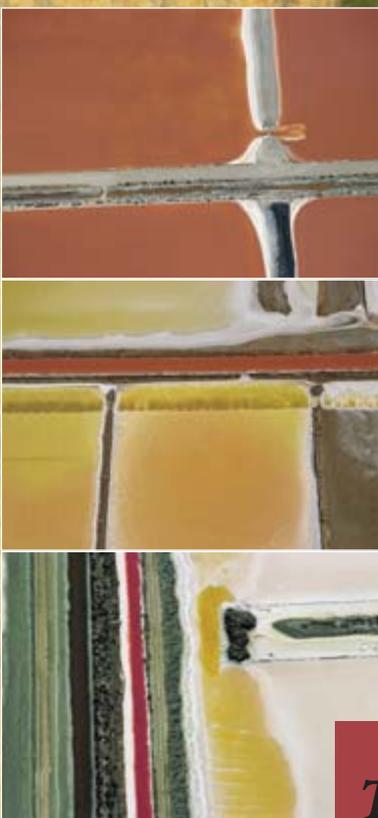




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*The European
Landscape
Convention*



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The European Landscape Convention



On 20 October 2000, the Ministerial Conference opening the European Landscape Convention for signature was held in Florence, Italy.

No international legal instrument had previously dealt directly, specifically and fully with landscapes and their protection, development and sustainable management, even though they are an invaluable part of the heritage thanks to their cultural and natural diversity.

The European Landscape Convention filled this gap, this European legal lacuna, being the first ever European convention devoted to the landscape in its entirety and to the entirety of the landscape.

Small wonder, then, that this young convention has already been signed by twenty-four European states and ratified by five.

One of the peculiarities of Europe is the presence of innumerable cultures, reflected in an immense variety of landscapes. Drawing on this fact, the European Landscape Convention's primary recommendation is that the landscape should be enhanced as a tribute to history, as the cradle of European cultural identity, as a shared heritage and as a reflection of a plural Europe.

However, it also, and perhaps above all, promotes the landscape as an everyday living environment.

The convention therefore refers to all landscapes, whether exceptional or ordinary, which means that it also applies to "workaday" landscapes lacking any special remarkable features. In fact the convention's main concern is simply what we might refer to as "everyday" landscapes, which are none the less vital habitats for the people living there, be they traditional rural or modern suburban landscapes.

This up-to-date holistic approach so appropriately adopted by the convention was suggested by the fact that the landscape is a criterion for every citizen's quality of life. This approach was especially necessary because of the indissoluble link between the multitude of European cultures and the diversity of European landscapes.

From this angle the landscape must not be left exclusively to the specialists but must express a desire shared by all to live in a high-quality non-standardised urban or rural environment.

Appropriate management of the landscape must no longer be monopolised by areas of exceptional quality, but should be extended to promoting – and respecting – everyday landscapes.

Lastly, it should be stressed that the European Landscape Convention is completely in line with the other Council of Europe activities on spatial planning, culture, nature and human rights.

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The support of the Parliamentary Assembly

From the vine-covered hills of Alsace to the snowy mountain ridges of the Caucasus, and from the wide boulevards of Paris to the cobblestone streets of Prague, European landscapes, exceptional and ordinary alike, represent our common European heritage. They are a vital but fragile asset and it is our responsibility to preserve them for future generations.

Our landscapes are a marriage of nature and civilisation. Human intervention contributes to their creation, but it also represents their biggest threat. There is increasing pressure on natural resources and the cultural heritage, and there is a strong need for new approaches to reconciling the often conflicting needs of our societies and to sustaining the landscape as an important resource.

The European Landscape Convention, opened for signature at a ministerial conference in Florence two years ago, is certainly an excellent example of an innovative legal instrument which has its clearly set place in the international legislation dealing with the principles of sustainable development.

As stated in its Resolution 1150 (1998), Recommendation 1393 (1998) and Opinion 220 (2000), the Parliamentary Assembly has saluted this initiative from the beginning and has been actively involved in the process of initiating and developing the convention since 1994, when the Congress of Local and Regional Authorities of Europe (CLRAE) set up an *ad hoc* working group with the purpose of preparing a draft convention. It has continuously expressed its full political support for this initiative, including the relevance of monitoring the convention's application by existing intergovernmental committees of the Council of Europe. However, two years after Florence, the initiative has remained at the level of a political declaration, with only five signatory states having ratified the convention. The landscape is the concern of all of us. Advances in production techniques and practices as well as the more general global economic changes have in many cases led to degradation, debasement or transformation of landscapes, which in turn have an adverse effect on the quality of life of European citizens. Also the decline in biodiversity indicates

that limits must be set on human intervention.

A key element of well-being

The Assembly earnestly believes that the landscape is a key element of individual and social well-being and that its protection, management and planning entail rights and responsibilities for everyone. If people have a greater role in decision-making about their surroundings, they will be able to reinforce local and regional identity and distinctiveness, which in turn will bring rewards in terms of individual, social and cultural fulfilment. The latter may help to promote sustainable development of the area concerned, as the quality of landscape has an important bearing on the success of economic and social initiatives, whether public or private.

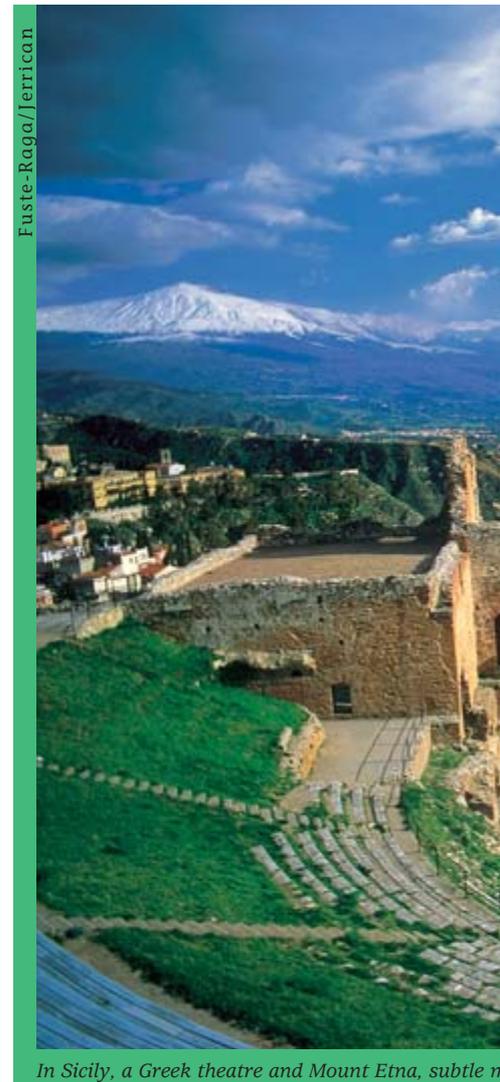
While each citizen must contribute to preserving the quality of the landscape, it is the responsibility of public authorities to define the general framework in which this quality can be secured. The European Landscape Convention would help the contracting states to adopt national and community landscape policies, as well as establish effective international co-operation in this field. It presents a comprehensive approach, with sustainable development as the priority aim, and introduces the tools capable of guaranteeing the management and protection of our landscapes. It is a flexible mechanism which states can apply according to their own specific needs. The Assembly therefore calls upon all its member states to show their commitment to future generations by ratifying the convention, the first international treaty wholly devoted to the protection, sustainable management and enhancement of the European landscape.

As a follow-up to the recent World Summit on Sustainable Development, the Assembly pledges its commitment to the monitoring of the decisions taken in Johannesburg. Political will alone cannot suffice today to guarantee a balanced and mutually reinforcing environmental, social and economic approach to sustainable development, or the management and protection of our landscapes. What are needed are specific targets and concrete action to

be taken by states, regions, local authorities and civil society alike and to hold them accountable for their decisions.

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Fuste-Raga/Jerrican

In Sicily, a Greek theatre and Mount Etna, subtle m



A forward-looking convention: European landscapes for the 21st century

Landscape is the most accessible and inclusive of all aspects of heritage. It is everywhere, so that every citizen has continuous access to some part of it, and it is personal and inclusive, because out of memory, associations and knowledge everyone builds their own perceptions. It is therefore highly appropriate that the Council of Europe's newest convention concerns landscape as living culture.

The sustainable and democratic management of Europe's landscape is essential for shaping the future setting of peoples' lives, as well as for passing on the landscape that we have inherited. Landscape management is about finding ways to negotiate the transition from yesterday's world to tomorrow's landscape. This transition needs to create a well-managed, thriving landscape that people need for social,

cultural and economic health whilst at the same time sustaining the rich palimpsest of landscape history and nature that helps to explain our history, culture and identity.

An important step forward

The European Landscape Convention is the first instrument devoted exclusively to the protection, management and planning of all landscapes in Europe. It is an important step forward, taking the Council of Europe's family of heritage conventions (Bern, Grenada, Valetta) into new territory. It does not simply add another type of heritage to the canon, but takes a new approach by promoting the cultural significance and social value of all landscapes. It expands the concern of earlier conventions for parts of the heritage to a concern for the whole landscape.

The convention breaks new ground in several ways. Its new definition is significant because of its simplicity and inclusiveness: "*landscape* means an area, perceived by people, whose character is the result of the action and interaction of natural and/or human factors". These words emphasise the importance of people, today ("perception") as much as in the past, and they embody recognition of the part played by human actions and the passage of time as well as by the processes of nature. They also underline the dominance of the interaction of nature and culture in making landscape, thereby encouraging integration and co-operation between separate disciplines. The convention also recognises that ordinary, typical, "everyday" landscapes, often characterised as much by human impact as by "natural beauty", have their own special value, contributing to the rich variety of the European landscape.

