale du paysage renvoie même à la condition de bien-être, non seulement individuel, mais plutôt social, « partagé » ; c'est-à-dire d'une certaine population dans un territoire déterminé : un bien-être pas seulement matériel mais même immatériel/émotionnel.

En ce sens la perception sociale et le paysage ainsi comme défini par la Convention dépasse la conception de la problématique du paysage comme communément on l'entendait en Europe jusqu'aux années soixante, lorsque le paysage, inscrit dans la vision bourgeoise du 19^e siècle, était considéré un spectacle de la nature compréhensible à peu : aux voyageurs du grand tour, le privilège d'une élite. L'idée que certaines catégories sociales ne soient pas sensibles au spectacle de la nature et à leur cadre de vie reste malheureusement une conception encore présente même dans une partie de la communauté scientifique

La Convention, en élargissant le champ d'application du paysage à tous les territoires et en dépassant même en ceci la vision bourgeoise du paysage, limité aux territoires d'excellence, inscrit le paysage parmi les droits de l'homme : le droit au paysage n'est pas une prérogative de peu mais de tous. Une vision fortement innovatrice qui pose au centre de la perception du paysage la société et qui demande des méthodologies et des moyens adéquats pour en rejoindre les objectifs prévus ; une vision qui suscite un intérêt immédiat parmi les populations beaucoup plus de ce que ses détracteurs en pensent.

3.3. Instruments innovateurs pour l'application de la Convention européenne du paysage : l'expérience des Ateliers du paysage

Je retiens que le Conseil d'Europe est bien conscient que l'application de la Convention européenne du paysage ne se fait pas seulement avec une bonne législation et un bon projet, mais même et surtout au moyen d'une expérimentation « participée » dans la gestion et la création de nouveaux paysages : c'est-à-dire à travers les « bonnes pratiques » qui permettent d'activer et de confronter les différents contextes européens et autres⁴⁴.

Afin de promouvoir la dimension de l'expérimentation aux fins de l'application de la Convention ou plus simplement de la gestion et du projet « participé » en matière de paysage, de nombreuses institutions publiques et associations sans but lucratif ont été mises en place en Europe. Ce sont toutes des expériences qui, à différents niveaux, produisent une richesse d'expériences souvent et malheureusement peu socialisées et très peu comparées entre elles.

Dans notre cas – l'Atelier régional du paysage qui se trouve près de la Communauté de montagne Italo-Arbëreshe de Pollino et qui a son siège à Castrovillari (CS), dans la Région de Calabre – est précisément ce qui a permis et permet d'entreprendre différentes activités d'études, de recherches et d'expérimentations, à travers la pratique de la recherche/action, et d'intervenir tant sur le plan théorique que dans les réalisations sans positions préconçues, ni préconstituées, ni doctrinaires, ni bureaucratiques.

La nécessité de se doter d'un moyen comme l'Atelier du paysage est née des considérations en partie exposées dans les précédents paragraphes et surtout du fait que :

- les transformations du paysage intervenues de la deuxième guerre mondiale à nos jours qui ont été subies de la part des populations résidentes malgré elles, étaient corrélées à leur cadre de vie et ont souvent préjugé de leur bien-être matériel tant immatériel qu'émotionnel ;
- il y a eu par là une nécessité plutôt répandue de se réapproprier leur cadre de vie et donc le thème du paysage de la part des populations intéressées pour leur bien-être et celui des générations futures en attribuant ainsi de nouvelles valeurs aux contextes qui se sont modifiées pour différentes causes concomitantes : économiques, historiques, culturels, évolution naturelle, etc. ;

44. Je crois que ce serait une erreur d'empêcher une confrontation productive, par exemple dans le bassin de la Méditerranée, avec les Pays Tiers de l'Afrique du Nord et le Moyen-Orient. Notre projet NETWET 3 – voir note n° 7 – en partant de cette considération a élargi le partenariat à la participation de l'Egypte, d'Israël, de la Syrie et de la Turquie.

- le paysage, en tant que processus dynamique/évolutif, nécessite d'une action continue d'étude, de recherche, de monitoring, d'intervention déterminée de son être projet en progrès en évolution continue ;
- il y avait ainsi un lieu capable d'être : un Observatoire des transformations du paysage ; un Forum des perceptions sociales et des attributions partagées ; un Laboratoire de la formation des nouveaux paysages et de leur créativité ; et une Structure ouverte et de service aux populations intéressées, aux décideurs sur le territoire (administrateurs, techniciens, entreprises, écoles, associations, etc.).

L'*Atelier régional du paysage* pour réaliser ces fonctions s'est structuré, à partir de 2003, avec une bibliothèque thématique sur les paysages de l'Union européenne et plus spécifiquement de la Méditerranée ; d'une banque de données sur l'iconographie du paysage et de la cartographie historique et actuelle gérée avec le GIS.

Ceci a permis de mener un processus continu de relations avec le territoire soit à travers une activité d'étude et recherche, que ce soit de type formatives/informatives qu'expérimentales avec la publication de volumes, articles sur des revues, organisations de différents meetings à contenu scientifique élevé, avec l'activation de cours sur des thématiques spécifiques, l'élaboration de projets à caractère local et transnational.

L'action de partenariat transnational est vitale pour le développement des ateliers du paysage en général mais il l'est encore plus pour un atelier comme celui qui a siégé dans la ville de Castrovillari dans un contexte pour différentes raisons marginales – économie, accessibilité, etc. – mais extrêmement intéressant aussi pour la complexité des relations homme-environnement. L'*Atelier régional du paysage* opère en effet dans un contexte plutôt complexe et de grand intérêt pour le thème du paysage : il est localisé dans le Parc national de Pollino – unique parc interrégional en Italie – qui est un de plus vastes et anthropiques parcs d'Europe et qui a la plus consistante présence de minorité ethnique : l'arbereshe de Calabre ; il a subi dans le cours des dernières décennies un fort phénomène migratoire avec conséquentes rechutes sur le paysage naturel et culturel – et constitue pour autant un extraordinaire laboratoire pour l'application de la Convention européenne du paysage dans l'aire méditerranéenne.

Pour le renforcement de cette action en Méditerranée et en Europe, l'*Atelier régional du paysage* est en train de promouvoir, avec d'autres ateliers et laboratoires qui travaillent sur le paysage, un réseau capable d'engendrer des relations sur un domaine assez vaste et de produire des occasions nécessaires de comparaison soit du point de vue théorique mais surtout sur les expérimentations (« bonnes pratiques » déjà réalisées et/ou en cours)⁴⁵.

45. En ce qui concerne les activités de l'*Atelier Regionale del Paesaggio*, voir le site du Centro Studi PAN www.centrostudipan.it à la section « Atelier Regionale Paesaggio ».

Pour l'application concrète, participée de la Convention, il faut travailler à la construction d'expériences répandues sur le thème du paysage en Europe et au-delà. Les Ateliers du paysage constituent une expérience dans cette direction, et heureusement pas unique, qui vont dans la direction de l'application de la Convention, elle même « participée ».

Créer un réseau parmi ces expériences constitue un ultérieur pas en avant dans l'application de la Convention.

4. Les coûts de la participation : les ressources humaines et matérielles

Notre expérience démontre clairement que pour soutenir un processus décisionnel orienté vers la construction de politiques paysagères, il est nécessaire que l'on consacre des ressources humaines et financières adéquates qui permettent l'activation, selon les nécessités, de caractère professionnel spécifique qui durent dans le temps.

Somme toute, il faut avoir à disposition des ressources financières et même humaines qui doivent être vues comme un moyen technique fonctionnel nécessaire à l'acquisition de moyens – systèmes informatiques, construction de bibliothèques thématiques sur le paysage, gestion du site Web, etc. – et à l'élaboration de projets formatifs dans les écoles, ainsi que la formation de techniciens et d'administrateurs ; à la construction d'un système informatique continu à l'intention des populations.

L'action même de partenariat transnational demande des ressources financières relativement consistantes pour donner de bons résultats : il est suffisant de penser aux seuls coûts d'élaboration d'éventuels projets de l'Union européenne dans la phase de construction du partenariat.

Il est clair que de tels moyens financiers devront concerner même une action de monitoring systématique des activités faites et de leur efficacité dans la construction de processus orienté dans la gestion du paysage, dans la construction de nouveaux paysages, dans l'activation de « bonnes pratiques » etc. à travers la détermination d'indicateurs spécifiques, même non prédéfinis, qui puissent permettre clairement la définition des objectifs obtenus par rapport à ceux préfixés avec des analyses de corrélation aux coûts soutenus.

En conclusion, de telles ressources doivent être conçues comme un véritable service rendu à la collectivité.

Additional contributions/ Contributions additionnelles

The horse as a way of managing and enhancing the landscape

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Underlying principles

Anyone who appreciates the beauty of a natural landscape will usually see mankind's modifications of that landscape as an assault upon it. This is obviously true even if you just think of the impact of ski-lifts in winter sports resorts or the effect of enormous timber extraction equipment being used in the forests, never mind the topographical rape of the countryside performed by gigantic diggers and huge earth-movers in order to make yet another new motorway. It is true to say that this is the sort of activity that upsets us the most, because it is done without any sympathy with or consideration for the environment in which it takes place. The immense artificial power given to us by fossil fuels has effectively multiplied beyond all reason the amount of work that can be done and the speed at which it is done – it is the very opposite of what it means to be human, natural, unspoilt. What has relieved mankind from hard physical labour has at the same time enslaved the very world in which he lives.

It is essential, when thinking about the environment and how to look after it in a sensible and sustainable fashion, to consider very carefully the energy source employed by any management system used to perform this task. The prime energy source must not only not damage the very thing one is trying to save, protect or improve but must also be both a positive benefit to the environment and truly sustainable in the long-term. Only real, living, horse power fulfills these requirements. Other systems, based on fossil fuels or even “renewables” eg wind or wave electricity, bio-fuels, hydrogen engines and the like are tremendously complex and therefore expensive in terms of cash and resources to develop and use. Inevitably, their extraction, exploitation and usage has a direct and adverse impact on the environment – mines, oil wells, wind farms, heavy industrial plant, combustion and other pollution, etc – or in the case of bio-fuels probably consume more energy to grow and extract the energy from than you get back in useful work. So actually any system which does not employ as its prime mover something that already exists in harmony with the very environment one is trying to take care of is a nonsense in real terms. The horse, who does not compete with humans for its food source because it obtains a lot of its energy requirements from grass we don't eat, is also capable, unlike any machine, of self replication. Its biology and technology is well understood, it is completely sustainable for future generations

and most importantly it is the nearest thing to the ideal of being able to derive the maximum benefit from the environment, the landscape, the eco-system we all share in a way which enriches and enhances that environment not pollutes or destroys it.

The working horse is perfectly adapted to its environment. It works within, and for the direct benefit of, the very place where in it has evolved and which feeds and sustains it. It is attuned to the changes of the seasons, it is married to Nature, not divorced from it. Far from being an intrusion, the horse enriches the countryside.

And if we are looking at the environment as an important means of giving added value to people's lives then it must be logical to use tools to maintain that environment which in themselves give direct physical, psychological and aesthetic benefits to both their users and the public at large. Everyone likes to see horses at work.

For too long the draught horse has been considered a cheap, old fashioned alternative to the internal combustion engine and so those using the horse have tended to be poorly rewarded, objects of derision even, and generally dismissed as time-wasting eccentrics or idealists, or just plain impoverished ignorant peasants.

Whereas, if the argument above about the draught horse being a totally sustainable, renewable, environmentally friendly, ecologically compatible energy source is accepted, then those people using the horse, promoting and encouraging its use and developing its potential, should be highly rewarded and recognised for their true value.

Were this to be done, horse work would attract the sort of highly skilled, highly motivated personnel that are needed to care for the environment for everyone's benefit. If at governmental level there is positive encouragement of the further exploitation of the draught horse's potential as THE sustainable environmental tool that is the only one totally compatible with the underlying ethos of ecological concern and protection, then jobs would be created [any mechanical system is by definition a device for replacing direct labour it should be remembered] as opposed to being destroyed – which must be of profound sociological benefit. The profession of horsemanship and all that it entails would be an object of inspiration and respect, and seen as making a vital and significant contribution to Society's welfare were the true values of modern horse work to be recognised.

Potential uses

Horse drawn transport, using carriages or specially constructed wagons is already immensely popular with visitors, tourists and school classes as a means of access to beauty spots and other places of interest. Of course there are many other aspects of the management of Nature Conservation where horses can have a useful input – the transport of maintenance workers to and from their work together with their tools and equipment, the collection of wood, the tidying up of rubbish, the supply of forage and

water to the animals inhabiting the site and so on. A horse is particularly effective at scrubland management, at timber extraction, at the control of bracken when used with a specially designed roller, at mowing ecologically vulnerable areas, at pathway maintenance, etc. In some situations, the horses may be used to carry the park wardens on their rounds, in others the horse, left in its natural feral state, makes a positive contribution to the quality of pasture land and other grazing areas.

Ecological implications

A draft animal at work makes a minimal impact on the environment, whereas the damage inflicted by mechanised equipment in the forests and other natural areas is considerable: compacted soil, tree trunks scarred by impact and their roots crushed, deep holes in the ground and the flora and fauna decimated. One scientific study has shown that the number of amphibians killed when mowing water-meadows using a modern rotary mower is ten times greater than that when the same pastures were mowed by a two horse reciprocating knife mower.

Educational aspects

The passion that small children and adolescents have for the horse is well known and its very easy to exploit that enthusiasm as a means of focussing their attention on the whole question of the management and protection of natural sites and areas of special importance or value.

Economic aspects

Another trump card that the horse has to play is that it offers direct economic benefits in certain circumstances.

Comparative studies have shown that horses used for transport over short distances, for timber extraction, for market gardening and for non-intensive agriculture can be more economically viable than mechanised systems doing the same work, given the appropriate context.

Sociological aspects

Very often particularly valuable or vulnerable landscape sites are to be found in impoverished areas of the countryside and here the local populations could derive a real benefit from the re-introduction of the draft horse provided that, of course, the horse is appreciated for its true value. For this to be achieved, the horse handlers must be highly competent and professional, the horses perfectly trained, and only modern, correctly designed equipment be used.

Paysage et perceptions publiques

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Observons le paysage capturé ces dernières décennies par les grands reporters et photographes. Les grands concours photographiques, professionnels et amateurs, se voient obligés d'insérer une classification « environnement et nature ». Généralement, cette catégorie transpose des animaux en situation insolite et des paysages aux couleurs artificielles. Depuis le 11 septembre 2001, c'est également l'intronisation d'une urbanisation anarchique affichant le gravat : « nous aussi avons nos anges déchus ! ». Des patrimoines touchés par la guerre ou liés aux problèmes de frontières sont mêlés à un croisement pictural d'urbanisme et de catastrophes naturelles. Loin de la photographie patrimoniale mettant en valeur les sites protégés, les artistes témoignent d'un urbanisme et d'une mondialisation aux flux démesurés, que l'appareil numérique renforce avec ses rapprochements de plans sur une profondeur de champ ramassé.

Nous ne devons pas omettre qu'avec la culture dite populaire, générée par les auteurs de romans d'anticipation tels que, Jules Verne, H. G. Wells ou Philip K. Dick, reprise par le cinéma et l'animation nipponne, les jeunes générations ont déjà une vision anticipée des futurs paysages soutenables. Le territoire urbain n'est pas encore réellement perçu par le grand public comme étant un paysage à part entière.

La population doit réapprendre à regarder un paysage. Seulement les codes changent et les référents deviennent parfois invisibles. Avec les années 1990, les nouvelles technologies apportent la compagnie, la facilité de communication extra locale jusqu'à la dématérialisation de la réalité. Le citadin ne sait quoi faire au sein de son environnement. Les enfants obtiennent une nourrice virtuelle ouverte sur le monde, tranquillisant les parents, mais fermant de surcroît l'accès aux activités collectives de moyenne proximité. Notons qu'un être humain de pays occidental avoue regarder en moyenne la télévision trois heures par jour, même si la réalité inconsciente de vision du petit écran est bien supérieure. Le corps de cette personne est physiquement assis dans 10m² rivé sur une petite fenêtre bombardant un faisceau lumineux. La lucarne télévisuelle devient un prisme paysager incontournable. Comment une personne peut-elle comprendre les finesses du terme « paysage », concept hautement abstrait et non définitif par les experts ? Comparons les problématiques engendrées par les tentatives de recensement et de définition des terminologies « Environnement » ou « Développement durable », conduisant des équipes de recherche à se fourvoyer.

Le public à une information personnelle sur le monde. Ces données sont partielles et artisanes, plus conséquentes sur le devenir de la nation et minimales sur le plan local.

La perception du cadre de vie

La planification d'ensemble est réalisable, sans être un simple collage. Il suffit que dès le départ le cadre ne soit pas restreint. Ci-après, un test effectué auprès d'étudiants afin de montrer la grande facilité humaine à cloisonner sa perception.

Exercice : comment relier les 9 points avec 4 traits (sans lever le stylo) :



Pour comprendre un système il faut s'en extraire.

Le cadre de vie est le système que les sociétés humaines ont forgé pour se protéger des populations. C'est l'allégorie du casse-tête en bois : un objet somptueux, mais sans schéma, il devient inutile.

Les questions de priorités ne sont pas assez abordées lorsque l'on traite de l'aménagement. Ces questions génèrent ainsi une tendance à ne prêcher que pour des convaincus.

Néanmoins la bonne volonté présumée n'est pas évidente. Une information devient problématique lorsqu'elle est fragmentée dans le message entre la théorie d'amélioration de la qualité de vie et des attentes concrètes. Comment informer sans laisser penser que c'est pour écarter une partie de la population ou ne privilégier que le développement de certains espaces.

Nombreux sont les concitoyens préférant voir évoluer l'ensemble d'une ville dans le même temps. Pourtant les administrés sont hors de leurs gonds lors de grandes réalisations, notamment lors d'une réalisation d'infrastructure sportive à envergure internationale. A cette pratique du concassage il convient d'y ajouter une hausse des prix des parkings automobiles privés, ainsi que les contraventions systématiques pénalisant les résidents. Lorsque l'on a des droits d'accès, il faut un respect des biens et des outils communs.

« L'argent ne peut acheter le temps ! ? ». Les temps sont différents pour les acteurs publics, les entreprises, et enfin la population. De fait, trop théoriser rend les débats stériles et fragmente les compétences.

Le poids de l'existant

Le public arrive à être un consommateur d'espace. Par de nouvelles raretés, on crée de nouveaux besoins. L'homme moderne va en pique-nique, en week-end, en vacances

et, ce le plus loin possible. Il faut des régions adaptées à ces aspirations. Ces zones de récréation représentent une valeur économique réelle. Que ne fait-on pas pour attirer le touriste étranger chez soi ?

L'homme exploitera bientôt toute la planète et les couvrira aussi de déchets. La planification avisée du territoire conditionnera le maintien de l'espace. Mythes, rêves, psychologie, fantasmes et sensualité sont les adages du tourisme. Toutefois, 37% des français ne partent pas en vacances. Les pouvoirs publics génèrent par conséquent des vacances pour ceux qui ne partent pas. Le malaise à organiser des activités temporaires s'adjoint du tourisme alternatif (vide grenier, jardinage ou bricolage) et du développement de l'agrotourisme dans des milieux naturels diversifiés. Ces activités para-urbanistiques créent près de trois millions de résidences secondaires en France.

La transparence des investisseurs et des entreprises à caractère privé acquise par la bonne gestion et le comportement des administrations a déplacé le problème. Les entreprises anticipent les règles instaurées dans un climat où la participation n'est pas une habitude. Les perdants peuvent ainsi être nombreux. La course au standing s'est adaptée. Quand l'entreprise agit sur le marché, elle a déjà fait une étude appropriée pour comprendre les conséquences de l'action, permettant par la même de segmenter le marché et mettre en place une politique du produit. Une décision qui va engager de façon irrémédiable l'avenir de l'entreprise, porte à se demander à qui profite les options engagées ? Qui cherche-t-on à satisfaire ? Multiplier les différences augmente les compétences. Ainsi seul on va plus vite, mais ensemble on va plus loin ! Sachant que le plaisir est le moteur de la motivation, afin de s'approprier quelque chose, il ne convient pas de l'apprendre, ni de le connaître mais il faut l'intérioriser. Pour optimiser ces processus, les entreprises stratégiques font appel aux services « périproductifs » : services vendus à l'industrie pour la gestion, la conception des produits et leur commercialisation.

Les pouvoirs publics instaurent une homogénéisation autour de pôles fédérateurs transversaux tels que l'environnement ou le développement durable.

L'attention du lecteur doit se porter sur les stratégies acquises par les entreprises qui leur permettent d'optimiser leur fonctionnalité et relations extérieurs : clients, collaborateurs, filiales, partenaires ou sous-traitants, en instaurant, certes non sans difficultés, un service interne de « qualité ». Après une période de certification, parfois artificielle pour maintenir leur place sur le marché face aux normes institutionnelles, nombreuses entreprises jouissent dès lors de réels progrès structurels et communicatifs. La transversalité des services poussée par les audits, lègue aux entreprises une efficacité autrefois parasitée par une rétention informative des hiérarchies intermédiaires. Ces raisonnements doivent inclure les résultats des bénéfices accordés

à la population⁴⁶. Dès les années 1970, les municipalités furent conscientes des limites de l'information traditionnelle permettant un rééquilibrage du dialogue entre la population et les élus. Il est vrai qu'avant la généralisation de l'outil Internet, les expériences, bien qu'originales, étaient avant tout coûteuses pour les municipalités. Depuis les années 1980, les collectivités bénéficient de la fin de l'amateurisme avec une information prenant une forme professionnelle. Des spécialistes de la communication s'autonomisent par rapport aux services administratifs. De plus ils sont placés sous une autorité directe avec leurs propres budgets. Les sites Internet des autorités territoriales mis à disposition du public, qui ne sont plus de simples vitrines des organismes, doivent être intériorisés et utilisés plus fréquemment.

Certes les outils doivent être évolutifs, mais les acteurs aussi. D'ailleurs, à ce sujet la formation des acteurs de l'aménagement du territoire n'est plus la même depuis une décennie. Naguère, le recrutement de personnels devait permettre une fonctionnalité « multicarte » où l'évolution de carrière passait par un changement de service. Il s'agit de mettre en place une démarche réflexive basée sur de nouveaux thèmes de travail⁴⁷. Cette pratique a instauré la mise en place d'experts, souvent en disponibilité nationale, pouvant être rattachés aux équipes régionales après établissement d'un dossier précis. D'une part, les collectivités locales bénéficient des dernières capacités intellectuelles ou techniques pour un moindre coût sur le long terme, d'autre part, les services ne disposent pas d'une aide instantanée. Ces errements contribuent souvent à une perte de confiance des secteurs privés et de la société civile. Ils limitent l'action des collectivités à un pilotage quasi obsolète, voire n'être uniquement qu'une aide financière au sein du projet.

Durablement les administrations furent réduites au mieux à une supervision publique de travaux d'aménagement, éthiquement nommé « pilotage ». Au pire, ces services publics ne devinrent qu'une source de financement impersonnelle alimentée par les rigueurs documentaires et les craintes d'un refus physique⁴⁸. Les pouvoirs publics n'utilisent pas le terreau de connaissances et de moyens dont ils disposent.

On oublie trop souvent que l'aménagement et le développement territorial n'est pas une chasse gardée des collectivités. Les industriels furent les premiers avertis. C'est avant tout une volonté politique. Obtenir l'accord des politiques n'est pas suffisant. Ne changent-ils pas tous les quatre ans ? Lorsque les pouvoirs publics ne sont pas prêts concernant un projet lancé par le privé, cela entraîne indubitablement un risque

46. Prenons par exemple la publication de l'*Eurobaromètre. L'opinion publique dans l'Union européenne*, effectué par la Direction générale Presse et communication de la Commission européenne depuis 1973.

47. Passer par exemple d'un service de l'aménagement du territoire au service de communication ou au service comptable.

48. Le fossé d'éducation avec les campagnes et les administrations ne se réduit que depuis une génération.

et de surcroît une possibilité de perte de confiance des partenaires. La création de partenariats public-privé prend ici tout son sens. C'est ainsi qu'il faut passer du savoir-faire au faire savoir. Dans le cas contraire, les sociétés marquent d'un trait noir les particularités de chacun.

Le paysage patrimonial et social

Comment les particuliers peuvent-ils investir jusqu'au tiers de leur patrimoine dans un bien immobilier, si leur seule espérance est une perte de valeur ? Notre société de consommation, induit un dénigrement des nouvelles constructions de par les problèmes de fiabilité du bâti à long terme. L'alternative proposée suggère une volonté d'achat dans l'ancien, qui semble pourtant hors d'accès par des barrières mentales et des vitrines de prix prohibitifs.

Avec la situation économique actuelle, il y a une séparation plus marquée au sein de la classe moyenne. Celle supérieure opère depuis quelques années une reconquête des terroirs ruraux. En ce qui concerne les classes inférieures, la problématique d'achat s'intensifie. Le désir de se réapproprier un paysage conventionnel selon les stéréotypes, fragmente les parcelles jusqu'à la perte de l'identité territoriale. Si une seule partie d'un paysage est aménagée ou préservée sans l'observation des zones connexes, cela entraîne des situations parfois néfastes, telles que, les inondations, les déviations de faune, le détournement mental par la population entraînant sa négligence ou son désintérêt. Les acteurs de l'aménagement du territoire ont la responsabilité de gérer à long terme les espaces de façon coopérative, par-delà les mandats, afin d'éviter des conséquences massives capables d'intervenir par amplitude temporelle. A l'encontre des coûts que ne veulent ou ne peuvent payer les particuliers, le réseau pensé et centralisé au niveau national offre un aspect rentable, au détriment des liaisons transversales. En effet, il néglige les liaisons internationales. Subir les nuisances des trafics sans bénéficier de leurs activités, plonge rapidement des régions dans des zones d'ombre. Elles sont ostracisées des flux, des nœuds de circulation, voire des télécommunications.

En réalité, on ne nous dit pas ce qu'est la participation et comment elle doit être appliquée. La participation est devenue un droit. Bilan de la conséquence juridique : la participation ne se développe que sous la pression internationale. Cette constatation met en lumière la problématique du retour d'impact de l'information à différentes échelles. Certes, les intérêts ne sont pas immédiats et ont la capacité de poser un problème d'adhésion.