A product of peoples' perception

The definition of the European Landscape Convention, significantly, begins with the premise that landscape is a product of peoples' perception. Landscape in other words is not simply another word for environment – it is created in the eyes, minds and hearts of beholders when the material, "real" components of our environment are seen through the filters of memory and association, understanding and interpretation. Landscape appreciation is not solely a matter for expert judgments, and one of the convention's strengths is its recognition of the need for dialogue and exchange across the full spectrum of society. Everyone can create their own perceptions of the landscape where they live or work, and it is these democratic perceptions that give landscape its cultural and social as well as environmental and economic significance.

Democratising landscape, however, requires citizens to have access to the processes of deciding which landscapes are most valued and, more importantly, access to the decision-making processes by which landscape is changed, protected and managed. The convention is therefore a democratising instrument, stating unequivocally that landscape is a common



marriage between culture and nature

Signagi
in Georgia

heritage and a shared resource. It emphasises that everyone therefore has the right and the responsibility to help in constructing and protecting our perception of it. Action on landscape, reflecting local circumstances, is needed at every level, from the pan-European to the local, from the expert to the personal, and at local and regional as well as national government level.

Innovative insistence

This democratic aspect is underlined by the European Landscape Convention's innovative insistence that its aspirations and ambitions apply everywhere, to the whole landscape. Other measures may apply particular protection to especially beautiful or apparently natural areas within the landscape, but the convention's democratic approach requires its application to so-called ordinary, "everyday" landscape, even to landscape perceived as spoiled or damaged. Any area of landscape has reached its current state by human/natural interaction through time, and whilst some aspects may be ugly or unnatural, they are nevertheless part of the cultural landscape's rich story. Whether very old or very recent, all landscapes are part of

Europe's culture, the setting to someone's life, a focus of identity, and the foundation for creating Europe's landscape for the new century.

Perhaps the convention's main message is that there is only one landscape, that all parts of it matter to someone, and that both cultural and natural aspects are essential to its character and explain its current appearance. It is not helpful to overlook the human impact on Europe's landscape any more than it is to ignore nature's role. Nor is it sustainable to pretend that the landscape is more natural than it is, nor to believe that biodiversity can be sustained in isolation from the cultural processes that created it. If the landscape that we have inherited is to be adequately managed and protected for the future, it is essential that all citizens have a clear understanding of what has made the landscape.

The convention above all has a strong concern for awareness-raising, exchange of information and expertise, multi-disciplinary approaches and the process of understanding and assessment: from mutual and widespread understanding can grow sustainable management. Foremost, however, is the need for better and stronger understanding, both of the



landscape's history and character, and of people's perceptions, valuations and requirements of it.

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European pathways to the cultural landscape - a European network

European pathways to the cultural landscape (EPCL) is a network of ten countries funded by the EU Culture 2000 programme. It works to promote awareness of the cultural landscape in twelve under-studied and often-overlooked areas of landscape. It is an enlargement of an earlier group of five projects, and we hope that it will continue to extend its scope in future programmes to other parts of Europe.

The network extends from Ireland to Estonia and from Finland to Italy, and thus covers a very wide range of European landscapes and environmental zones. The nine countries and their twelve projects are:

Czech Republic (Prachensko), Denmark (Funen), Estonia (Kaali), Finland (Untamala), Germany (Albersdorf and Spessart), Ireland (Dowris), Italy (Pantevaggio/Vanoi), Sweden (Bjare and Hal-

land), United Kingdom (Bowland/Lune Valley, Arfon).

The network thus covers an enormous diversity of European landscapes, all of which, however, have in common a significant archaeological and historic dimension to landscape character.

A major aspect of the programme's work is staff exchange and seminars among members, ensuring the interchange of distinctive methods and the emergence of a shared appreciation of the landscape character and significance of each area. Our work is directed in the first instance to improving understanding and communicating this to the community. A particular emphasis, taking its cue from the network's title, will be the creation of both real (landscape trails) and virtual (web-based information) pathways into and through the landscapes.

In our work we have adopted the European Landscape Convention as a set of guiding principles; we also share a common philosophy of historic landscape characterisation, based on shared ideas about the historic and archaeological depth of the present-day landscape. Our project will also enter new territory by trying to understand people's perception of their own landscapes. We do not only wish to promote our own, experts' views of the significance and value of landscape, but also to learn from community and individual perceptions. The EPCL project has a website at www.pcl-eu.de

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Florence

Adoption of the European Landscape Convention

This article voices three different feelings, reflecting the Italian Government's commitment to the adoption and opening for signature of the European Landscape Convention, now also known as the Florence Convention. This achievement, which is the result of a joint effort, suggests that European co-operation in this area will be greatly reinforced in the future.

Gratitude

My first feeling is one of gratitude to the colleagues in the various ministries and embassies who, each in their own area of responsibility, did their utmost to ensure that during Italy's chairmanship of the Council of Europe, the convention would first be adopted by the Committee of Ministers in Strasbourg on 19 July 2000, then be opened for signature by the member states in Florence on 20 October of the same year.

This commitment was based on the work of the Committee for Cultural Heritage and the Committee for the Activities of the Council of Europe in the field of Biological and Landscape Diversity. Under their balanced supervision, between September 1999 and February 2000, a drafting committee validated the draft convention drawn up between 1994 and 1998 by the Congress of Local and Regional Authorities of Europe.

I am also grateful to the Parliamentary Assembly of the Council of Europe, which always provided the political support required to bring the inter-governmental negotiations to a successful conclusion.

Satisfaction

My second feeling is one of satisfaction that a dream has finally come true. One of this Organisation's primary aims is to transform into legal principles the ideals that underpin European civilisation and enable it to develop. Aware of its role and experience and relying on its closeness to the public, the Council of Europe acts as a permanent think-tank aiming to identify the ideals that help consolidate European cultural identity, particularly in the wake of the far-reaching political, social and economic changes that have marked the history of our continent over the past decade.

As part of this ongoing process, the landscape ideal has been recognised as an essential factor for the quality of our living environment and a basic component of our multiple identities. It has accordingly been translated into legal principles common to all European states, in a text widely recognised as innovative – partly as a result of the democratic methods used in drawing it up.

I welcome it even more warmly in view of the complexity of the subject of the convention and the difficulties surrounding the extension of its scope. Some resistance has been expressed by various bodies specialising in nature or heritage conservation who wanted to keep landscape within the narrow confines of their own responsibilities. In response to these trends, while also referring to concerns associated with nature and cultural heritage, the initial draft of the convention was based on social considerations. That may be why it was able to overcome the conceptual difficulties attendant firstly on the definition of landscape, with its multiple meanings and pluridisciplinary nature, and secondly on its dual subjective and objective aspects.

Thanks to the tenacity of the draft's authors, the convention is now based on a highly innovative conception of landscape capable of altering the public policy approach to the environment, cultural heritage and spatial planning at national and European level. The convention actually establishes that landscape must be recognised and legally protected irrespective of the value or quality it embodies. This implies that landscape protection must not only be afforded to areas of outstanding landscape value or quality, but must be extended to all areas, particularly ordinary and damaged landscapes.

The Council of Europe has thus managed to democratise landscape by giving governments a key to opening up a new sphere of public activity that will improve people's quality of life and cover the whole territory of each country.

Hope

My third feeling is one of hope, since the political importance of the European Landscape Convention is appar-

ent to our governments, who have decided to sign it through their representatives. However, a signature is no more than a promise.

If this promise is to be kept and the convention is not to remain a dead letter, the authorities responsible for incorporating international treaties into the domestic legal systems of the member states should now complete the work started by intergovernmental co-operation.

The Council of Europe's response must also be commensurate with the political success of the treaty it has created. It must reflect the expectations of the governments, which, via this convention, have confirmed in law and in fact the Council's exclusive role in landscape protection in Europe.

From this point of view, it is to be hoped that the activities aimed at promoting and monitoring the convention organised by the Council of Europe Secretariat will continue to fulfil the member states' expectations regarding the nature and purposes of this new European treaty.

On this point, our authorities are pleased to see that the directorate concerned has recently been reorganised to guarantee:

- the cross-sectoral, comprehensive and multidisciplinary scope of the convention;
- the necessary co-ordination for dealing with the very diverse scientific fields concerned;
- the flexibility required by the relevant sectoral policies of the member states.

In my view, these three points are the guidelines for future work on the subject. I am convinced that observance of these principles will ensure that the landscape ideal underlying the Florence Convention will continue to afford us spiritual strength as an irreplaceable source and guide for the success of our joint activities.

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Content and scope of the convention

"Humankind can live without learning, without bread; only beauty is indispensable. The whole secret, the whole story, is there."
(Dostoyevsky)

The main objectives of the Council of Europe are to promote democracy, human rights and the rule of law and to seek common solutions to the main problems facing European society today. The Organisation is active in environment protection and in promoting sustainable development in line with Recommendation Rec (2002) 1 of the Committee of Ministers of the Council of Europe to member states on the Guiding Principles for Sustainable Spatial Development of the European Continent, previously adopted by the European Conference of Ministers responsible for Regional Planning (CEMAT). These seek to protect Europeans' quality of life and well-being taking into account landscape, cultural and natural values.

Why a convention on landscape?

As an essential factor of individual and communal well-being and an important part of people's quality of life, landscape contributes to human fulfilment and consolidation of the European identity. It also has an important public interest role in the cultural, ecological, environmental and social fields, and constitutes a resource favourable to economic activity, particularly tourism.