La participation publique

Dans chaque projet, quelqu'un doit prendre une décision. Il convient de garder à l'esprit que le public veut être entendu et refuse de prendre des responsabilités. La raison est simple, il a mandaté des représentants en vue d'exercer cette tâche. Même

si les bailleurs de fonds et les communicants sont influents, le politique et la loi restent la finalité d'un processus. Le public a de nombreuses occupations mais il retient. Répliquer est un risque et celui-ci doit être assumé. Au sein de la problématique du débat public, nombreuses réunions publiques ont pour but, et non pour objectif, de convaincre de l'utilité de projets d'intérêt général. Or les riverains y sont souvent hostiles. L'arbitrage est généralement entre les mains de ceux qui perçoivent la concurrence, tels les investisseurs et les élus d'opposition. La réunion devient une concertation, mais elle est orientée. Information, concertation ou codécision, tels sont les choix d'orientation de l'approche publique. Un rapport de force s'instaure, comme s'il n'existait que des citoyens protestataires⁴⁹. Il est vrai que c'est de plus en plus difficile de mener à bien un projet. L'une des raisons est qu'avec la prise de conscience des citoyens, bien que fragmentée, l'opposition est d'une efficacité croissante.

Il faut bien comprendre que les citoyens ne sont plus isolés. Ils bénéficient de soutien lorsqu'ils s'estiment prévenus au dernier moment. Ce qui provoque le blocage des chantiers. Les riverains prennent conscience d'un « problème », non lors de la phase du projet maquette, mais au départ des travaux. Le citoyen agit à la minute où il se perçoit au pied du mur. Il veut être entendu. Il faut modéliser et intégrer cette donnée dans les plans. Le risque est sinon d'ouvrir la porte au sabotage, au relais politique, médiatique, l'achat de parcelles et les actions en justice pour freiner le projet.

Le public estime souvent que les scientifiques sont peu présents. Ce constat découle d'un problème de communication. Il faut bien distinguer d'un côté la crainte académique de la vulgarisation, et de l'autre soigner la clarté d'un message. Le public ne demande pas toujours les détails des messages et les démarches. Le public veut être satisfait de sa curiosité.

Dans certains pays, des associations et organisations non gouvernementales alertent l'opinion des difficultés et des « lenteurs » de procédures judiciaires fédérales, notamment en raison de la hausse des frais de procédure.

Nos sociétés ont vu surgir la perte de repères⁵⁰ mais également l'isolation des individus, quand bien même ceux-ci ne finissent par recourir aux besoins secondaires. Une vision méfiante de l'aménagement s'instaure. Elle est accompagnée d'habitudes incrustées et de résistance au changement⁵¹. Un public qui estime que les autorités ne tentent de lui expliquer que les effets et non les causes des modifications de son habitat, ne peut réagir que par tâtonnement.

49. Franck Dubois, « *L'éducation à l'environnement peut-elle se développer à partir des inquiétudes et des peurs des populations ?* », forum Planet'Ere II, UNESCO, Paris, 2001.

50. Lire l'analyse contextuelle sur l'exode rural de Jules Michelet, *Le Peuple*, 1846.

51. Intéressante approche introductive avec : Baron Haussmann, *Mémoires*, Seuil, Paris, 2000.

Une nécessaire compréhension des phénomènes d'exodes conduit à planifier à long terme. Aussi, alors même qu'il existe, certes, une tendance actuelle du retour aux terres ancestrales après l'acquisition d'une vie familiale et le passage d'une phase de culpabilisation, la population doit également bénéficier d'une vision transversale et multiscalaire. Cependant, les acteurs de l'aménagement du territoire s'incluent dans le processus de mondialisation au même titre que le reste des sociétés. Les angles d'approche du sujet sont démultipliés par autant d'observateurs et d'acteurs capables de délivrer des compétences.

Il importe de ne pas oublier que les personnes issues du Baby boom vieillissent très vite. Dès lors, il s'agit de prévoir une réhabilitation des lieux de retraite et de santé en construction. Une problématique similaire est constatable avec les maires refusant la construction de lotissements voire, leur impuissance à freiner la désertion des villas en campagne. En Louisiane, nul n'est encore revenu dans les zones sinistrées. A l'inverse, les habitants de zones inondables en France, sont incapables de pouvoir quitter les lieux. Les communes préfèrent souvent proposer aux investisseurs de nouvelles zones industrielles, prises sur la campagne, les anciennes étant à leurs yeux obsolètes. Pourquoi ne pas les réhabiliter ? Les expériences opérées dans les pays européens dépassent de loin les suggestions escomptées par les habitants. Le jeu de la modification à long terme des anciens plans d'occupation des sols, prévoyant le passage d'une zone inconstructible à une zone habitable, ne fonctionne-t-il plus ? Pourtant, ne pas établir le maximum de développement soutenable par pays, par région et par commune ? Cependant, revitaliser des espaces et harmoniser les projets demande une coopération systématique des petites communes. Il ne convient plus de planifier de façon isolée sans faire courir le risque de réformer le pouvoir communal à moyen terme.

Research experiences for landscape valorization projects in Piemonte Region

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1. From the landscape identification to valorisation projects

According to the European Landscape Convention (CoE, 2000), the quality valorisation of the landscape is a central issue of the territorial policies and projects, aimed at developing the landscape 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” and an economic resource to implement the sustainable development (Article 5a). In this respect, the Convention promotes:

- the spatial actions to the all landscape of the territory, including the natural, rural and urban spaces, and the excellent and ordinary landscapes;
- the temporal dimension including the past and the contemporary territorial processes;
- the policies for the landscapes integrating protection, management and planning (Art. 1f) aimed at promoting an adequate socio-economic development of the territories.

These cultural innovation propose the interaction of natural, historical and cultural heritage and the landscape protection as a programme of actions, aimed at defining guide-lines for planning and projects; these projects are based on the identification of the values of each landscape (Article 6c), according to the interest of “the civil society, private organisations, and public authorities” (Article 6a) and to the processes of the territory, managed by plans.

Coherently to the Convention, the new Italian *Code for the Heritage and the Landscape* (2005) promotes the “protection and the development of the landscape quality into the *landscape plans*” (article 135) to produce the sustainable use of the territory and the social quality of life. In this direction some Regions are trying to implement the Code upgrading the regional plans that should have a cognitive, normative, programmatic and operational content in order to increase the quality of the territory. This innovative

52. Although this paper is the result of a collective reflection, paragraphs 1, 4 are mainly the work of Attilia Peano, paragraphs 2, 3 are mainly the work of Angioletta Voghera.

framework has developed many local initiatives aimed at the valorisation of the landscape as a cultural and socio-economic resource for the sustainability.

We are referring a research that has been placed in implementation of the landscape Convention, made by a trade association, the Turin Province branch of Coldiretti (a farmers' association) and triggered by its own specific needs.

The new CAP⁵³ scenarios promotes the environmental compatibility of the productive techniques, the valorisation of the quality of the rural products, the multisectorial and multifunctional⁵⁴ development of the rural territory, set-up within which the landscapes.

The CAP strengthens the rural developments as an improvement of rural environment, as a conservation of the biodiversity, as a valorisation of the rural cultural identity, and also develops the local participation in the management of the rural landscape. So the landscape will contribute to stop the inexorable marginalisation of the rural society and to attribute new attractiveness to the rural works and lifestyles.

The farmers' association has promoted a landscape research in the Piemonte Region as a key component of the future development of its own economy. In reference to the promotion of rural development, the research is also aimed at developing awareness of territorial values and identifying policies, programmes and projects to implement alongside the institutions in order to promote local values, the occupational advancing, and socio-economic innovation.

The research has developed with the continuous involvement and the participation of the trade association and with a directing committee, made up of representatives of different levels from the institutions (Chambers of Commerce, Confartigianato, Torino Internazionale, the CRT Foundation in Turin, etc.). It leads to the formulation of valorisation and development projects in a number of areas of the Turin Province

53. See: Commission of The European Communities, Communication from the Commission to the Council, *The European Parliament, The Directions towards sustainable agriculture*, Brussels 1999; Commission of the European Communities, DG AGR, *CAP Reform: rural development*, Brussels; Ec, *ESDP. European Spatial Development Perspective. Towards Balanced and Sustainable Development of the Territory of the European Union*, Office for Official Publications of the European Communities, Luxembourg 1999; Ec, DG AGR, *CAP Reform: Rural Development*, 1999; European Commission, *The Cork Declaration, The European Conference on rural development*, Cork 1996; European Commission, Directorate-General for agriculture, *Reform of the common agricultural policy a long-term perspective for sustainable agriculture. Impact analysis*, Luxemburg, 2003.

54. For the *refoundation* of rural development, the most recent programmes promote: *multifunctionality of agriculture* i.e. the safeguard and promotion of the multipurpose role of agriculture in terms of assets and services (tourism, hospitality, care and maintenance of rural territory, etc.); *multisectoriality* i.e. the bringing up to date of agricultural economy by diversifying activities, in order to create new sources of income and employment and counter depopulation, aging of workforce and desertion of rural construction assets.

in Piemonte Region, concluding with a “*Manifesto*” for the landscape and rural development aimed at providing the institutions with guidelines for policies and planning. The *Manifesto* propose a functional, social, economic and symbolic link between town and countryside as an expanded territorial system, ready to share values and resources. This implies an agreement for *natural and social cohesion* between town and countryside. This agreement is geared towards “regulating” the overall system in an innovative way, affecting not only the visible landscape, but also the inhabitable and liveable “flows” of the landscapes.

2. A methodology for the identification of the landscape

The identification and the evaluation of the complexity of the rural landscape was marked out on an interpretive methodology, applied to the provincial landscapes, made up of four interrelated approaches: geographical and socio-economical, historical, ecological and spatial planning. This was tested on the Pinerolo and Canavese districts. The two selected areas are representatives of many other provincial areas in terms of landscape diversity, agronomic production potential, significant or limited presence of “insularisation” caused by urban infrastructure and sprawl.

This method is founded on an interpretive grid, capable of restoring the history and of managing the transformation processes and the prospective plans:

- *a physico-geographical interpretation* identifying morphological, hydrographic and climatic structural systems for the rural areas, *and a socio-economic reading* for the rural areas by agricultural organisation, farm typology, land management, production typology and dynamics and development programmes.
- *a diachronic interpretation of historical settlement* in the relationships between the organisation of the rural landscape, in order to identify character areas;
- *an ecological interpretation* with regard to the variations in the rural use with acknowledgment of the different typologies of rural landscape from the point of view of ecological functionality, processes and links;
- *the spatial planning interpretation* of the structure of the rural territory, with reference to the relationships between the overall infrastructure network and rural road access, settlement typology and forms, organisation of the agricultural territory, with an evaluation of processes and of the role played by policies and plans.

It emerges the wealth and complexity of the processes and dynamics that have transformed and continue to transform the rural landscape. The integration of the approaches leads to the identification of the rural landscape character areas.

The complexity of the contribution of each discipline to the construction of the interpretive methodology of the rural landscapes has permitted, using specific

“descriptors”, the identification of a *mosaic* of values, processes, pressures and critical areas. This *mosaic* refers to the wealth and complexity of the provincial rural landscapes, but it also aims to focus on the complexity of the relationships between the various interpretations, in order to define guidelines.

3. From the identification to landscape policies

The identification of the rural landscape interprets the important changes in the morphological structure and visual perception of the cultivation system and in the hierarchical/functional order of urban settlements. Closely related to the new dimension of the European competitive markets, the landscape has been affected by transformations that regard cultivation, the specialisation of the production in large areas and the “homogenisation” of the landscape. Similarly, modifications to the hierarchical-connection, generated by industrial development have transformed relationships between the populations in rural areas and cities, both in terms of employment, facilities and services. This process, supported by the increasing of the public and private mobility, has encouraged a development of the residential function of rural areas, capable of offering competitive quality and costs compared to urban areas. New residential, tertiary or manufacturing activities constitute barriers between “intact” rural landscapes and the rest of the territory, with the spread of new landscape forms.

This landscape, as result of the interaction of settling of human activity and the environment, is characterised by a wide number of mixed forms in which the sprawl of urban space and behaviour and the de-ruralisation of the countryside merge together. This mixed form of the landscapes needs to be evaluated in in their socio-economic, physical and functional aspects.

The valorisation projects must recognise the new *rural/urban forms* in order to define a plan for integrated local development, that recognises the value of the local policies (as Leader Plus EU Initiative, Territorial Pacts, DOCUP, Interreg, Development Plans for mountain communities, Agenda 21 of the Province and the Rural Development Plan of Regione Piemonte 2000-2006). This is a local development that does not consider the territory as a product to put on the market, but focuses on the reconstruction of the identity and quality.

Thus the rural landscape becomes opened to a local system. Local identity, in this new perspective, becomes an instrument of connection and not a reason for separation/frontiers/barriers with the outside world. Instead, it becomes a visible form, expressed in the landscape, with an exchange value among local territorial systems.

4. A landscape project for sustainable rural development

To reform the identity of the landscape, the economy and the local rural culture, guidelines have been formulated for the stability and the evolution of the rural territory.

The policies for *improving the environmental and functional system* and *indications for local priority landscape projects*, constitute a set of integrated actions for: the creation of a landscape, the multidimensional innovation of agricultural areas and for the recreation of a cohesion between town and countryside.

The improvement in the environmental system is based on the construction of a system hierarchy, that aims to conserve the areas of greater ecological value and to refunctionalise the ecological corridors, eliminating barriers and bottlenecks. The result is an ecological structure of the territory that represents a project for the future development.

The functional reorganisation, linked to the efficiency of the mobility system and facilities, enable the multifunctional use of the territory and the multisectorial use of the rural economy.

The result is the creation of an *integrated system of ecological networks* for environmental valorisation and *landscape networks*, that operating on existing network will lead to the valorisation of territorial functionality for the landscape quality.

The aim of this actions integrated with the planning aims and with the 2007-2013 Regional Rural Development Plan, is to promote socio-economic and territorial valorisation policies in order to support agro-industrial lines, mass and niche products, and to encourage mutual relations between the town and countryside.

This perspective requires the creation of a *cohesion agreement* between the city and the rural territory, useful to both. Indeed, on one hand, the rural world follows production models that are highly conditioned by the urban world, both in terms of information, and of market demands, limiting the autonomy of the rural world. On the other hand, the city creates negative impacts on agriculture and its resources. Furthermore, the demands of society on agriculture have diversified. Solidarity links, which used to be exemplary in rural areas, have been destroyed and today it is impossible for farmers to participate in spatial planning decisions. Farmers still have control over a large amount of lands, but they have no influence on decisions concerning the exploitation of resources. This crisis in the rural world is set against the urban crisis. The resulting imbalance can be described thus: the de-territorialisation of the countryside constitutes a waste of resources, and the excessive territorialisation of the city leads to a progressive reduction of primary resources (as water, soil, air, etc.). So the system appears to be in complete disarray.

The “cohesion agreement” between town and city provides a solution to the separation of the two systems, placing them together, each with its own responsibilities, rights and duties. The natural and social agreement between town and country may be the way to give a new meaning to both for the sustainable development. The problem lies not only in the visible landscape but also in the flows that make up the inhabitable and pleasant landscapes. Thus, innovation on the visible landscape cannot be separated

from a recomposition of the territory and of rural work. Only in this way can we pursue long-term development useful to bring added values.

Multifunctional agricultural enterprise should be characterised by the creation of sectors closely linked to agricultural production and also capable of providing services and diversified products (quality products and/or organic or biodynamic produce, integrated rural tourism activities, pedagogical activities, therapy, rehabilitation or social integration work, eco-musical itineraries, etc.) through the rural buildings re-use and the territorial image restoration, with direct consequences on tourism. In this context, integration among agricultural production, rural tourism and material culture becomes an opportunity for development and reactivation of skills and competences, for the regeneration of a the *local cultural landscape*, essential for the identity and for the definition of creative links with the territory. Even the recovery of “know-how” and material culture is not to be understood as a return to the past, but rather as a creative innovation of local rural production. To valorise the rural landscape in a multidimensional perspective, it is important to *reconsider the ecological, cultural and aesthetic value of rural landscape management*, both in terms of actions linked to settlements, and in terms of production choices and landscape organisation, implementing *forms of marketing capable of attracting new tourism and marketing local products by linking them to the image of the territory*. In this context, the territory becomes the quality “trademark” of local products, the icon that promotes their distribution, and guarantees their quality. The set of valorisation proposals for local development gives rise to a “Manifesto” (see Fig. 1) which sets up principles for policies and projects to renew the rural environment and promote the sustainable landscape strategies for the rural territory in association with the city. These rural landscape projects are a first experimentation aimed at valorising the quality of the territory; they constitute a guiding principles and methods for the actual construction of the new Piemonte Landscape Regional Plan, arising from the identification of the values and the identity of the landscapes resulting in the research in course on the *Regional Piemonte Landscape Atlas*.

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A “Manifesto” for the landscape and rural development

The rural territory represents the future of the city and agriculture and is a central part of their innovation:

- because the city needs space for infrastructures and entertainment;
- because it fulfils the desire of city-dwellers for country produce and sceneries;
- because it is important for the environmental harmony of the territory;
- because it is the resource of a new agricultural economy.

On the other hand, in theory *the rural world* has control over the use of the soil, but in practice it is not autonomous and *is conditioned by the city*:

- because all transformations of the rural environment are influenced by the city thanks to information;
- because the rural environment is conditioned by the needs and models of urban life.

It is important to build *an agreement of natural and social cohesion* between town and country, based on principles of sustainable development:

- because the relationship between community and management of the rural territory has been irreversibly broken;
- because there is a progressive erosion of environmental and landscape resources;
- because there is expected to be a progressive weakening of traditional agriculture.

The essence of the cohesion agreement between town and country consists of, on the one hand, preventing the waste of natural and cultural resources by the city and, on the other, making the rural world more immediately useful to the urban world through products and services.

Future rural development must follow the path of multisectorial and multifunctional integration, both of which are characteristics that are closely linked to the territory.

The rural landscape, in terms of its ecological, cultural, economic aspects and identity, constitutes an indispensable resource for multifunctional and multisectorial development.

A project for the landscape and rural development integrated into the project for the new city may attract and encourage visibility thanks to new production, settlement and fruitive qualities.

Consequently, the rural landscape project involves:

- intra-urban natural and agricultural spaces;
- peri-urban spaces that are still characterised by traces of rural organisation;
- spaces that are predominantly rural.

The rural landscape needs policies, projects and integrated actions to:

- provide a foundation and prospects for multifunctional agriculture;
- preserve and reconstruct an ecological equilibrium.

La protection du paysage par la loi littoral française

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Introduction

Dans la définition qu'elle donne du paysage, la Convention de Florence insiste sur l'interrelation des facteurs naturels et humains qui forment le paysage. De fait, il est fréquent de lire ou d'entendre qu'en dehors du sommet des montagnes et du fond des mers, il n'existe plus, en Europe, de paysages qui ne soient que naturels, vierges de toute trace de présence humaine, et cela est sans doute vrai. Toutefois le littoral présente une particularité car il continue d'évoquer, au moins dans l'imaginaire collectif, une vision de paysages encore très fortement naturels. Que ce soit pour déplorer leur effacement progressif, comme Claude Levi-Strauss, qui regrettait que les littoraux européens « laissent leurs côtes s'obstruer de villas, d'hôtels et de casinos », et n'ébauchent plus, « comme autrefois, une image anticipée des solitudes océaniques »⁵⁵, ou pour continuer de les rechercher en se rendant sur des côtes que l'on dit « sauvages », « c'est encore et toujours cette vision de côtes encore pratiquement vierges de toute construction qui prédomine dans la culture paysagère de nos contemporains »⁵⁶. Bien sûr, le paysage littoral est également marqué par une identité culturelle très forte : ports de pêche ou de plaisance, promenade en front mer bordée de villas (aux volets souvent clos !), marais salants, carrelets sur la façade atlantique, etc, le paysage littoral se singularise et s'apprécie à travers des activités, des types de constructions professionnelles ou résidentielles qui lui sont propres, et même si personne ne l'imagine autrement, nous aurons l'occasion de constater que, face aux risques de dégradation des paysages littoraux, le législateur français a pris des mesures presque exclusivement tournées vers la préservation des paysages naturels.

Il est vrai que le littoral est peut être devenu aujourd'hui la portion de territoire la plus attractive, pour des raisons économiques bien sûr (transport maritime, tourisme, exploitation des ressources marines), mais également pour les aménités qu'il offre et dont le paysage n'est pas la moindre. Quelques chiffres permettent d'illustrer cet attrait du littoral : plus de 60 % de la population mondiale vit sur le littoral ; en France, au cours des trente dernières années, les communes littorales ont accueilli 10,6 % de la croissance de la population alors que le littoral représente seulement 4 % du territoire métropolitain ; on estime par ailleurs à 3,4 millions le nombre d'habitants supplémentaires dans les départements littoraux dans les trente ans à venir.

55. Claude Levi-Strauss, *Tristes Tropiques*, 1955.

56. Tribunal administratif de Nice, 4 juillet 1996, *Association Vivre dans la presqu'île de Saint-Tropez*, Conclusion du commissaire du gouvernement N. Calderaro, JCP 1996, II, 22691.

Corollaire de cet engouement, ce que Claude Levi-Strauss déplorait de manière poétique se traduit plus abruptement de façon statistique : la part de linéaire côtier artificialisé est passée de 39 % en 1960 à 61 % dans les années 1990 et on a pu légitimement craindre, dans les années 1970 et 1980, que le littoral français ne se transforme en un « mur de béton », selon l'expression consacrée. Fort heureusement, une prise de conscience de la nécessité de protéger le littoral français a accompagné cette évolution, notamment grâce à la publication du rapport Piquard, du nom de son auteur, en 1973, qui réclamait comme premier principe la protection intégrale des espaces les plus beaux ou les plus riches d'un point de vue écologique.

Deux instruments majeurs de la protection du littoral ont alors été mis en place, et qui constituent encore aujourd'hui les piliers de la politique française en la matière : la création du Conservatoire de l'espace littoral et des rivages lacustres en 1975, qui mène une politique d'acquisition foncière visant à la protection définitive des espaces naturels et des paysages sur les rivages maritimes et lacustres, et l'adoption de la loi littoral, relative à l'aménagement, la protection et la mise en valeur du littoral, votée à l'unanimité le 3 janvier 1986.

L'analyse des prescriptions de cette loi, des interprétations et de la mise en application qui en ont été faites, est pertinente encore aujourd'hui au regard de la mise en œuvre de la Convention européenne du paysage, essentiellement pour deux raisons, la première, car cette loi conditionne les conditions d'aménagement et d'urbanisme sur le littoral français, la seconde, car, parmi les mesures de protection du littoral qu'elle impose, elle prévoit un principe général de préservation des sites et paysages et du patrimoine.

Cette analyse révélera les efforts à fournir par la France si elle entend que sa politique d'aménagement et de protection du littoral réponde aux souhaits de la Convention européenne du paysage, tant au niveau des paysages concernés que des mesures de protection et de gestion.

1. Le champ d'application de la protection des paysages par la loi Littoral française

Principe général

La loi Littoral française pose un principe de protection du paysage a priori assez large. Dans son article 1^{er} elle appelle en effet à une coordination des actions de l'Etat, des collectivités locales ou de leurs groupements, ayant pour objet la préservation des sites, des paysages et du patrimoine. Elle vise en outre, dans son article 3, codifié pour partie sous l'article L 146-6 du code de l'urbanisme⁵⁷, les espaces terrestres et

57. Article L146-6 : Les documents et décisions relatifs à la vocation des zones ou à l'occupation et à l'utilisation des sols préservent les espaces terrestres et marins sites et paysages remarquables

marins, sites et paysages du patrimoine naturel et culturel du littoral et étend la prise en compte du paysage à tous les documents et décisions relatifs à la vocation des zones ou à l'occupation et à l'utilisation des sols.

Interrogé à plusieurs reprises, le juge administratif a confirmé la vocation générale de cette disposition, que les documents relèvent ou non du code de l'urbanisme, tous doivent prévoir la préservation des paysages. On peut ainsi citer à titre d'exemple le plan local d'urbanisme, le schéma de cohérence territoriale, le schéma de mise en valeur de la mer, le permis de construire, le permis de démolir, le permis de lotir, la déclaration d'utilité publique, le certificat d'urbanisme, l'autorisation de défrichement, etc.

De ces points de vue, la loi littoral française paraît a priori en cohérence avec la Convention européenne du paysage qui prévoit dans son article 2 qu'elle doit s'appliquer à tous les paysages, espaces naturels, ruraux, urbains et périurbains, incluant les espaces terrestres, les eaux intérieures et maritimes, et concerne tant les paysages remarquables que ceux du quotidien ou même dégradés. Elle remplit également les exigences de l'article 5d de la Convention qui visent à intégrer le paysage dans les politiques d'aménagement du territoire et d'urbanisme.

Toutefois, ce principe a tout de suite été limité à certains paysages seulement : les paysages remarquables ou caractéristiques du patrimoine naturel et culturel. Après tout, cette restriction pourrait ne pas être si importante, au regard de la politique de protection du paysage souhaitée par la Convention de Florence qui entend par là les actions de conservation et de maintien des aspects significatifs ou caractéristiques du paysage, mais le législateur a cru bon de prévoir un décret fixant la liste des espaces et milieux à préserver.

Le caractère naturel des paysages préservés

Cette liste non exhaustive figure à l'article R 146-1 du code de l'urbanisme, et s'il n'est pas nécessaire de la reprendre en intégralité, il faut souligner qu'elle ne fait référence qu'à des espaces naturels (dunes, landes côtières, plages, falaises, marais, etc) allant même jusqu'à préciser que ne sont préserver que les parties naturelles

ou caractéristiques du patrimoine naturel et culturel du littoral, et les milieux nécessaires au maintien des équilibres biologiques. Un décret fixe la liste des espaces et milieux à préserver, comportant notamment, en fonction de l'intérêt écologique qu'ils présentent, les dunes et les landes côtières, les plages et lidos, les forêts et zones boisées côtières, les îlots inhabités, les parties naturelles des estuaires, des rias ou abers et des caps, les marais, les vasières, les zones humides et milieux temporairement immergés ainsi que les zones de repos, de nidification et de gagnage de l'avifaune désignée par la directive européenne n° 79-409 du 2 avril 1979 concernant la conservation des oiseaux sauvages et, dans les départements d'outre-mer, les récifs coralliens, les lagons et les mangroves.

des estuaires, des rias ou abers et des caps, les parties naturelles des sites inscrits ou classés ou encore les îlots inhabités.