Now, the advances of production techniques in agriculture, forestry, industry and mining, together with the practices followed in town and country planning, transport, networks, tourism and recreation, and more generally the global economic changes, have in very many cases led to the degradation, debasement or transformation of landscapes. While each citizen must of course contribute to preserving the quality of landscape, it is the responsibility of the public authorities to define the general framework in which this quality can be secured. The European Landscape Convention thus lays down the general legal principles, which should guide the adoption of national, and community landscape policies and the establishment of international co-operation in this field.

The objectives and originality of the convention

The object of the European Landscape Convention is to further the protection,

management and planning of European landscapes, and to organise European co-operation for these purposes. Today it represents the first international treaty wholly devoted to the protection, management and enhancement of the European landscape.

Its scope is very extensive: the convention applies to the entire territory of the parties and relates to natural, urban and peri-urban areas, whether on land, water or sea. It therefore concerns not just remarkable landscapes but also ordinary everyday landscapes and blighted areas. Landscape is thus henceforth recognised irrespective of its exceptional value, since all forms of landscape are crucial to the quality of the citizens' environment and deserve to be considered in landscape policies. Many rural and urban fringe areas in particular are undergoing far-reaching transformations and must receive closer attention from the authorities and the public.

Given the breadth of scope, the active role of citizens regarding perception and evaluation of landscapes is another essential point of the convention. Awareness-raising is thus a key issue, in order that citizens participate in the decision-making process which affects the landscape dimension of the territory where they reside.

National measures

In accepting the principles and aims of the convention, the contracting parties undertake to protect, manage and/or plan their landscapes by adopting a whole series of general and specific measures at national level, in keeping, moreover, with the subsidiarity principle. In this context, they undertake to encourage the participation of the public and of local and regional authorities in the decision-making processes that affect the landscape dimension of their territory.

The contracting parties undertake to implement four general measures at national level:

- legal recognition of landscape as constituting an essential component of the setting for people's lives, as reflecting the diversity of their common cultural and natural heritage and as the foundation of their identity;
- establishment and implementation of policies to protect, manage and plan landscapes;
- procedures for participation by the general public, local and regional

authorities and other parties interested in the formulation and implementation of landscape policies;

- integrating landscape into regional and town planning policies, cultural, environmental, agricultural, social and economic policies, and any other policies which may have direct or indirect impact on the landscape.

The contracting parties further undertake to implement five specific measures at national level, to be applied consecutively:

- awareness-raising: improving appreciation by civil society, private organisations and public authorities regarding the value, function and transformation of landscapes;
- training and education: providing specialist training in landscape appraisal and landscape operations, multidisciplinary training programmes on landscape policy, protection, management and planning, aimed at professionals in the private and public sector and at interested associations, and school and university courses which, in the relevant subject areas, cover landscape-related values and questions of landscape protection, management and planning;
- identification and evaluation: mobilising those concerned in order to attain better knowledge of landscape, and guiding the work of landscape identification and evaluation through exchanges of experience and methods arranged between the parties at European level;
- setting landscape quality objectives: defining quality objectives for the landscapes which have been identified and evaluated, after consulting the public;
- implementation of landscape policies: introducing policy instruments for the protection, management and/or planning of landscapes.

International measures: European co-operation

The contracting parties undertake also to co-operate at international level in catering for the landscape dimension in international policies and programmes, and to recommend as appropriate the inclusion of landscape considerations in these policies and programmes. They accordingly undertake to co-operate in respect of technical and scientific assistance and exchange of landscape specialists for training and information, and to exchange informa-

tion on all questions covered by the convention.

Transfrontier landscapes are covered by a specific provision: the contracting parties undertake to encourage transfrontier co-operation at local and regional level and, wherever necessary, to prepare and implement joint landscape programmes.

Landscape Award of the Council of Europe

The European Landscape Convention provides for the conferment of a "Landscape Award of the Council of Europe". This constitutes an acknowledgement of the policy or measures applied by local and regional authorities or by non-governmental organisations to protect, manage and/or plan their landscape, which have proved lastingly effective and can thus serve as an example to other territorial authorities in Europe. The award will thus help to stimulate local agencies in encouraging and acknowledging exemplary landscape management. It is to be made by the Committee of Ministers at the proposal of the committees of experts responsible for monitoring the implementation of the convention.

The First Conference of Contracting and Signatory States of the European Landscape Convention was organised in Strasbourg on 22 and 23 November 2001 in order to urge the signature and ratification of the convention and for considering the effective implementation of the convention after its entry into force.

Five workshops on the implementation of the convention were also organised in Strasbourg on 23 and 24 May 2002 in order to discuss and present concrete examples and experiences on the following themes:

- landscape policies: the contribution to the well-being of European citizens and to sustainable development - social, economic, cultural and ecological approaches;
- landscape identification, evaluation and quality objectives, using cultural and natural resources;
- awareness-raising, training and education;
- innovative tools for the protection, management and planning of landscape;
- the Landscape Award.

The Second Conference of Contracting and Signatory States held on 28 and 29 November 2002 in Strasbourg enabled participants to further their thoughts on each of these themes in

order to prepare for the entry into force of the convention.

Contemporary lifestyles are such that people aspire more and more to rediscover an unspoiled setting and to preserve their natural as well as cultural heritage. By means of this growing social demand, landscape gains or regains prestige and begins to be perceived as a major component of sustainable development policies. It is necessary to recognise the importance and value of landscapes and to reconcile the right to achieve profitability with the right to enjoy well-being, health and scenic beauty.

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Aerial view of a wetland

Sites of the European Landscape Convention:
<http://www.coe.int/ConventionEuropéenne du Paysage>
[http://www.coe.int/EuropeanLandscape Convention](http://www.coe.int/EuropeanLandscapeConvention)

Concerning the natural and cultural heritage, see the other conventions of the Council of Europe: Convention on the Conservation of European Wildlife and Natural Habitats (Bern, 19 September 1979), the Convention for the Protection of the Architectural Heritage of Europe (Granada, 3 October 1985) and the European Convention on the Protection of the Archaeological Heritage (London, 6 May 1969, revised, Valetta, 16 January 1992).

Position regarding signatures and ratifications

By 19 November 2002, twenty four states had signed the convention -

Belgium, Bulgaria, Croatia, Cyprus, Denmark, Finland, France, Greece, Ireland, Italy, Lithuania, Luxembourg, Malta, Moldova, Norway, Poland, Portugal, Romania, San Marino, Slovenia, Spain, Sweden, Switzerland and Turkey - and five of them, Norway, Moldova, Ireland, Romania and Latvia had ratified or approved it. The regions of Catalonia and Wallonia had also committed themselves to respect the principles of the European Landscape Convention. The convention will come into force when ten states have ratified, approved or accepted it.

Definitions

Terms used in the convention are defined so as to ensure uniform interpretation:

"Landscape" means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors.

"Landscape policy" means an expression by the competent public authorities of general principles, strategies and guidelines that permit the taking of specific measures aimed at the protection, management and planning of landscapes.

"Landscape quality objective" means, for a specific landscape, the formulation by the competent public authorities of the aspirations of the

public with regard to the landscape features of their surroundings.

"Landscape protection" means action to conserve and maintain the significant or characteristic features of a landscape, justified by the landscape's heritage value derived from its natural configuration and/or human activity.

"Landscape management" means action, from a perspective of sustainable development, to ensure the regular upkeep of a landscape, so as to guide and harmonise changes which are brought about by social, economic and environmental processes.

"Landscape planning" means strong forward-looking action to enhance, restore or create landscapes.

The relationship between the convention

In Slovenia

The landscape has already been a focus of international attention. The Washington Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere, dated 12 October 1940, states in its preamble that its aim is to protect and preserve scenery of extraordinary beauty. Generally speaking, however, the existing conventions designate only outstanding scenery as worthy of interest. This is the case, for example, in the Unesco Convention concerning the Protection of the World Cultural and Natural Heritage, dated 16 November 1972, or the Apia Convention on Conservation of Nature in the South Pacific, dated 12 June 1976.

It is much rarer for international texts to take an interest in landscape *per se* as an environmental feature and framework for everyday life, deserving of attention whatever the value attached to it. This is the case for the Benelux Convention on Nature Conservation and Landscape Protection, adopted in Brussels on 6 August 1982, or the Salzburg Convention of 7 November 1991 on the Protection of the Alps, and its protocol on nature protection and landscape conservation, adopted on 20 December 1994. A reference to landscape is also made in the Espoo Convention of 25 February 1991 on Environmental Impact Assessment in a Transboundary Context, and the two Helsinki Conventions of 17 March 1992 on the Protection and Use of Transboundary Watercourses and International Lakes and the Transboundary Effects of Industrial Accidents.

Standard-setting texts

Alongside these international conventions, European Community law has paid particular attention to the landscape in six standard-setting texts, as an element in agricultural policy and nature and environmental protection. "The landscape" *per se* first appeared in a binding EU text on the occasion of the new common agricultural policy and the withdrawal of arable land (Regulation No. 797-85 of 12 March 1985, on improving the efficiency of agricultural structures OJEC L93-1, 30 March 1985). This 1985 regulation refers in Article 19 to landscape conservation as a new agricultural activity. This text was

amended in 1987 and 1991. Currently, the new agro-environmental policy is based on Regulation No. 2078-92 of 30 June 1992 on agricultural production methods compatible with the requirements of the protection of the environment and the maintenance of the countryside. This system, currently being applied, specifies that European Agricultural Guidance and Guarantee Fund assistance may serve to promote ways of using agricultural land that are compatible with protection and improvement of the landscape or other production methods that are compatible with maintenance of the countryside. Two other EU texts require the countryside to be taken into account. In introducing a harmonised Europe-wide procedure for impact studies, Directive No. 85-337 of 27 June 1985 on the assessment of the effects of certain public and private projects on the environment makes direct reference to the landscape at two levels. In defining projects to be submitted to an impact assessment, the directive envisages "interventions in the natural surroundings" other than construction works or other installations. Further, the impact study's content must evaluate the project's effects on several environmental features, among which the landscape is explicitly mentioned. Finally, Directive No. 92-43 of 21 May 1992, on the conservation of natural habitats and of wild fauna and flora, set up special conservation sites linked through a European Ecological Network (Natura 2000) for sites of Community interest, defined and designated by the Commission, and simultaneously established a genuine EU landscape policy. Indeed, the directive invites the states to take measures to manage landscape features which are of major importance for wild fauna and flora. Admittedly, such measures would be voluntary and could be introduced throughout the territory, seemingly not merely in the special conservation areas. Strict obligations are imposed in these particular sites, and one might assume that the landscape is one of the features likely to have an effect on natural habitats and influence their conservation state. The "natural habitat" was defined as an area distinguished by geographic, abiotic and biotic features, whether entirely natural or semi-natural. Landscape man-

agement measures may therefore apply both to sites recognised as being of Community interest, and to the rest of the territory: indeed, it is explicitly stated that the states are to intervene to encourage the management of features of the landscape where they consider it necessary in their land-use planning and development policies. Also identified are the landscape features that should be given special attention: those which, by virtue of their linear and continuous structure (such as rivers and their banks or the traditional systems for marking field boundaries) or their function as stepping stones (such as ponds or small woods), are essential for the

M. Heller



Promoting agricultural methods compatible with protection



The sandbank of Arguin (France)

and other international instruments

migration, dispersal and genetic exchange of wild species. Despite this new importance accorded to landscape, it is clear that the landscape dimension here is closely tied in with nature protection.

Relations with other instruments

The European Landscape Convention provides for relations with other instruments or bodies in Articles 7 and 12. These concern the inclusion of the landscape dimension in international fora and the convention's legal compatibility with other conventions.

The inclusion of the landscape dimension in other policies corresponds to

the objective of sustainable development, as set out in Principle 4 of the 1992 Rio Declaration. Unusually for a convention, the parties undertake to co-operate in the consideration of the landscape dimension in international fora during the adoption of international policies or programmes, for example in Unep structures and Council of Europe structures on the Pan-European Biological and Landscape Diversity Strategy. They also undertake to seek to incorporate landscape concerns in international actions and decisions, either through conventions or, for example, via EU institutions for agricultural policy or the policy on sustainable tourism.

The European Landscape Convention contains a traditional clause, intended to ensure that the parties do not consider themselves definitively bound by the level of obligation set out in the convention and thus precluded from subscribing to stricter obligations. Needless to say, this would be counterproductive in terms of achieving progressively higher environmental protection. Accordingly, there is a reservation, emphasising that the Florence Convention does not preclude the parties from accepting other, stricter, provisions in the area of landscape.

Distinctive features

The European Landscape Convention differs from the Unesco Convention concerning the Protection of the World Cultural and Natural Heritage of 16 November 1972 both formally and substantially. Like the organisations under whose auspices they were drawn up, the two conventions have different purposes. One is regional in scope, the other international. The Council of Europe's convention covers all landscapes, even those that are not of outstanding universal value, but does not deal with historic monuments, unlike the Unesco convention. Similarly, its main objective is not to draw up a list of assets of exceptional universal value, but to introduce protection, management and planning rules for all landscape based on a set of principles. Thus, each convention has its distinctive features. In order to co-ordinate action under the two conventions, consideration could be given to scientific co-operation between the Unesco World Heritage Committee and the committees of experts mentioned under Article 10 of the European Landscape Convention, through an agreement between Unesco and the Council of Europe, in application of Article 13.7 of the Unesco convention of 16 November 1972, and as suggested in Article 7 of the European Landscape Convention.

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ion and improvement of landscape or other production methods compatible with maintenance of the countryside

The historic and cultural dimensions of lan

Reflections in Budapest

The landscape of Europe reflects the interaction between man and nature over many millennia. Thus it is an *historic* environment, in the sense of being a document or archive which can tell the story – from the Palaeolithic until yesterday – of how people have interacted with the landscape that they inherited. It is also a cultural environment, a major component of the *cultural* heritage of people in Europe today. Indeed, it might be seen as the very foundation of cultural identity, for whilst language, literature, music and other intangible cultural traits are readily transported, they are ultimately rooted in, and shaped by, the landscape in which they originated. Thus the *historic* dimension of the environment is essentially the sum of the surviving physical impacts of people on the landscape, whereas the *cultural* dimension of the environment can be seen as the sum of the intangible meanings, values, attributes and associations that people attach to its physical components, whether an individual building, a distinctive area, or even an entire continent. Hence the very few areas of Europe on which the physical impact of people remains very limited can still be invested with high

cultural value by people whose culture is grounded in them, for example the Sami in the arctic region of northern Scandinavia and Russia.

A changing landscape

Our European landscape has tended to change incrementally, with occasional major interventions that have been more often as a result of economic or technical factors than political ones. The majority of Greek and Roman urban centres, for example, are still occupied today, just as much of the most productive agricultural land has remained in more or less continuous cultivation for millennia. Thus an apparently commonplace element of our surroundings, like the line of an urban street or a field boundary, may have been established one, perhaps two thousand years ago. Only quite recently have the complexity, antiquity and continuity of the palimpsest within which we live become widely recognised, and archaeological study developed from a focus on individual sites to the spatial, social and political dynamics of communities in their landscapes. With the consequent realisation that, in terms of the information about the past that it contains, a landscape

is more than the sum of its parts, has come the realisation of the need to manage this irreplaceable resource on a more global level.

An eroded complex heritage

This recognition of the historic and cultural values of landscapes is linked to an increase in the pace and scale of change, as a result of which this complex heritage is being eroded at a dramatic rate. The regional distinctiveness that arose naturally from the predominant use of local materials in building, in forms that reflected inter-related influences such as climate, economy, social structure and expressions of cultural affiliation, is being replaced by modern forms of building and agriculture that are European or international in their range. Complexity and texture give way to simplicity and blandness. But this tendency towards cultural homogenisation is not new. It was a major force in the nineteenth century, as industrialisation replaced traditional means of production, and railways cheaply transported the results. What has changed, especially in the second half of the twentieth century, is its scale and pace, as it has become an aspect of the phenomenon of “globalisation”. Thus an increasing public appreciation of the value of sustaining local and regional identity and distinctiveness has grown up as a response to experience of the consequences of their loss. It has been reinforced by the realisation that many of the changes of the past half century have proved to be inherently unsustainable, both in social and environmental terms.

Universality of values

The idea that “the whole European landscape has a cultural dimension, perceived by people, which forms their cultural environment”, that is to say, the universality of the evidential and cultural heritage values in the European landscape, is a direct and relatively recent result of these trends. It represents a step beyond the incremental process of widening the range and extent of sites considered sufficiently special to be designated and protected as cultural heritage. From the protection of major cultural monuments in isolation, we moved on to



Horizon vision/Sunset

The Acropolis in Athens: the majority of Greek and Roman urban centres are still occupied today

dscape

protecting their setting, and protecting historic urban centres and landscapes whose cultural value has been increasingly recognised. But this widening of perceptions of what is “valuable” still left the “heritage” as something set apart, rather than the framework within which we all live, a dynamic construction that will never be complete. Increasing designation cannot of itself achieve the management of the cultural dimension of the European landscape. Indeed, it can be counterproductive, for not only does it appear to dilute or devalue the significance of what is designated: if it extends to a substantial portion of the landscape, it can appear to denigrate the rest.

Importantly, the European Landscape Convention recognises that the whole of Europe comprises landscapes that are “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”. If all landscapes embody cultural values, it follows that we should everywhere be seeking to manage change so as to sustain (and indeed enhance) those cultural values, based upon an understanding of the nature and evolution of the place, and the values that people attach to elements of it. The term “integrated conservation” must necessarily expand beyond the original concept of integration with spatial planning, to encompass other fields, like agricultural policy, which play a major part in shaping the evolution of landscapes, and consequently cultural heritages.

Identify and seek to protect

The increasing tendency for individuals and communities to identify and seek to protect what they value has been a driving force behind the expansion of the designated cultural heritage. There is now clear recognition that we must add the “bottom-up” value judgments of individuals and communities to the “top-down” value judgments of experts like archaeologists and architectural historians. The basic building block of the European heritage should be the local, the values perceived by individuals who form communities (which may be composed of people sharing common val-

ues, rather than being geographically defined, and so may include communities now separated from some elements of heritage which are important to their identity). The emphasis has shifted from monuments to people – in all their diversity. It has become democratised. Thus the definition of a landscape in the convention as “an area, as perceived by people” is an elegant statement of principle.

The extension of the concept of cultural heritage to encompass the cultural environment, the need to sustain its cultural values as perceived by people, and the idea of a right to cultural heritage as a form of human right, are being developed under the auspices of the Cultural Heritage Committee, in the form of a draft framework convention which could provide a dynamic structure for working out good practice in implementing these ideas. There is a particular need to develop an understanding that heritage is constantly being created and destroyed; the process is a negotiation between past, present and future. This perhaps needs to draw on concepts developed in the protection of the natural environment (critical, consistent, tradable capital), to shift the emphasis from preventing change to managing change based on knowledge – from *preservation* to *conservation*.