Cette exclusion de toute référence au caractère culturel d'un site est regrettable, d'autant plus que le juge fait une application relativement stricte de cette vision naturelle du paysage littoral à protéger. Ainsi, dans un arrêt du 29 juin 1998⁵⁸, le Conseil d'Etat a jugé que la protection de l'article L 146-6 du code de l'urbanisme ne s'appliquait pas aux terrains urbanisés ou déjà altérés par l'activité humaine. Les décisions judiciaires allant dans ce sens sont nombreuses, citons pour exemple un arrêt du Conseil d'Etat du 1^{er} octobre 1997⁵⁹, où les juges considèrent que les secteurs litigieux étant en partie urbanisés, ils ne constituent pas des espaces naturels à protéger au sens de l'article L 146-6 du code de l'urbanisme.

Il ne faut cependant pas se méprendre, cela ne signifie pas qu'un site sur lequel existe des constructions ne peut faire l'objet d'une protection, simplement, le seuil permettant de qualifier cet espace d'urbanisé ne doit pas être atteint. Il existe aujourd'hui un grand nombre de décisions judiciaires qui permettent de définir les contours de ce que les tribunaux entendent par espace urbanisé, là n'est pas notre propos, ce qu'il est important de relever, c'est qu'en application du décret, publié le 21 septembre 1989, et de l'analyse qui en a été faite par le juge, le paysage bâti ne peut faire, en tant que tel, l'objet d'une protection dans le cadre de la préservation du littoral français. Or ce patrimoine constitue pourtant une richesse et une des caractéristiques du paysage littoral et mériterait la même attention que le patrimoine naturel.

La très grande, trop grande, multiplicité des outils réglementaires, ne laisse bien sûr pas démuni les collectivités territoriales qui souhaitent préserver leur patrimoine bâti, ainsi, un certain nombre d'entre elles ont recours à la création de zone de protection du patrimoine architectural urbain et paysager, mais outre les contraintes liées à la multiplication des procédures, il faut déplorer le manque de cohérence qu'engendre cette situation au regard de la protection et de l'évolution de nos paysages littoraux. Cela est d'autant plus regrettable que les termes de l'article L 146-6 du code de l'urbanisme visent expressément le patrimoine culturel et aurait dû permettre sa protection par la loi littoral, même si, nous le verrons, les mesures de protection appliquées peuvent difficilement s'appliquer au patrimoine bâti.

La qualification du paysage

La seconde restriction posée par le législateur tient à la qualification du paysage qui doit être remarquable ou caractéristique du patrimoine naturel et culturel. Cette exigence éloigne encore davantage la protection du paysage par la loi littoral de

58. Conseil d'Etat, 29 juin 1998, *Chouzenoux*, n° 160.256.

59. Conseil d'Etat, 1^{er} octobre 1997, *Commune de Pornic*.

l'esprit de la Convention de Florence qui vise à prendre en compte tous les paysages. Mais qu'entend-on par paysage remarquable ou caractéristique ?

Pour les juges français, la qualification de paysage remarquable s'applique à des paysages qui comportent des données esthétiques rares, sinon uniques, et c'est bien leur rareté qui révèle le mieux ces qualités esthétiques. Ainsi, un site ou un paysage varois pourra être considéré comme remarquable du fait de sa rareté, alors qu'un paysage breton présentant les mêmes caractéristiques ne le sera pas. Ce que cherche à préserver la loi littoral, à travers cette idée de paysage, ce sont en réalité des espaces non urbanisés dans des zones où la pression foncière les menace.

Par paysage caractéristique, le juge retient les paysages distinguant fortement une zone spécifique soulignant son originalité sans être nécessairement d'une exceptionnelle beauté.

Concrètement, on peut relever un certain nombre d'éléments sur lesquels se fonde régulièrement le juge pour qualifier un paysage de remarquable ou de caractéristique :

- en conformité avec l'esprit du décret du 20 septembre 1989, il s'agit d'abord de son caractère naturel et peu urbanisé, le juge pouvant même aller jusqu'à apprécier une zone de « restée pour l'essentiel sauvage »⁶⁰ ;
- le classement en paysage remarquable effectué par les Directions régionales de l'environnement (DIREN) ;
- le classement dans son secteur d'intervention potentielle effectué par le Conservatoire de l'espace littoral et des rivages lacustres ;
- le classement du site ou d'une partie du site en Zone naturelle d'intérêt écologique, faunistique ou floristique (ZNIEFF) ;
- enfin, en vertu de ce que l'on pourrait presque qualifier de présomption, les espaces énumérés aux articles L 146-6 et R 146-1 du code de l'urbanisme, ignorant en cela l'alinéa premier de l'article R 146-1 qui prévoit la préservation de ces espaces seulement « dès lors qu'ils constituent un site ou un paysage remarquable ou caractéristique », et non pas en tant que tels. C'est ainsi que l'on trouve bon nombre de décisions qualifiant un site de paysage remarquable car boisé, constitué de landes, de dunes, de marais, etc. Pour un exemple, citons la cour d'appel de Bordeaux qui a jugé qu'il appartenait à une commune de protéger et sauvegarder une zone constituée de dunes vives tout simplement en application des dispositions de l'article L 146-6 du code de l'urbanisme⁶¹.

60. Cour administrative d'Appel de Douai, 15 avril 2004, *Commune de Merlimont*, n° 02-551.

61. Cour administrative d'Appel de Bordeaux, 20 décembre 2001, *Commune de Soorts-Hossegor*, n° 98-1019.

Au regard de la protection des milieux naturels, on peut se féliciter de cette application de la loi littoral, d'autant plus que les mesures de protection sont assez strictes, il est en revanche regrettable d'en constater les effets au niveau des paysages.

2. Les mesures de protection et leurs effets

Les mesures de protection

L'article L 146-6 du code de l'urbanisme exige la préservation de ces espaces, en admettant que des aménagements légers peuvent y être implantés, lorsqu'ils sont nécessaires à leur gestion, à leur mise en valeur notamment économique ou, le cas échéant, leur ouverture au public.

Le juge a interprété de manière stricte la notion de préservation puisqu'il a posé un principe selon lequel la nécessité de protection justifie l'interdiction, de principe, de toute forme de construction sur les terrains qui composent un site remarquable⁶². Une décision du tribunal administratif de Nice a même été jusqu'à annuler une convention passée entre la Commune de Fréjus et le Conservatoire du littoral qui prévoyait la réalisation de parkings sur des terrains appartenant au Conservatoire⁶³ ! Cette position prise par le juge administratif en l'absence de définition de la notion de préservation ne pouvait pas être maintenue. La protection de la nature et des paysages ne signifie évidemment pas une mise sous cloche, d'autant que c'était ignorer que ces espaces, forts attractifs, sont fréquentés de manière importante et qu'il est absolument nécessaire d'organiser l'accueil de ses visiteurs. C'était ignorer également que ces espaces, bien que curieusement encore perçus à l'état naturel et sauvage par le juge, sont souvent le support, sinon la résultante d'activités traditionnelles qui y sont exercées depuis des générations.

Face aux critiques, le législateur a élargi les possibilités d'intervention sur ces sites remarquables et depuis un décret du 29 mars 2004, sont désormais autorisés :

- l'aménagement de pistes cyclables et cavalières ;
- la réalisation d'aires de stationnement indispensables à l'ouverture au public du site ;
- la réfection des bâtiments existants, l'extension limitée de bâtiments et installations nécessaires à l'exercice d'activités économiques ;
- les aménagements nécessaires à l'exercice d'activités agricoles, pastorales et forestières ne créant pas plus de 50 m² de surface de plancher ;
- dans les zones de pêches, de cultures marines ou lacustres, de conchyliculture, de saliculture et d'élevage d'ovins de prés salés, les constructions et aménagements exigeant la proximité immédiate de l'eau liés aux activités traditionnellement implantées dans ces zones ;

62. Conseil d'Etat, 14 janvier 1994, *Commune de Rayol-Canadel*, n° 127.025

63. Tribunal administratif de Nice, 14 avril 1991, *Bret et autres*, n° 90-1889.

- les aménagements nécessaires à la gestion et à la remise en état d'éléments de patrimoine bâti reconnus par un classement au titre de la loi du 31 décembre 1913 sur les monuments historiques.

Le juge a donc régulièrement à se prononcer sur la légalité d'autorisations ou de refus d'installations dans les espaces remarquables, il le fait bien sûr en application de la réglementation du moment et de la liste des types d'aménagements autorisés, mais il a surtout tendance à privilégier des critères écologiques, de superficie des aménagements, plus souvent que des critères paysagers. Le tribunal administratif de Nice, le 5 juin 2001, ayant eu à statuer sur l'autorisation d'installation d'abris démontables à usage de buvette, de restauration légère et de stockage de matériel de plage, a même été jusqu'à juger ces installations incompatibles avec les impératifs de protection du site remarquable « quelle que puisse être leur esthétique »⁶⁴.

Après tout, un tribunal n'est sans doute pas le mieux à même de juger du caractère esthétique de telle ou telle installation, et peut être faut-il se féliciter de voir une notion aussi délicate et subtile qu'est la qualité paysagère ne pas être appréhendée par les tribunaux. Il n'en reste pas moins vrai que la loi littoral s'était donnée pour un de ses buts de préserver les paysages remarquables ou caractéristiques du patrimoine naturel et culturel, et l'application qui en a été faite jusqu'à présent, si elle n'en est pas la principale responsable, a participé à une évolution des paysages littoraux français pas toujours positive.

Les effets du régime de protection de la loi littoral sur l'évolution des paysages

Une des études intéressantes qui ont été menées sur l'évolution des paysages littoraux français a été réalisée en 1994 par le Conservatoire du littoral⁶⁵. A partir de 53 cartes postales datant pour la plupart de l'entre deux guerres, le Conservatoire a fait réaliser de nouvelles photographies des mêmes lieux en prenant le même point de vue et le même axe. La comparaison des clichés a révélé des constats et permis de tirer des enseignements qui certainement ne se limitent pas au littoral.

La première constatation est le changement de comportement social vis-à-vis du littoral, en particulier de la mer, et qui a entraîné un accaparement d'une partie de nos côtes au profit de l'urbanisme, notamment touristique. La seconde est la présence inéluctable de l'automobile et de la réorganisation de l'aménagement du territoire autour d'elle. La troisième constatation rejoint l'analyse faite à propos de la loi littoral et mérite d'être développée. On constate bien sûr une très forte urbanisation, mais le patrimoine naturel est loin d'avoir disparu, le bétonnage du littoral s'accompagnant

64. Tribunal administratif de Nice, 5 juin 2001, Association « Vivre dans la presqu'île de Saint-Tropez », n° 98-5690.

65. Les Ateliers du Conservatoire du littoral, *Paysage littoral : développer, révéler, fixer ?*, Annales 94/95, pages 67 à 103.

même parfois d'un reboisement de l'arrière pays. Sur presque tous les clichés, on remarque que ce sont en réalité les zones consacrées à l'agriculture qui ont diminué, généralement à la fois au profit de la ville et au profit du patrimoine naturel, rares sont en effet les zones qui apparaissent en friche.

On peut également remarquer ce que Henri Le Pesq, architecte, a qualifié d'effet pervers de la loi littoral et qui rejoint ce que nous avons dit précédemment : la pression urbaine n'ayant pas faibli, et à force de préserver, à raison, le patrimoine naturel, elle a été reportée sur les zones déjà construites, mettant ainsi en péril un autre patrimoine, le patrimoine balnéaire, celui-ci étant à la fois trop vieux pour avoir été bien entretenu, mais encore trop récent pour vraiment entrer dans l'histoire et faire l'objet d'une protection particulière. Ce report de la pression foncière a parfois eu lieu également entre communes, certaines d'entre elles ayant protégé leur littoral naturel ont entraîné le développement urbain des communes voisines.

Conclusion

Conduite en réaction à une menace de bétonnage réelle, et qui sera toujours présente, la politique de protection du littoral a certainement péché dans la gestion de ses paysages. S'il faut se féliciter de la réelle volonté de maintenir l'objectif français de préservation du fameux « tiers naturel » ou « tiers sauvage », il est en revanche regrettable de l'avoir fait au détriment de la qualité paysagère urbaine. Il est aussi regrettable de ne pas prendre davantage la mesure de l'importance que représente l'agriculture littorale dans la préservation écologique et paysagère de nos côtes.

Cinquante pour cent du littoral français est en effet encore à usage agricole, et fort heureusement, toutes les exploitations ne correspondent pas à l'image négative de l'agriculteur qui va épuiser, polluer les sols et les eaux, et étendre son exploitation au détriment des espaces naturels. Bien au contraire, pour ne parler que du paysage, l'agriculture littorale est à l'origine de certains de nos paysages littoraux les plus beaux et les plus emblématiques et il faut aujourd'hui absolument intégrer ce rôle dans notre politique de protection du littoral et de ses paysages.

Pour répondre aux objectifs de la Convention européenne du paysage, la politique française de protection et d'aménagement du littoral devra donc combler un certain nombre de lacunes, elle devra surtout intégrer l'esprit nouveau insufflé par la Convention et ne plus seulement percevoir le paysage comme un espace naturel exceptionnel distinct des autres espaces littoraux.

Closing speeches/ Discours de clôture

Closing speech of the 4th meeting of the Workshops for the implementation of the European Landscape Convention, Ljubljana, 11 and 12 May 2006

Maguelonne DÉJEANT-PONS

*Head of the Spatial Planning and Landscape Division
Council of Europe – DG IV*

I should like, at the close of this meeting, to reiterate my very warm thanks to the Slovenian authorities for their splendid welcome and, in particular, to all those who helped bring this event to fruition, especially Ms Nataša Bratina-Jurkovič, with whom it was a real pleasure to co-operate.