We must also consider where the threshold of public interest lies, for heritage values are essentially a public interest in largely private property. How many people does it take to form a community, identify the cultural values or significance they attach to a place or landscape, and legitimately influence its management through

democratic, public process? How can such value judgments be made more transparent, accountable? Is it possible to develop standards for understanding, by communities as well as experts, since understanding is the essential basis for first assessing significance and describing cultural values, and then taking steps to sustain them?

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Council of Europe



Traditional vineyard in Slovenia

Landscape and spatial planning synergy

The “Guiding Principles for Sustainable Spatial Development of the European Continent”, adopted at the Twelfth Conference of European Ministers responsible for Regional Planning of the Council of Europe (CEMAT), in Hanover in September 2000, and included in the Recommendation Rec(2002)1 of the Committee of Ministers of the Council of Europe, is the most recent document of the Council of Europe considering spatial planning in relation to sustainability and representing a vision, a concept for sustainable development with a territorial dimension.

Based on the principles of the European Regional/Spatial Planning Charter (Torremolinos, 1983), the Guiding Principles recognise that the European continent is characterised by its diversity and in particular, that the plurality of its landscapes is a significant part of the European heritage.

By its characteristics, nature and objectives, spatial development policy, being comprehensive and long-term ori-

ented, based on participation and co-operation, is a fundamental tool of sustainability.

An important part

The territorial dimension must be an important part of this sustainable policy, as the territory is closely linked to the environmental, social and economic systems and processes. Spatial planning, aiming to promote a balanced regional development, and being forward-looking, is a specially suited tool for sustainability.

Although the concept and meaning of the word “landscape” has changed through time, landscapes are increasingly being recognised as a fundamental part of our natural, historical, cultural and scientific heritage, and as the basis of our territorial identification.

Both the Guiding Principles and the European Spatial Development Perspective (ESDP) recognise that the diversity of Europe’s landscapes contribute to local and regional identity, reflecting the past and present relationships between man and his natural and built environment. They are an important resource for territorial development, thus needing to be managed for conservation (as put forward in 1996 in the Pan-European Biological and Landscape Diversity Strategy) but also in terms of creative management, enhancement and rehabilitation in the framework of integrated territorial development.

Landscape management is closely linked to the integrative role of spatial development policy, whose task is to co-ordinate various sector policies in connection with their territorial impact. The European Landscape Convention, recognising landscapes as a natural and cultural heritage and part of people’s identity, aims to promote landscape conservation, management and planning. Two of the most important aspects of this convention are the recognition of all landscapes and the need to manage them for sustainability.

To manage for sustainability

The planning and management of landscapes must have a long-term perspective as landscapes are a complex, permanently dynamic system, where

different natural, cultural and socio-economic factors and processes influence each other and change over time, thus expressing and at the same time supporting the spatial and temporal interaction of man with the environment, in all its diversity and creativity.

Spatial development policy also has to take into consideration processes and changes and to propose overall strategies aiming at a balanced regional development.

Spatial development policy, aiming at territorial and social cohesion is, by characteristics and nature, especially suited to be the framework for the implementation of the European Landscape Convention.

Landscape policy must thus be an integral component of spatial or territorial development policy. Both have a territorial basis, to be managed for sustainability, and are global and forward-looking.

Spatial planning policy can contribute to the protection, management and enhancement of landscapes by adopting appropriate co-ordination measures at the most appropriate level, and in particular by organising better interactions between various sectoral policies with territorial impacts, while respecting local specificity and maintaining the identity of local landscapes. The international CEMAT seminar organised in Lisbon on 26-27 November 2001 on “Landscape heritage, spatial planning and sustainable development” stressed the importance of spatial sustainable planning for landscape policies.

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S. Spach

Two of the most important aspects of the convention are the recognition of all landscapes and the need to manage them for sustainability

Landscape and nature

Landscape results from combinations of many factors, both natural and cultural, which have developed over the course of time in line with individual geographical considerations. These factors continue to shape the landscape through a dynamic process, viewed by man in a variety of ways, depending on whether he is participant or spectator. In Europe, the landscape forms a whole, including both socio-economic and cultural aspects and a natural dimension as the living environment of the flora and fauna. Accordingly, it is not possible to separate the concepts of "cultural landscape" and "natural landscape" as they are both extremely closely interrelated (the terraced approach to farming in the Mediterranean regions, extensively cultivated plains, selection forests).

As both the natural habitat for wildlife and the setting for economic, social and cultural development, the landscape forms spatial units which have developed in line with individual natural conditions and historical factors, all of which continue to evolve in accordance with specific dynamic processes.

An immense diversity

One of the things that makes Europe so different from other continents is the immense diversity of landscapes within short distances. One of the reasons put forward to explain the natural aspect of this uniqueness is that Europe is the only continent where vast plains at low altitude, formerly rich in vegetation, were covered by glaciers, which subsequently retreated forming extremely diversified natural ecosystems.

The areas not covered by the glaciers then became home to more xerophilous species, and continue to serve as a habitat for these rarest and most endangered species, such as the endemics (the laurel forests of the Azores, the fresh-water sponges of Lake Ohrid ("the former Yugoslav Republic of Macedonia"), vestiges of the species living in the Tertiary period in Europe).

These diverse landscapes have, of course, also given rise to diverse approaches to farming, and human ingenuity has adapted to the specific natural conditions of each region in order to turn to account its economic potential and development, in turn transforming the surrounding landscape.



P. Martykan

This economic "dynamism", profitable for man though it may be, has unfortunately in recent decades been excessive and has radically changed the natural and semi-natural landscapes, divesting them of all their originality. As a result, there has been a considerable loss of an extraordinary age-old heritage.

While the disappearance of landscapes close to the natural state may be viewed as an early warning sign of the receding biological and landscape diversity of an area, the blame cannot be attributed solely to intensive farming or unorthodox forestry. Today, high among the factors contributing to the deterioration of the landscape are urban development and the fragmentation of a region by transport infrastructure.

Deterioration factors

In Switzerland, over a twelve-year period (1978-1989), on average almost one square metre (0.86 m²) per second of nature disappeared as a result of urban development. This is the equivalent of ten football pitches per day.

In addition to the exponential growth in urban development, there has been increased fragmentation of "residual" areas, dividing up the territory, destroying the links between the habitats necessary for the flora and fauna or creating impenetrable barriers.

This is why quite rightly, the landscape as such has become a major political issue, involving all European citizens. In this context, the adoption by the

Council of Europe member states of the European Landscape Convention is of such significance, aiming as it does to perpetuate the heritage of our cultures and natural resources, which are so much a feature of the pan-European landscape.

All the work carried out by the Committee for the Activities of the Council of Europe in the field of Biological and Landscape Diversity (CO-DBP) help highlight the landscape dimension in the various fields of the Pan-European Biological and Landscape Diversity Strategy. The ultimate aim of the Pan-European Ecological Network (PEEN) is to secure the links between the flora and fauna habitats of Europe, thereby compensating for the fragmentation of landscapes observed in certain parts of Europe. A further objective of the strategy is to promote a sustainable use of landscapes in carrying out sectoral economic activities, through the incorporation of nature and landscape conservation and management requirements. This is a practical approach to achieving the objective of sustainable development.

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Landscapes, the surroundings in which Europeans live

Given areas are not “endowed” with landscapes, which, as defined in the European Landscape Convention, only manifest themselves through what people perceive of them. This definition has its origin in the preamble’s recognition of the fact that “landscape is an important part of the quality of life for people everywhere” because it is a “key element of individual and social well-being”. This preamble moreover underlines the public’s wish not only to “enjoy high quality landscapes”, but also to “play an active part in their development”.

It is indeed this which makes the landscape – as a public policy matter – of growing importance to the quality of Europeans’ living conditions. Living somewhere does not merely mean carrying on a number of social and economic activities there; it is primarily synonymous with self-realisation in a high quality relationship with both society and the land at the local, national and European levels. It is a question of bringing our individual and collective selves into harmony. The drafting of this convention was made possible by the fact that, apart from our local, regional and national identities, we have a strong sense of being Europeans, of sharing the same culture

of the land and the same way of inhabiting it. We do not merely wish to live there; we wish above all to live well there.

A convention does not come into being by chance, and it was no chance matter that the European Landscape Convention had its origins in an initiative of the Congress of Local and Regional Authorities of Europe (CLRAE). Over the past ten years or so, the landscape has become a very common subject, a “policy matter” in the primary sense; it has become part and parcel of the management of community affairs.

A new instrument for a recent concern

Traditional landscape policies focus above all on protection of noteworthy sites, which are more often than not vestiges of the past. As it has become an increasingly widespread concept in our society, the landscape has drawn nearer to us, to the places where we live. The landscape can now be seen as a key to many of the challenges facing our modern-day society. This was why we needed jointly to devise a new instrument, in tune with this still recent concern. The convention is aimed at managing and developing landscapes as much as protecting

them, and this is because Europeans today most often live in urban areas, where the process of change has speeded up.

Landscapes are no longer merely conducive to nostalgia for an era when we were country-dwellers. They have a more forward-looking dimension, that of our ever stronger desire to live as Europeans. It is of course necessary to preserve the landscapes most typical of our history and culture. They are indeed an irreplaceable heritage. But they represent only a very small share of the land, which is mainly made up of day-to-day landscapes. Because they constitute our daily surroundings, these landscapes are just as worthy of the public authorities’ attention. They are closest to the population, and the public must therefore be closely involved in their management and development. The European Landscape Convention answers this aim, which is undoubtedly a particularly compelling objective for all public authorities in Council of Europe member states.