The conclusions will now be presented by Mr Christian Meyer, Council of Europe expert, who will have the difficult task of summing up the proceedings.

I was very interested to hear the contributions and see what progress had been made, not only with the landscape theme but also with work on translating the objectives of the European Landscape Convention into landscape policies.

I should like to provide two pieces of information:

- in order to contribute to the United Nations Decade of Education, the Council of Europe has appealed to the Contracting Parties and signatories to the European Landscape Convention to find out what has been done to date in the area of landscape education, under Article 6B of the convention. We naturally want to make progress in this field as part of the convention's work programme;
- secondly, the Regional Conference of Environment Ministers from the Council of Europe member states, which took place only recently in Bucharest on 27 and 28 April 2006 under the Romanian Chairmanship of the Council of Europe Committee of Ministers, stressed the need in its final resolutions to promote the provisions of the European Landscape Convention.

It is essential to share practices and experience at European level, as provided for in the European Landscape Convention, in order to make for a better understanding of the phenomena that affect the quality of the landscape and ensure that greater account is taken of them.

Allocution de clôture de la 4^e réunion des Ateliers pour la mise en œuvre de la Convention européenne du paysage, Ljubljana, 11 et 12 mai 2006

Maguelonne DÉJEANT-PONS

*Chef de la Division de l'aménagement du territoire et du paysage
Conseil de l'Europe - DG IV*

Je souhaiterais, au terme de cette réunion, remercier à nouveau bien vivement les autorités de la Slovénie pour leur accueil exceptionnel et tout spécialement l'ensemble des personnes qui ont contribué à la concrétisation de cette manifestation, et notamment Mme Nataša Bratina-Jurkovič avec qui cela a été un réel plaisir de coopérer.

Les conclusions seront maintenant présentées par M. Christian Meyer, expert du Conseil de l'Europe, qui aura la difficile tâche de réaliser une synthèse de nos travaux.

Je souhaiterais simplement vous faire part du grand intérêt que j'ai eu à écouter les présentations effectuées et mesurer les progrès réalisés, non seulement dans la réflexion concernant le thème du paysage mais aussi dans les travaux menés en vue de transcrire les objectifs de la Convention européenne du paysage dans les politiques du paysage.

Je souhaiterais ainsi donner deux éléments d'information :

- afin de contribuer à la décennie des Nations Unies sur l'éducation, le Conseil de l'Europe a lancé un appel aux Etats contractants et signataires de la Convention européenne du paysage pour savoir ce qui a été fait jusqu'à présent en ce qui concerne l'éducation au paysage en application de l'article 6B de la Convention. Nous voulons bien entendu progresser en ce domaine dans le cadre du Programme de travail de la Convention ;
- par ailleurs, la Conférence régionale des Ministres de l'environnement des Etats membres du Conseil de l'Europe, qui s'est tenue tout récemment à Bucarest les 27 et 28 avril 2006 dans le cadre de la Présidence roumaine du Comité des Ministres du Conseil de l'Europe, a dans ses Résolutions finales, souligné la nécessité de promouvoir les dispositions de la Convention européenne du paysage.

Les échanges de pratiques et d'expériences au niveau européen, conformément à ce que prévoit la Convention européenne du paysage sont fondamentales afin de progresser dans une meilleure compréhension et prise en compte des phénomènes qui affectent la qualité des paysages.

Fostering political will, promoting a landscape culture and involving professionals are, Arancha Muñoz told us, the three ingredients necessary for optimum monitoring of the landscape.

We must continue to work on these three approaches, given that space has now become a valuable asset that needs, as stated in the legislation of the Walloon Region, to be used sparingly.

The idea is to reconcile spatial planning with the landscape when there have been conflicting requirements, to adopt a holistic vision of the territory that encompasses both natural and cultural assets, to promote an awareness of the riches around us, the vulnerability of the natural and cultural heritage and the irreversible situation to which certain decisions can lead, and to act preventively.

We mentioned the distinction that should be drawn between data collection, the information to be drawn from the data and knowledge. It might be worth adding another dimension: inspiration – the inspiration of the inhabitants and the professionals who shape the territory, in other words the sensitive dimension of the territory. We need to promote the art of spatial planning and take account of the “essence” of the places concerned.

I can, here, remind you of the Ljubljana Declaration on the territorial dimension of sustainable development, adopted at the last European Conference of Ministers Responsible for Regional/Spatial Planning, which was held in this very place in 2003. It calls for a visionary approach to the territory. I should like to pay tribute here to the remarkable work of Ms Margarita Jančič, the then Chair of the CEMAT Committee of Senior Officials, and to the long-range work currently being carried out by Slovenia, in particular with the RAVE project.

I should like to end by inviting you, if you are so inclined, to come to Gerona in Spain on 28 and 29 September 2006 for the 5th meeting of the European Landscape Convention workshops, which will have as their theme: “Landscape quality objectives: from theory to practice”.

I sincerely thank Mr Enrico Buergi, Chair of the European Landscape Conference, Ms Maria-José Festas, Chair of the CEMAT Committee of Senior Officials, and all of you here for taking part.

Développer la volonté politique, promouvoir la culture du paysage, veiller à la présence de professionnels, tels sont les trois ingrédients nécessaires à un suivi optimal des paysages, nous a dit Mme Arancha Muñoz.

Nous devons poursuivre le travail dans ces trois directions, considérant que désormais l'espace est devenu un bien précieux qui doit faire l'objet, comme le dit la législation de la Région Wallonne, d'une utilisation parcimonieuse.

Il s'agit de réconcilier l'aménagement du territoire et le paysage lorsqu'il y a eu divergence, il s'agit d'avoir une vision holistique du territoire intégrant les valeurs tant naturelles que culturelles, il s'agit de promouvoir la conscience de la richesse qui nous entoure, de la vulnérabilité du patrimoine naturel et culturel et de la situation irréversible à laquelle certaines décisions peuvent conduire, et de la nécessité d'agir d'une manière préventive.

Nous avons mentionné la distinction qu'il convenait de faire entre la collecte de données, l'information qui doit être faite à partir de ces données et le savoir. Il serait peut-être utile d'ajouter une autre dimension : l'inspiration ; l'inspiration des habitants et l'inspiration des professionnels qui façonnent le territoire, à partir d'une dimension sensible du territoire. Il convient de promouvoir l'art de l'aménagement du territoire et de tenir compte du « génie des lieux ».

Je souhaiterais à cet égard rappeler la Déclaration de Ljubljana sur la dimension territoriale du développement durable adoptée lors de la dernière Conférence européenne des Ministres responsables de l'aménagement du territoire qui s'est tenue ici même en 2003, qui préconise une démarche visionnaire du territoire. Je rends à cet égard hommage au très grand travail réalisé par Mme Margarita Jančič, alors Présidente du Comité des hauts fonctionnaires de la CEMAT et au travail prospectif actuellement réalisé par la Slovénie, avec le Projet RAVE, notamment.

Je souhaite pour finir vous donner rendez-vous si vous le souhaitez en Espagne, à Gironne, les 28 et 29 septembre 2006 prochain pour la 5^e réunion des Ateliers de la Convention européenne du paysage, qui se tiendra sur le thème des « Objectifs de qualité paysagère : de la théorie à la pratique ».

Je remercie bien vivement M. Enrico Buergi, Président de la Conférence européenne du paysage, Mme Maria-José Festas, Présidente du Comité des hauts fonctionnaires de la CEMAT et vous tous, pour votre participation.

General conclusions/ Conclusions générales

General conclusions of the 4th meeting of the Workshops for the implementation of the European Landscape Convention, Ljubljana, 12 May 2006

Christian MEYER

Council of Europe Expert

We have now completed a fine exercise in collective intellectual production. My contribution is to provide an overview of these two days of reflection and pooling of experience, and to propose avenues for the ongoing implementation of the European Landscape Convention.

The numerous statements offered novel perceptions and brought up to date the outstanding questions concerning the methods and approaches being applied to implement the European Landscape Convention. In many cases, the questions raised by some speakers are partially answered by the comments of others.

Here are the main areas of enquiry that emerge from the discussions:

Perception of landscape

“Beauty is in the eye of the beholder”. This saying quoted by Maria José Festas should finally convince us that landscape quality has no absolute. The Convention does not concentrate entirely on exceptional landscapes.

The scrutiny of landscape via people’s perception of it has taught us that landscape embodies the values of the individuals and the society who not only perceive it but also conceive, develop and manage it. It can even become the symbol of a nation, as Ms Ana Kučan demonstrated.

This perception-oriented approach makes us aware that, like everything cultural, the beauty of a landscape is an essential ingredient for the harmonious development of societies.

Choice of tools and methods for implementing the European Landscape Convention

Three levels of current actions must firstly be distinguished: the process of signature and ratification of the Convention by Council of Europe member states; transcription of the Convention into the national laws and regulations; also, the inclusion of the Convention’s values in national policies.

Conclusions générales de la 4^e réunion des Ateliers pour la mise en œuvre de la Convention européenne du paysage, Ljubljana 12 mai 2006

Christian MEYER

Expert du Conseil de l'Europe

Nous voici à la fin d'un bel exercice de production d'intelligence collective. Ma contribution consiste à faire une synthèse de ces deux jours de réflexion, d'échange d'expériences et de proposer des pistes pour la suite de la mise en œuvre de la Convention européenne du paysage.

Les nombreuses interventions ont apporté des éclairages nouveaux et ont mis à jour les interrogations sur les méthodes et les démarches en cours pour la mise en œuvre de la Convention européenne du paysage. Souvent les interrogations des uns trouvent une partie de leurs réponses dans les réflexions des autres.

Voici les principales interrogations qui émergent de ces journées :

Interrogations sur la perception du paysage

« La beauté est dans les yeux de celui qui le regarde ». Cette citation de Maria José Festas doit définitivement nous convaincre qu'il n'y a pas d'absolu dans la qualité du paysage. La Convention ne s'intéresse pas qu'aux paysages exceptionnels.

Cette interrogation du paysage par sa perception nous a démontré que le paysage porte les valeurs des personnes et de la société qui le perçoivent, mais aussi qui le conçoivent, l'aménagent et le gèrent. Il peut même devenir le symbole d'une nation, comme l'a démontré Mme Ana Kučan.

Cette approche par la perception nous fait prendre conscience que, comme tout ce qui est culturel, la beauté d'un paysage est un apport essentiel pour un développement harmonieux des sociétés.

Interrogations sur le choix des outils et des méthodes pour la mise en œuvre de la Convention européenne du paysage

Il faut tout d'abord distinguer trois niveaux d'actions en cours : le processus de signature et de ratification de la Convention par les Etats membres du Conseil de l'Europe ; la transcription de la Convention dans les lois et règles nationales ; mais aussi l'inscription de valeurs de la Convention dans les politiques nationales.

These actions progress hand in hand but cannot rely on the same instruments and methods:

- the first action depends on a national political decision;
- the second action is founded on the institutional and legal instruments of the state concerned;
- the third action also involves establishing common values and guidelines. These values are consolidated by the comments and queries raised during the Workshops for the implementation of the European Landscape Convention.

In the fields of diagnoses and analyses of territories and scientifically observable landscape components, the tools and methods are well developed. But to implement the Convention, it is not enough to perform analyses and to apply legal constraints for protecting landscapes; also, and most importantly, one must have projects to promote. Indeed, where methods are concerned, the Convention introduces the project-based approach. Collecting scientific data, for a definite purpose of course, is useful in assessing a territory.

Under the project-based approach, the intentions and the objectives to be attained are first determined, before analysing the context. The data collected then serve as tools for setting up the project. This involves the practical application of the values conveyed by the Convention. Only when the terms of the project are stated should the legal rules be laid down. Rules, especially if prohibitive, cannot make a project. Conversely, a reasoned project may need a legal framework to be legitimately authoritative.

Consequently, this is where much work has to be done on methodological development to accomplish the implementation of the Convention in a practical way. The project-based approach requires a prior forecasting procedure to ascertain the intentions of the authorities who commission projects – generally governments and public or semi-public entities.

Proper definition of project objectives requires a change of outlook, taking account of the needs of the land and the inhabitants. The evolution of this environment, and the new aspirations of society, must also be appreciated – really a matter of “listening to the grass grow”.

Thinking about “wherefores” and “wherewithal” in that order

Besides choosing tools and methods, the “wherefores” or objectives pursued have to be considered before devising sophisticated and superabundant tools as the “wherewithal”.

Mr Carl Steinitz puts this question: “We want to preserve and protect, but against whom, against what? The technique is no longer a problem today, but before collecting

Ces actions avancent parallèlement mais ne peuvent faire appel aux mêmes outils et méthodes :

- la première action relève d'une décision politique nationale ;
- la deuxième action se fonde sur les instruments institutionnels et juridiques de l'Etat concerné ;
- la troisième action implique aussi la mise en place de valeurs et d'orientations communes. Ces valeurs sont consolidées par les réflexions et les interrogations émises lors des Ateliers pour la mise en œuvre de la Convention européenne du paysage.

Dans les domaines des diagnostics, des analyses des territoires et des composantes scientifiquement observables, les outils et les méthodes sont bien développés. Mais pour mettre en œuvre la Convention, il ne suffit pas de faire des analyses et d'instituer des contraintes juridiques tendant à protéger les paysages. Il faut aussi, et surtout avoir des projets à faire valoir. En fait, en terme de méthode, la Convention introduit la démarche de projet. Collecter des données scientifiques est en effet utile pour connaître le territoire, mais encore faut-il savoir dans quelle optique on les recherche.