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The Council of Europe’s philosophy

Council of Europe action in landscape matters is driven by a philosophy, a political vision and a standard-setting approach shaped by the Council’s basic commitment to democracy and by its goal of creating a continent-wide area of democratic security resting on four main pillars – the rule of law, parliamentary democracy, universality and indivisibility of human rights, and awareness of a shared cultural heritage whose diversities are an enrichment. Developing that awareness, instilling in every European a common sense of belonging, using our physical and intellectual heritage to create a groundswell of democratic citizenship, getting dialogue going between cultures and between communities, and triggering a process of mutual discovery and mutual recognition are all part of the thinking which the Council has been evolving for over half a century.

These ideas are basic to its intergovernmental work in culture, cultural heritage, environment and spatial planning. Here the Council of Europe’s action is also conditioned by political attachment to a par-

ticular model of society – a humanist model in which values and action interconnect in a collective drive to ensure that everyone has a day-to-day environment and quality of life compatible with human dignity.

That requires policies, idealism on occasion, but at the very least a consistent dynamic which would not be possible, Europe-wide, without common guidelines, frameworks and provisions approved by the international community. The Council of Europe’s commitment to landscape can therefore be seen in its standard-setting work.

This has produced the Convention for the Protection of the Architectural Heritage of Europe (Granada, 1985), giving legal expression to a heritage approach based on integrated conservation approach; the European Convention on the Protection of the Archaeological Heritage (Valletta, 1992), which takes in the regional dimension and tackles the conflicting interests of regional development and archaeological conservation; and the European Landscape

Convention, an innovative instrument promoting active, dynamic protection of European landscapes and offering the contracting parties new policies.

These three conventions, plus the Convention on the Conservation of European Wildlife and Natural Habitats (Bern, 1979) and the Guiding Principles for Sustainable Spatial Development of the European Continent, define the Council of Europe’s work on the fourth pillar of the European edifice, to which I referred in my opening paragraph. The five instruments reflect one of the challenges facing the Council: with awareness of the common cultural heritage as a starting point, getting the further message across that the heritage represents a store of regional skill and intelligence on which regional communities can draw.

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Landscape identification and assessment and landscape quality objectives

It is now unanimously recognised that involving the public in shaping their environment must be the rule in any spatial planning policy. At least, this is an aspiration of most of the regulations governing regional development. For around ten years now, it has been supplemented by the concept of sustainable development, which means development that can be reproduced in the long term, combined with fair sharing of natural resources. The European Landscape Convention is one of those instruments that actually give priority to social justice, sustainable development and public involvement. It also provides that the identification and assessment of landscapes, which is the first step towards harmonious development among human beings themselves and between human beings and nature, must take account of the input of the groups most directly concerned. But what does identifying and assessing landscapes mean? In the nineteenth century, the approach would have been to identify the most picturesque sites, in the manner of the tourism sector that catered for the wishes of Europe's pleasure-seeking wealthy middle classes. Nowadays, the focus is no longer on such sites but, above all, on people's living environments, in other words, the landscapes they encounter in their daily lives or during leisure travel.

Accepting differences

The challenge has changed totally, as it is now also recognised that landscape does not mean the same thing to all people and that different values are attached to each particular landscape by people who do not share the same aspirations. This challenge is on a par with the difficulty of exercising democracy in terms of accepting differences, appreciating what is unique or commonplace about other people and devising projects that have a common purpose accepted by everyone. This is obviously not an easy challenge. Firstly, it means that these values, which actually reflect the perceptions that the various groups concerned have of the landscape in their neighbourhoods, countries and home areas, must be properly understood and situated in the local and overall context in which they are

formed. This is because these values are not totally universal: they both depend on the internal relationships within local society, whose tensions they reflect, and are marked by a landscape culture that the country concerned has developed in the course of its history. These local and national cultures intermingle and influence one another, shaping ways of conceiving the landscape on a unique level. What is that level? Municipalities, neighbourhoods or regions? These two concerns raise the problems that have to be resolved if a landscape is to be identified and assessed at a given time, namely the level or area that makes sense for a particular society and the values which that society attaches to the landscape.

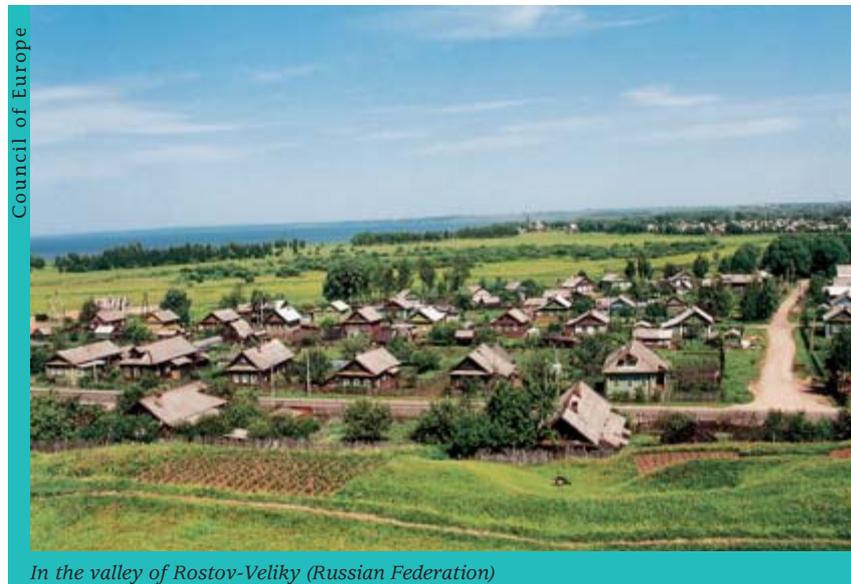
Questions remaining open

There remains the question of how to identify these values. Who should perform the task? The scientific and technical community, or politicians? If "objectivity" is to be guaranteed here, we need independent specialists from the social sciences such as geographers, sociologists and anthropologists. At the same time, it has to be accepted that the work has a price, which society must bear, as it is bound to be offset by the benefits derived from this method, which should help avoid much more costly errors. The next stage is putting the knowledge into practice. Once the values have been identified, what can be done

to develop a programme of political action incorporating both these new data and all the data from other fields such as the environment, economics and so on? It is here that politicians have a key role to play, instead of leaving it up to the experts to decide on their behalf, as is often the case. It is up to properly informed politicians to determine the landscape quality objectives that are a means of integrating these values in an action programme for shaping the future of the landscape concerned in terms of whether it should be protected, managed or developed with a view to satisfying the largest number of people possible. Nevertheless, this task must not be confined to politicians alone, and the public must be given an opportunity to express their views so that the process is one of ongoing interaction between politicians and civil society. This is a major challenge for the future of the landscape and collective efforts to shape it, but it is well worth large-scale action involving properly thought-out and careful implementation of the European Landscape Convention.

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Council of Europe

In the valley of Rostov-Veliky (Russian Federation)

Landscape, a growing concern

History of art shows that landscape has been a beloved subject of pictorial study since the renaissance. But the awareness that landscape is something that needs care has only recently developed. The self-evidence of the landscapes as depicted by painters until the twentieth century has given way to a growing public concern for the quality of our European landscapes that do not develop any more in a self-evident way. How can this concern be transformed into activities contributing to a responsible planning and management of landscapes?

Several layers of reality

Following the philosopher Habermas, the concept of landscape includes several layers of reality:

- the *true* landscape as object can be described and quantified in a cognitive and scientific way. It is the domain of geographers and landscape ecologists, integrating a wide range of natural sciences, and of civil engineers using this objective knowledge to guide their construction and management activities in landscape;
- the *right* landscape is the inter-subjective landscape on which we have opinions and to which we can attribute values. It is beautiful or degraded, depending on the criteria as agreed upon within specific groups related to the landscape. In fact the word landscape in its German (*Landschaft*), Dutch (*landschap*) or Swedish

(*landskap*) expression refers to the organisation of a group of inhabitants. The right landscape is the domain of action groups and NGO's, but also of politicians. It is studied by social scientists and forms the arena for those developing the social constructions that determine the future of the landscapes;

- the *real* landscape is the subjective landscape with which we have a personal connection, and which always plays a role in the background when speaking about landscape. It is the landscape of our youth or holidays, or the landscape in which we are ready to invest our spare time in practical involvement. It is described by painters and historical geographers, but is also the basis for our personal behaviour in landscape and for the artistic design of landscape architects.

Awareness-raising primarily concerns the third dimension of landscape, the real landscape, which has long been neglected in science and policy. The European Landscape Convention addresses explicitly this dimension, taking objective and inter-subjective concepts as starting points. Training and education in landscape appraisal and operations should consequently address all three dimensions.

The power of examples

Many examples already exist where local communities have taken initia-

tive to organise landscape management. Region-specific products of agriculture and local traditions appear to enhance the identification of inhabitants with their landscape. Visitor's centres and promotion campaigns attract tourists and thus enhance the economic basis for landscape development. But most effective is still the involvement of citizens in the operations of maintenance and transformation of landscape. Increasingly, these citizens will have an urban style of life and feel responsibility for the development of landscape in a non-conventional way, since the traditional agricultural basis of landscape formation has, over large parts of Europe, lost its effectiveness. In awareness-raising, attention for the effects of landscape degradation should always be accompanied by examples of how landscapes can develop their identity as living landscapes with region-specific values, carried by local communities.

The convention, a paradox?