Avec la démarche de projet, on commence par déterminer les intentions, les objectifs à atteindre avant d'analyser le contexte. Les données collectées deviennent alors autant d'outils au service de la mise en place du projet. Il s'agit en l'espèce de l'application concrète des valeurs véhiculées par la Convention. C'est seulement quand les termes du projet sont exprimés que les règles juridiques devraient être édictées. Des règles, surtout si c'est une interdiction, ne peuvent pas faire un projet. Par contre, un projet explicite peut avoir besoin d'un cadre juridique pour s'imposer légitimement.

C'est donc dans ce domaine qu'il y a un gros travail à faire pour faire évoluer les méthodes pour réussir de façon concrète la mise en œuvre de la Convention. La démarche de projet nécessite en amont une démarche prospective pour bien déterminer les intentions des maîtres d'ouvrages – en général les Etats, les collectivités publiques ou parapubliques.

Il faudrait changer d'attitude pour bien définir les objectifs des projets. Pour ce faire, il faut tenir compte des besoins des hommes et des territoires. Il faut aussi être sensible à l'évolution de cet environnement et aux nouvelles aspirations de la société. En fait « il faut écouter l'herbe pousser ».

Interrogations sur « le pourquoi » avant d'examiner « le comment »

Au-delà du choix des outils et des méthodes, il convient de s'interroger sur les objectifs poursuivis « le pourquoi ? » avant de développer des outils sophistiqués et pléthoriques « le comment ? ».

data let us enquire, for the sake of our research priorities, what information we seek. It is better to have 65% of data delivered on time than 70% too late”.

Some presentations showed that the application of the ideas in the Convention must occur at various levels: national, regional and local. Others pointed out the importance of interdepartmental co-operation. To bring a quality European landscape into being, we must in fact alter our mindset and introduce an approach that accommodates sustainable development concerns – as many speakers asserted, with demonstrations of how they put this into practice:

- Mr Alberto Clémenti in particular, suggests a change of stance in order to lend more effectiveness to landscape protection. He objects to separate management of landscape, and thinks we should move towards a definition of general spatial planning objectives. For that purpose, he seeks to wed town planning with landscape and create what he calls “the urban development of landscape”. What must also change, he thinks, is the mode of governance: the different levels of landscape management need to be blended, and the population frankly informed by elaborating the urban development plans in an understandable medium of expression (video for example).
- Mr Nicolas Sanaa too, in his presentation of the French regional nature parks, demonstrated that their functions – protection and management of the natural, cultural and landscape heritage, spatial planning, economic and social development, experimentation and receiving, educating and informing the public – were goals of sustainable development well before its time, having been established in 1967. In fact a park’s organisation, relying on local players, revolves round a concerted project founded on two keywords: protection and enhancement. The State classifies the regional nature park for a term of twelve years by decree. After an appraisal, the classification can be renewed on submission of a new scheme. This area-based scheme is sealed by a charter, drawn up by a local body in consultation with the players concerned. The municipalities and their residents involved in the process benefit from the offerings of a pleasant residential setting, preserved landscapes, and improvements and services meeting their expectations. The force of the charter and the ability to protect landscapes without imposing penalties stem chiefly from the fact that the partners are the best guarantors of its application, having realised what is at stake on a wider plane.

Mr Sanaa thus described the impression which he had gained on discovering the European Landscape Convention – that it was written for these parks. Our impression is rather that the approach of working from the project and founding its implementation on the involvement of the players from the earliest stages was tried out in order to be the inspiration of this new stance allowing the European Landscape Convention to be implemented bearing in mind the concerns of sustainable development.

M. Carl Steinitz interroge : « Nous voulons conserver, protéger, mais contre qui, contre quoi ? La technique n'est aujourd'hui plus un problème, mais avant de collecter des données, posons-nous la question de savoir quelle information nous cherchons pour sérier la recherche. Il vaut mieux avoir 65% de données parvenus à temps que 70% qui arrive trop tard ».

Certaines présentations ont montré que l'application des idées de la Convention doit se faire aux diverses échelles : nationale, régionale et locale. D'autres ont fait état de l'importance de la coopération entre services. Pour produire un paysage européen de qualité, il faut en effet changer d'état d'esprit et instaurer une démarche qui intègre les préoccupations du développement durable. De nombreux intervenants l'ont affirmé en montrant comment ils l'ont appliqué concrètement :

- M. Alberto Clémenti notamment, suggère de changer d'attitude pour donner plus d'efficacité à la protection des paysages. Il se prononce contre une gestion séparée du paysage et considère qu'il faut aller vers une définition d'objectifs généraux de planification de l'espace. Il veut pour cela marier urbanisme et paysage et créer ce qu'il appelle l'« urbanisme du paysage ». Ce qui doit également changer, estime-t-il, c'est le mode de gouvernance : il faut mélanger les différents niveaux de gestion du paysage et informer honnêtement la population en travaillant les plans d'urbanisme en un langage compréhensible (vidéo par exemple).
- M. Nicolas Sanaa également, en présentant les parcs naturels régionaux français, a démontré que leur mission – protection et gestion du patrimoine naturel, culturel et paysager, aménagement du territoire, développement économique et social, expérimentation, accueil, éducation et information – sont des objectifs de développement durable avant la lettre puisqu'ils ont été créés en 1967. Faisant appel aux acteurs locaux, le parc s'organise en effet autour d'un projet concerté fondé sur deux mots clés : protection et valorisation. L'Etat classe par décret le parc naturel régional pour une durée de douze ans. Suite à une évaluation, le classement, sur proposition d'un nouveau projet peut-être renouvelé. Le projet de territoire est formalisé dans une charte. Cette charte est élaborée par un organisme local en concertation avec les acteurs concernés. Les communes et leurs habitants engagés dans la démarche bénéficient des apports d'un cadre de vie agréable, de paysages préservés, d'aménagements et de services adaptés à leurs attentes. La force de la charte et la possibilité de protéger les paysages sans sanctionner provient essentiellement du fait que les partenaires qui ont pris conscience des enjeux à une échelle plus large sont les meilleurs garants de sa mise en œuvre.

M. Sanaa indiquait ainsi qu'en découvrant la Convention européenne du paysage, il avait eu l'impression qu'elle était écrite pour les parcs. Mais en fait, nous avons plutôt l'impression que la démarche consistant à partir du projet et à fonder sa mise œuvre sur l'implication des acteurs dès l'amont a été expérimentée pour inspirer cette

The role of the players

As we found, the mindset has to change in order that the implementation of the Convention may be effective at a further stage than that of binding rules. This new mindset already motivates many experts and delegates, but all players concerned must evolve likewise.

Production of quality landscapes is a matter for everybody or at least for a large number of players: the authorities, experts, planners, the population concerned. Hitherto, the instructions have often come from above – from the European level – and are transposed into national law under the authority of the state entities. Their actual implementation is left to the initiative of the local tier and it is stipulated that residents should be informed, made to appreciate the landscapes around them so that the preservation decided at a higher level receives their support or at least approval.

This stance has nevertheless shown its limitations. Moreover, the existence of the workshops for monitoring the implementation of the Convention shows that the signature of an international convention does not suffice for it to be applied. The transcription of the rules into national law is a legal convenience.

The national bodies must therefore take account of the realities on the ground, genuinely and pragmatically. The local tier is indeed very often underestimated and called upon merely as a “lower” level, only fit for executing the rules framed at the national level. But this is the level where most projects are devised, and above all where democracy is practiced, as Ms Maguelonne Déjeant-Pons reminds us by saying that an interest should be taken in the territorial dimension of human rights.

So that the Convention’s implementation may accommodate sustainable development concerns, and especially the dimension of grassroots democracy, all players have a role to perform. “The population has no need to be educated”, as Felice Spingola points out, “this directive attitude must be discarded, drawing instead on the ground truth as known to the population, for they are the true experts on their landscape!”

Which role should the professionals assume, then? Facilitators serving the public interest. They know about scientific analysis, they are called upon to define and perform actions, they must also mainstream the contexts and the environment into those actions. It is therefore for them to produce a project with all these ingredients. This alchemy is more germane to art than to scientific demonstration, but that is the type of professionals we need.

Awareness-raising should perhaps be aimed more at the politicians. The population, the associations are often quicker to appreciate the qualitative issues, and are responsive and well-informed. The political leaders in touch with them then have a sense of being supported in upholding innovative ideas of benefit to society at large.

nouvelle attitude qui permettrait de mettre en œuvre la Convention européenne du paysage en tenant compte des préoccupations du développement durable.

Interrogations sur le rôle des acteurs

Comme nous l'avons constaté, le changement d'esprit est nécessaire pour que la mise en œuvre de la Convention soit effective en dépassant le stade des règles contraignantes. Ce nouvel état d'esprit anime déjà de nombreux experts et délégués. Il faut cependant que l'ensemble des acteurs concernés évolue dans le même sens.

La production de paysages de qualité est l'affaire de tous, ou du moins de nombreux acteurs : les autorités, les experts, les aménageurs, la population concernés. Jusqu'à présent, les directives viennent souvent d'en haut – du niveau européen –, et sont transcrites dans les droits nationaux sous l'autorité du pouvoir étatique. Leur mise en œuvre concrète est laissée à l'initiative du niveau local et il est indiqué que la population doit être informée, sensibilisée aux paysages qu'elle fréquente pour que la conservation décidée, à un niveau plus élevé, obtienne son soutien ou du moins son approbation.

Cette attitude a cependant montré ses limites. D'ailleurs l'existence des Ateliers de suivi de la mise en œuvre de la Convention montre que la signature d'une convention internationale ne suffit pas pour qu'elle soit appliquée. La transcription des règles dans le droit national est une commodité juridique.

Il faut donc que les instances nationales prennent réellement en compte et de façon pragmatique les réalités du terrain. En fait, l'échelon local est très souvent sous-estimé et n'est souvent sollicité que comme niveau « inférieur », tout juste bon à exécuter les règles pensées à l'échelon national. Mais c'est à cette échelle que se conçoivent le plus de projets, et surtout que se pratique la démocratie. Mme Maguelonne Déjeant-Pons nous le rappelle : « Il s'agit de s'intéresser à la dimension territoriale des droits de l'homme ».

Pour prendre en compte les préoccupations de développement durable, et notamment la dimension de la démocratie citoyenne dans la mise en œuvre de la Convention, tous les acteurs ont un rôle à jouer. « La population n'a pas besoin d'être éduquée », comme le rappelle Felice Spingola, « il faut abandonner cette attitude directive et reprendre leurs connaissances du terrain : c'est elle l'experte de son paysage ! ».

Quel rôle doivent alors assumer les professionnels ? Celui de facilitateur au service de l'intérêt général. Ceux-ci ont la connaissance de l'analyse scientifique, ils sont appelés à définir et réaliser les actions, ils doivent aussi intégrer les contextes, l'environnement. A eux donc de produire un projet qui tienne compte de tous ces ingrédients. Cette alchimie est plus de l'ordre de l'art que de la démonstration scientifique. Mais c'est de ce type de professionnels dont nous avons besoin.

The civil servants working for the politicians must supply them with the arguments for asserting that beauty, a pleasant setting enabling a society to develop harmoniously and peaceably, are fundamental. What nobler calling is there for a politician?

The strategic positioning of the approach

The landscape's economic value is recognised. But why do the other economic and political spheres not take an interest in it? In fact, this begs the question, "Why should they?" The financial stake is so small and, as people say in Slovenia, "No money, no music.". The 7 billion Euro announced over 5 years under the Interreg programmes are insignificant beside the budgets devoted to infrastructures for example. And landscape is built above all on perfectly real developments, not fabricated from studies!

Proposals

It rests with the Council of Europe policy-makers to issue recommendations to the partners. As an expert, my role is purely to make practical proposals to redirect the action of implementing the Convention according to the change of stance expressed during the current meeting:

- first of all I suggest producing a practical guide to help design projects mainstreaming the sustainable development approach. It should not deal with analyses but rather project-based approaches that speak a pragmatic language about choosing the appropriate scales, the partnerships employed, the way to bring a project into being with the various players, the forecasting methodology, and the public consultation technique. The guide should be written by a project team made up of persons representative of civil society. It would be advisable to work from experiences gathered in the partner countries or elsewhere.

The target audiences are the arbiters of what can be called the "collective volition": elected representatives, representatives of government departments, local government and regional leaders, heads of associations, and professionals who think out and create our landscapes. It would also be useful to make this practical guide known to the other European agencies, perhaps by means of a communication operation;

- as a further step, I suggest that official grants (European Union, states, regions) in all areas with an impact on our landscapes be made subject to the condition of incorporating European Landscape Convention objectives;
- it is necessary moreover to support financially those projects which mainstream the sustainable development approach, area-based forecasting, and monitoring aimed at high-quality implementation. On the accounting side, these grants should be made under the head of operational, not capital, expenditure;

La sensibilisation est peut-être plus à faire auprès des hommes et des femmes politiques. La population, les associations prennent souvent plutôt conscience des enjeux qualitatifs, se mobilisent et sont bien informés. Les responsables politiques qui sont à leur écoute se sentent alors soutenus pour défendre des idées innovantes et utiles pour la société en général.

Les fonctionnaires, qui travaillent pour eux, doivent leur apporter les arguments pour qu'ils puissent défendre que le beau, un cadre de vie agréable et permettant à une société de se développer de façon harmonieuse et paisible est fondamental. Quoi de plus noble pour un politique ?

Interrogation sur le positionnement stratégique de la démarche

La valeur économique du paysage est reconnue. Mais pourquoi les autres sphères économiques et politiques ne s'y intéressent pas ? En fait, il faudrait poser la question suivante : « Pourquoi le feraient-elles ? » L'enjeu financier est tellement faible. Et comme on le dit en Slovénie « Pas d'argent, pas de musique ». Les 7 milliards d'Euros annoncés sur 5 ans dans le cadre des programmes Interreg ne sont rien à côté des budgets consacrés aux infrastructures par exemple. Et le paysage ne se fabrique pas avec des études mais surtout avec des aménagements bien réels !

Propositions

C'est aux décideurs du Conseil de l'Europe de faire des recommandations aux partenaires. En qualité d'expert, mon rôle consiste uniquement à faire des propositions concrètes pour réorienter l'action de mise en œuvre de la Convention en fonction du changement d'attitude exprimé durant cette réunion :

- tout d'abord je propose de réaliser un guide pragmatique pour aider à faire des projets en intégrant la démarche du développement durable. Il ne s'agit pas d'analyses mais des démarches de projets qui parlent de façon pragmatique du choix des échelles pertinentes, des partenariats utilisés, de la manière de faire émerger un projet avec les différents acteurs, de prospective, de pratique de la concertation publique. Ce guide devrait être réalisé par une équipe de projet constituée de personnes représentatives de la société civile. Il conviendrait de partir d'expériences recherchées dans les pays partenaires ou ailleurs.

Les publics visés sont les décideurs de ce que l'on peut appeler le « vouloir collectif » : élus, représentants des ministères, dirigeants des collectivités, des régions, des associations et les professionnels qui réfléchissent et réalisent nos paysages. Il serait aussi utile de faire connaître ce guide pratique auprès des autres instances européennes, avec peut-être une opération de communication ;

- support should also be given to training courses introducing sustainable development, project technique and forecasting into the crafts of spatial design and management;
- finally, prominence should be given to local initiatives, a level at which there are more ideas and inventions than at global level;
- I propose in conclusion to amplify the Johannesburg slogan “Think globally, act locally”.

- afin d’aller plus loin, je propose de conditionner les aides publiques (Union européenne, Etats, Régions) dans tous les domaines qui ont une incidence sur nos paysages à l’intégration d’objectifs de la Convention européenne du paysage ;
- il est par ailleurs nécessaire de soutenir financièrement les projets qui intègrent la démarche en développement durable, la prospective territoriale et le suivi pour une mise en œuvre de qualité. Sur le plan comptable, ces aides doivent se faire dans le domaine du fonctionnement et non pas de l’investissement ;
- il faut aussi soutenir les formations qui intègrent le développement durable, le « projetage » et la prospective dans les métiers qui conçoivent et gèrent l’espace ;
- pour finir, il faut valoriser les initiatives locales. Il y a plus d’idées et d’inventions à cette échelle qu’au niveau global ;
- je propose enfin de faire évoluer le slogan de Johannesburg « penser global et agir local » en « Penser global et local, agir global et local ».

Programme

THURSDAY 11 MAY 2006

8.00 – 9.00 **Welcome to participants and registration**

9.00 – 10.00 **Introductory Speeches and Welcome addresses**

- **Mrs Metka ČERNELČ**, Director General of the Spatial Planning Directorate, Ministry for Environment and Spatial Planning, National Office for Spatial Development of Slovenia
- **Mr Silvester GABERŠČEK**, Secretary, Ministry of Culture
- **Mr Enrico BUERGI**, President of the Conference of the European Landscape Convention
- **Mrs Maguelonne DÉJEANT-PONS**, Head of the Spatial Planning and Landscape Division, Council of Europe
- **Mr Michael DOWNING**, Member of the EFLA Convention Working Group of the European Federation of Landscape Architects (EFLA)
- **Mrs Nataša BUČAR-DRAKSLER**, Chair of the Association of Landscape Architects of Slovenia

General introduction to the Workshops

Mrs Maria José FESTAS, Representative of Portugal for the European Landscape Convention, Chair of the Committee of Senior Officials of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) of Council of Europe member states

WORKSHOP 1

THE IDENTIFICATION AND ASSESSMENT OF LANDSCAPES

10.00 – 10.30 **Introduction to the Session by Chairs**

Mrs Margarita JANČIČ, Former Chair of the Committee of Senior Officials of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) of Council of Europe member states

Mr Jean-François SEGUIN, Representative of France for the European Landscape Convention

General introduction to the Workshop 1

Landscape classification and changes of landscape

Mr Ivan MARUŠIČ, Head of the Landscape Architecture Department, Ljubljana University

10.30 – 11.00 **Break**

11.00 – 12.30

Presentations

- Landscape as a national symbol

Mrs Ana KUČAN, Landscape Architecture Department, Ljubljana University

- Presentation of the regional distribution of landscape types in Slovenia project, and the outstanding Landscapes of Slovenia project

Mrs Jelka HUDOKLIN, M.Sc., Slovenia

- Understanding and using the diversity of landscape in England

Mr Graham FAIRCLOUGH, Representative of the United Kingdom for the European Landscape Convention

- Landscape and urbanism

Mr Alberto CLEMENTI, Secretary General of the Italian Society of Urbanism, President of the Faculty of Architecture of Pescara, Italy

Conducted discussion: How to improve the method of typological landscape definition, to unify this method for Europe at a general level, the significance of this method for planning, and the use of results for education and public awareness-raising

Moderators: **Mrs Elina VEIDEMANE**, Ministry of Regional Development and Local Governments, Senior Officer of Spatial Planning Department, Latvia, and

Mrs Anne FORTIER-KRIEGEL, Landscape Architect, *Conseil général des Ponts et Chaussées*, France

- **Overview of the Workshop 1: Pressing Buttons in the Landscape**

Mr Terry O'REGAN, President of Landscape Alliance Ireland

12.30 – 14.00

Lunch

WORKSHOP 2

SOCIETY AND THE NEED OF HIGH-QUALITY LANDSCAPES

14.00 – 15.30

Introduction to the Session by Chairs

Mrs Nataša BRATINA JURKOVIČ, Representative of Slovenia for the European Landscape Convention

Mrs Martina PÁSKOVÁ, Representative of Czech Republic for the European Landscape Convention

General introduction to the Workshop 2

The relationship between the quality of landscape and the quality of life

Mrs Blanka BARTOL, Ministry for environment and Spatial Planning, Spatial Planning Directorate, Slovenia

Presentations

– Selection of cultural landscape by UNESCO: good practice example of Wachau, Austria

Mr Michael SCHIMEK, Managing Director of “*Arbeitskreis Wachau*”, Austria

– Integration of landscape issues into public policies: the example of the Alpine region

Mrs Mojca GOLOBIČ, Urban Planning Institute of the Republic of Slovenia

– Landscape as a tourism development resource (ISTRIA) “Istrian necklace of islands”

Mr Eduard KUŠEN, Institute for Tourism, Croatia

15.30 – 16.00

Break

16.00 – 17.00

Presentations

– The role of Strategic Environment Assessment (SEA)

Mrs Vesna KOLAR PLANINŠIČ, Ministry for Environment and Spatial planning, Environment Directorate, Slovenia

– Common financial instruments for accomplishing landscape quality objectives

Mrs Margarita JANČIČ, Minister of the Environment and Spatial Planning of Slovenia, Spatial Planning Directorate, CEMAT, Slovenia

– Landscape management in the Danube Delta Area

Mrs Cristina HERTIA, Ministry of Transport, Constructions and Tourism, Romania

– Light emissions and landscape: Recommendations for the prevention of light emissions in Switzerland

Mr Antonio RIGHETTI, Federal Office of Environment, Switzerland

17.00 – 17.30

Break

17.30 – 18.00

Conducted discussion

How to reach the desired condition of landscapes through spatial and sectoral planning and other forms of management?

Moderators: Mrs Arancha MUÑOZ, Architect, Valencia, Spain, and

Mr Régis AMBROISE, Ministry of Agriculture and of Fishing, France

- 18.00 – 18.30** **Overview of Workshop 2**
Some notes on landscape planning: towards the objectives of the European landscape Convention
Mr Carl F. STEINITZ, Professor at the Harvard Design School University
- 19.00 – 20.00** Reception of the Lord Mayor of Ljubljana **Mrs Danica SIMŠIČ** in City Hall, Municipality of Ljubljana
- 20.30** **Gala Dinner**

FRIDAY 12 MAY 2006

WORKSHOP 3

LANDSCAPE PROTECTION AND MANAGEMENT FOR THE SOCIETY

- 9.00 – 10.00** **Introduction to the Session by Chair**
Mrs Anna DI BENE, Representative of Italy for the European Landscape Convention
General introduction to the Workshop 3
– Landscape protection and management
Mrs Jelena HLADNIK, Ministry of the Environment and Spatial Planning, Nature Protection Sector, Slovenia
Presentations
– Cultural protected places and landscape
Mrs Lionella SCAZZOSI, Professor at the University of Milan and Council of Europe expert
– Cultural heritage and landscape conservation
Mrs Barbara MLAKAR, Ministry of Culture, Slovenia
Landscape protection and management: Scottish experience and aspiration
Mr John THOMSON, Director Strategy and Operations (West), Scottish Natural Heritage
– Landscape and suburbanised areas
Mr Francesco ALBERTI, Comune of *Bondeno*, Province of Ferrara, Italy
- 10.00 – 10.30** **Break**
- 10.30 – 11.15** *Presentations*
Conservation and management in the protected areas of France
Mr Nicolas SANAA, Federation for regional parks, France

- Landscapes management in Mediterranean coastal areas: for quality landscape?

Mr Marko PREM, M.Sc.-UNEP-MAP Priority Actions Programme/Regional Activity Centre (PAP/RAC), Croatia

- Planning within the Natura areas: example of good practice

Mr Michael SCHOBER, University of Munich, Germany

11.15 – 11.45

Conducted discussion: What could be proposed for the landscape conservation plan about outstanding landscapes? How to resolve the conflicting interests in conservation areas?

Moderator: Mr Mladen BERGINC, Head of Nature protection Sector, Ministry of the Environment and Spatial Planning, Slovenia, and

Mr Michael SCHOBER, University of Munich, Germany

11.45 – 12.00

Overview of Workshop 3

Mrs Susan DENYER, General Secretary, ICOMOS

12.00 – 14.00

Lunch

WORKSHOP 4

SPECIALIST TRAINING AND PUBLIC AWARENESS-RAISING

14.00 – 14.30

Introduction to the Session by Chair

Mrs Mireille DECONINCK, Representative of Belgium for the European Landscape Convention

General introduction to the Workshop 4

- From landscape architecture education to awareness-raising – the challenge of the European Landscape Convention

Mr Richard STILES, European Council of Landscape Architecture Schools (ECLAS)

14.30 – 16.00

Presentations

- The skills of training the public for participation in decision-making processes

Mr Peter H. GOODCHILD, Director of the Garden and Landscape Heritage Trust, United Kingdom

- Raising-awareness of values of space through the process of education – RAVE SPACE, Project within Interreg III B

Mrs Polona DEMŠAR MITROVIC, MESP, Spatial Planning Directorate, Slovenia

- The strategy of spatial education in the context of the education for sustainable development: the RAVE Space project and related activities

Mrs Maja SIMONETI, M.Sc., and **Mrs Maša ŠORN**, LUZ d.d., Slovenia

- Activities of the Slovenian Association of landscape architects in education and professional public awareness-raising, and presentation of the project “*We are Making our Landscape*”

Mrs Nataša BRATINA JURKOVIČ, M.Sc., Slovenian Association of Landscape Architects

16.00 – 16.30

Break

16.30 – 17.00

Conducted discussion

How raising the awareness of the general public about the significance of landscapes, their conservation and development in achieving the quality of living

Moderator: Mr Felice SPINGOLA, Director of Centro Studi Pan, Italy, and

Mr Richard STILES, European Council of Landscape Architecture Schools (ECLAS)

17.00 – 17.15

Overview of Workshop 4

Mr Ivan MARUŠIČ, Head of the Landscape Architecture Department, Ljubljana University

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17.15 – 18.00

Closing conclusions

Mr Ivan MARUŠIČ, Head of the Landscape Architecture Department, Ljubljana University

Mrs Blanka BARTOL, Ministry for environment and Spatial Planning, Spatial Planning Directorate, Slovenia

Mr Richard STILES, European Council of Landscape Architects (ECLAS)

Mrs Maria José FESTAS, Chair of the Committee of Senior Officials of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) of Council of Europe member states

Mrs Margarita JANČIČ, Former Chair of the Committee of Senior Officials of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) of Council of Europe member states

Mrs Maguelonne DEJEANT-PONS, Head of the Spatial Planning and Landscape Division, Council of Europe

18.00 – 18.30

General conclusions

Mr Christian MEYER, Expert of the Council of Europe

19.00 – 20.00

Guiding Tour of the City of Ljubljana through the old part of the City (departure from the City Hall)

SATURDAY 13 MAY 2006

8.30 – 20.00

Optional Excursion

Ljubljana – Kras, Piran, a drive through Slovenian Istria, the protected area of Škocjanske jame (the Škocjan caves) – Unesco, through Cerknjsko jezero to Loški potok, return to Ljubljana.

List of participants / Liste des participants

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