The European Landscape Convention seems to be characterised by the inherent paradox of providing common European guidelines for a diversified management of European landscapes. It is a challenge for those concerned with the future of the European landscapes, to bypass this paradox by strongly encouraging facilitation from above and by enhancing involvement from the bottom-up:

- base targets for landscape development on natural processes: know your *true* landscape;
- develop awareness that landscape identity is and should be a reflection of current cultural processes: discuss the *right* landscape in the local community;
- achieve quality in the landscape by public involvement: act in your own *real* landscape on the basis of co-ordinated personal concern.

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D. Bringard/Sunset

Tourism enhances the economic basis for landscape development

Innovative tools: the Swiss experience

In line with the definition of landscape, a multidisciplinary or, indeed, holistic approach to landscape and hence also to each national landscape policy is the key element of implementation of the European Landscape Convention. The integration of landscape considerations into all sectoral policies with a direct or indirect impact on landscapes is a priority.

An integrated policy comprises three main aspects:

The “horizontal” aspect: the integration of landscape policy in sectoral policies through the example of the Swiss Landscape Concept

The basic principle of the Swiss Landscape Concept is to foster dialogue between landscape users and nature and landscape conservationists. A Swiss government order issued in 1997 requires the federal authorities responsible for thirteen policy areas that have an impact on spatial planning – and hence on the landscape – to take account of objectives and landscape measures specific to each policy area. These objectives and measures were negotiated in close co-operation between the Swiss Agency for the Environment, Forests and Landscape and the federal government departments and agencies responsible for the respective policies on the basis of a system of strategic objectives for the management of nature and landscape.

The “vertical” aspect: the example of funding policies and the Swiss Landscape Fund model

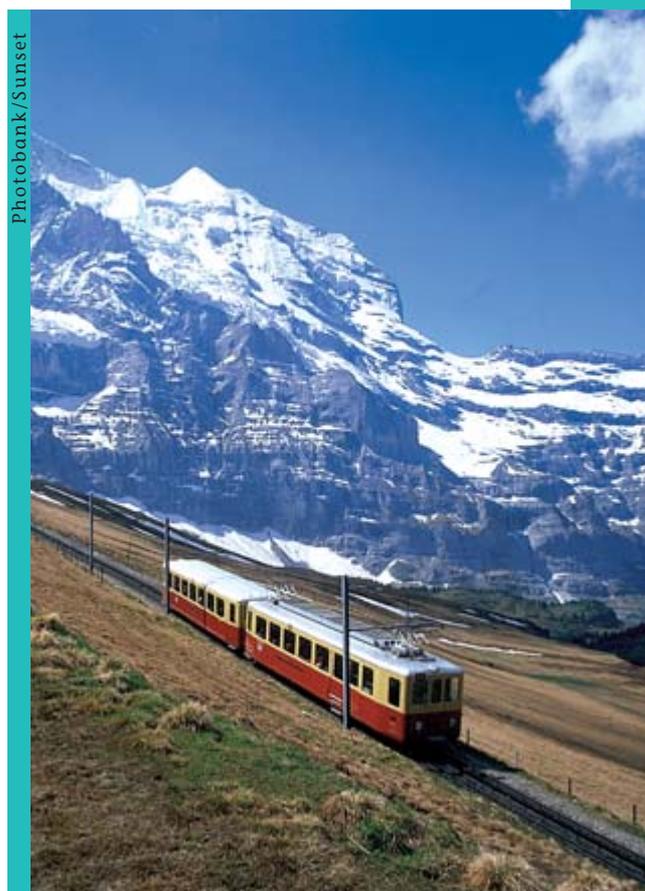
This aspect derives from the principle of subsidiarity. Funding grants are one of the most important tools for implementing sectoral policies through the various tiers of government. Tools for checking consistency between policies in the various sectors are therefore essential. This objective can be achieved more easily if the relevant authority takes account of the know-how of specialist environment agencies in each specific case. The development of new financial incentive tools is a new approach for proper management and sustainable development of landscapes.

The Swiss Landscape Fund is involved in conserving, maintaining and restoring traditional rural landscapes and their natural habitats. It only takes action when no other body can help, for instance because of a lack of funds or because of legal hurdles. The beneficiaries can be private individuals, associations or foundations, as well as municipalities and regions. The Swiss Landscape Fund’s approach increases local and regional bodies’ willingness to take initiatives themselves. It also fosters synergy between farming, tourism and traditional crafts and trades. Through its financial assistance, the fund provides welcome regional economic aid that helps create employment in disadvantaged areas.

The “cross-sectional” aspect: the participatory approach – the example of Landscape Development Plans

This approach takes account of the fact that the problems of an increasingly complex world involve new players such as private, non-governmental or semi-governmental organisations and bodies, as well as more spontaneous groupings. While the ideas and activities of these new players offer huge innovative and creative potential, tools for capitalising on them are lacking.

Landscape development plans outline the desired development objectives for given landscapes on the basis of scenarios worked out in close co-operation by all interested parties. They therefore guarantee a comprehensive approach to landscape. The central element of landscape development plans is the bottom-up process involved in devising them. This brings together all the players that actively influence the area concerned, along with the people who live there and other representatives of public and private interests. The discussions are chaired by professionals with no personal ties in the area, which guarantees the quality and success of the process. Having a landscape development plan can be most useful when it comes to defining criteria or, indeed, priorities for implementing specific policies at local level.



The Jungfrau funicular (Switzerland)

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For more information: www.cps.ch; www.fl-sfp.ch;
“Boîte à outils CEP” (Landscape development plan
toolbox), available from A.Maillard@srva.ch (in
French) or infolek@hsr.ch (in German)

VIEWPOINTS

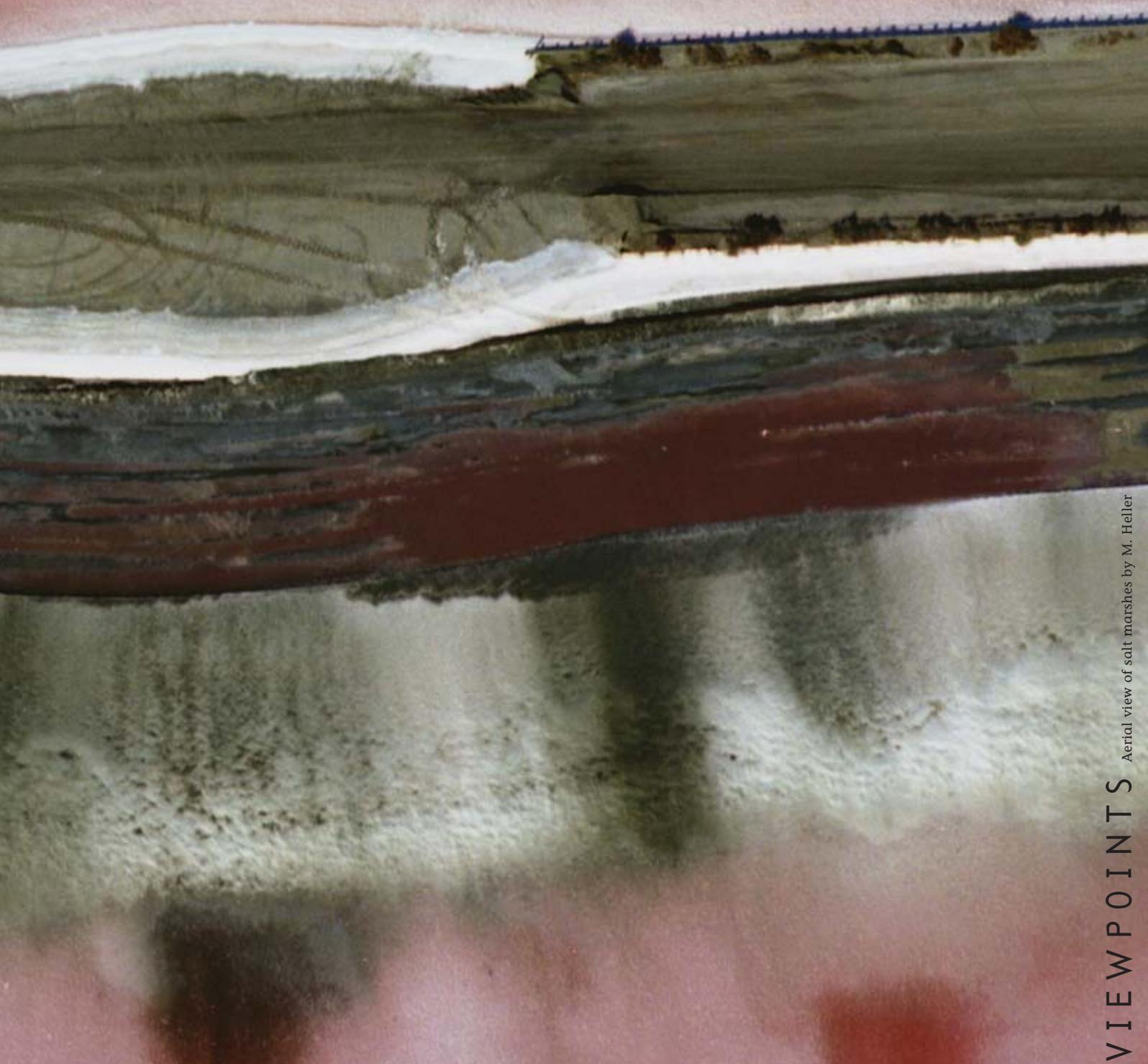


The member States of the Council of Europe

“... Concerned to achieve sustainable development based on a balanced and harmonious relationship between social needs, economic activity and the environment; (...)

Wishing to provide a new instrument devoted exclusively to the protection, management and planning of all landscapes in Europe...”

*Preamble to the European Landscape Convention
Florence, 20 October 2000*



Integration of nature and cultural heritage, the Norwegian example

Norway was the first European nation to ratify the European Landscape Convention and Norway strongly supports the contents of the convention. Environmental protection in Norway includes the management of both cultural heritage and natural resources. We therefore particularly welcome the convention's integration of nature and cultural heritage.

In our common efforts to promote sustainable development, our landscapes will of course be an essential element, and as far as I can see, the European Landscape Convention will contribute to the protection, planning and management of our landscapes for the benefit of present and future generations.

Challenges

All challenges concerning our landscape derive from the aggregation of local actions and can be met only through co-ordinated local change. Environmental impact assessments and municipal land-use plans under the Planning and Building Act are examples of key instruments for the safeguarding or developing of landscapes. Norway is now trying to implement a European Union directive on strategic environmental assessment, to ensure that landscapes are taken into account at an early stage of policy plans and programmes. There is also a significant potential in obtaining a more sustainable development for landscapes. The municipal authorities play an important role in this development.

I see the European Landscape Convention as a suitable tool for getting all

kinds of landscape influence and action on the political agenda, especially if the convention can contribute to solving problems or challenges concerning the management, policy or quality objectives of landscapes here in Norway. In many ways we lack methods and procedures for the valuation and classifying of landscapes, based both on their totality and on individual values. That is why, for example, Norway has taken a Nordic initiative where Norway is in charge of a preliminary project financed by the Nordic Council of Ministers. In co-operation with Denmark, Finland, Iceland and Sweden, we are trying to identify common challenges in the convention that may be suitable for future projects. We also use this arena to exchange experience concerning landscape issues. Hopefully this will help us in our daily management of all kinds of landscapes.

The state's contribution

Norway responds in many ways to the safeguarding of its scenery, countryside, plants and animals, natural resources and cultural heritage. Valuable habitats, cultural heritage, areas and species have been protected, and this policy is still important. But most parts of Norway, about 93.3%, are not legally protected. So to maintain our landscapes it is of the utmost importance that we manage our "ordinary" landscapes properly. In the future the preservation or management of our landscapes may conflict with other concerns. Then it will be important to have a landscape policy that is articulated and where both the public and competent public authorities contribute, and that the policy builds on knowledge and participation. Some of these challenges will be found when the government-appointed Planning and Building Act Committee delivers its proposals at the end of 2002. Also landscape issues will be of a great importance in the following up of the report from the Cultural Heritage Committee, which was delivered to the Ministry of the Environment just before Christmas last year.

Each one is responsible

In Norway the different sector authorities are responsible for different parts of the policy concerning landscapes. At

the national level, Norway has adopted the principle that all sectors are responsible for their impact on the environment and for achieving the common targets of the environmental policy. The other sector authorities often make decisions on the use of land, for example infrastructure and urbanisation. Then there is a problem that we lack accurate objectives for measuring quality, and we lack satisfactory means for evaluating or assessing the totality of our landscapes. This makes it difficult for the different sectors to take full responsibility for their landscape management. Still there is some work to be done to make the principle of the sectors being responsible function. These challenges will have to be met step by step. The first step was taken in December last year when the Directorate for Nature Management and Directorate for Cultural Heritage delivered a strategy for the environmental authorities work with landscapes. The strategy focuses on how to assist the sectors. Also as a follow-up to the European Landscape Convention one step will be to set up a national reference group including the most important sectors and representatives from the local and regional authorities.

Landscapes constitute physical frames for our lives and are key elements for our welfare. Their deterioration may be irreversible. Future generations will have fewer options if these resources are diminished or destroyed. It is also important that we acknowledge landscapes as an important part of the quality of life for people everywhere, regardless of the landscapes being of outstanding beauty or "just" our everyday surroundings. Generally, our everyday surroundings are one of our most important arenas for outdoor recreation and it is here we live our lives. It is inevitable that we should be more aware of and consciousness about what happens to these. I will work for a more sustainable development of our landscapes for the benefit of present and future generations.

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Japack/Sunset

The Gairanger fjord

A common heritage: the example of Romania

European landscapes are our common heritage, the heritage of all Europeans, not only because we live together in the same continent but also because we share the same ideas, the same everyday realities and the same values.

The Romanians, who live in this European geographical, spiritual, cultural, geopolitical and economic area, have benefited from a very rich and diverse natural and cultural heritage, resulting from their history, culture and lifestyle, which are closely bound to those of other Europeans.

Romania had the honour of hosting the official launch of the Council of Europe's "Europe, a common heritage" campaign in Bucharest, further proof that our country must contribute to European and international efforts to protect, preserve and enhance each country's natural and cultural heritage. Landscapes are the most visible and best-known features of European heritage; they are the backdrop to our everyday life and combine nature and culture in the same scene.

A bad evolution

Nevertheless, the quality of our landscapes has been seriously threatened over the past few years by the general degradation of the environment, air,

soil and water pollution, the growth of intensive farming, the loss of biological diversity, deforestation and urban development. Many other examples could be given, all of which have a major impact on the quality of human life.

The European Landscape Convention therefore reflects the needs of European populations, who expect policies and activities which have an impact on the land to take account of their demands with regard to the quality of their living environment. The convention concerns all European landscapes, including natural and cultivated rural areas and urban and peri-urban landscapes, and aims to draw the attention of European governments and citizens to the importance of their landscapes, which need to be evaluated, protected, managed or enhanced.

The European Landscape Convention stipulates that it is necessary to establish effective landscape protection, management and planning procedures and to integrate the landscape dimension into environmental, agricultural, economic, cultural and social policies, spatial planning policies and any other sectoral policies with a direct or indirect impact on landscape.

Romania has many regions that could be included on a list of landscapes of

European interest, not only the town of Sibiu, which has been selected as a pilot project in the "Europe, a common heritage" campaign, but also areas which are unique in Europe such as the mountain nature reserves (Retzat, Ceahlau, Apuseni and Pietra Craiului), the Danube delta, landscapes on the Black Sea coast and many others. The protection of these valuable landscapes and their particular diversity is one of the main objectives of our country's policy and strategy of environmental protection and sustainable development.

In this connection, the European Landscape Convention was ratified on 8 July 2002 by Law No. 451 of the Romanian Parliament and published on 23 July 2002 in issue No. 536 of the Official Gazette.

We would be very happy if the Europeans' joint efforts made the public more aware of the importance of landscapes and helped set up programmes to protect, manage and improve this aspect of Europe's common heritage.

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In the Danube delta



Heidelberg

The German landscape management legislation

A new law

Germany's above-mentioned new nature conservation Act of 25 March 2002 basically includes all the elements of the European Landscape Convention, although in very different terms. Significantly, the Council of Europe convention is not confined to outstanding landscapes that are therefore deemed worthy of protection but also covers "everyday or degraded landscapes".

Behind this lies a progressive approach to nature conservation, whereby nature and landscape conservation are not restricted to a few specially defined and protected areas that are comparatively small in size, with the effect that areas not so defined and protected are left at the mercy of the rapacious building projects of civilisation. The desire of government to apply certain principles of nature and landscape conservation to the whole country (naturally, subject to adjustments and with certain differences) is also clearly reflected in the new German nature conservation law which provides that certain areas "must be restored if necessary", and that "remaining natural features such as woods, hedges, verges, biotopes, streams, ponds and other environmentally significant small features should also be preserved and developed in built-up areas". In other words, nature and biotopes must be preserved outside protected areas, that is, even in villages, towns and suburban areas.

The fact that the European Landscape Convention reflects these modern points of view should be welcomed most warmly.

Under Article 5 of the European Landscape Convention, member states are required to implement "general measures", for instance by establishing planning and landscape management measures in their landscape policies. The corresponding obligations are set out in the German conservation law, although the wording on the involvement of interested parties and the public is stronger than the one of the convention.

All of the remaining operative obligations that the signatories to the European Landscape Convention enter into can also be found in the German framework legislation. It is important to note

that the Act requires the federal government and the *Länder* to support international efforts (...) in the field of nature conservation and landscape management, which also therefore includes Council of Europe activities. Compared with the sixth Environment Action Programme of the European Community of 22 July 2002, however, the Council of Europe's European Landscape Convention fails to take full account of the present-day situation. The introduction to the programme notes that approximately 70% of the population live in urban areas and that there is a need for more concerted efforts to improve environmental conditions and quality of life there. It would have been preferable for the Council of Europe's convention explicitly to mention this problem of growing urbanisation and the destruction of the countryside surrounding built-up areas, as well as the need people have for recreation areas with "a little nature" close to towns and cities.

In the new German nature conservation law, this important point is mentioned not only in terms of the recreational value of landscape in the "objectives" set out, but also in greater detail in a section, which provides that: "The landscape must also be protected in its diversity, singularity and beauty because of its significance as a recreational area for human beings. (...) Adequate areas for recreational purposes must be provided, especially within the vicinity of settlements (...)." Lastly, one particularly good feature of the European Landscape Convention is Article 9, which requires special emphasis to be placed on encouraging cross-border co-operation in landscape and nature conservation at regional level. It is to be hoped that this call for cross-border co-operation in Article 9 of the convention will give further impetus to existing regional co-operation of this kind in as many regions of Europe as possible.

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This article reflects the author's personal opinions.

The basis for ratification of the European Landscape Convention in Germany is the Act revising nature conservation and landscape management legislation and amending other regulations. To clarify matters for our European neighbours, it should be pointed out that, under Article 75 of the Basic Law, nature conservation legislation in Germany is framework legislation, in respect of which the *Länder* are required to adopt their own legislative provisions and implement the legislation on their own responsibility. As will be recalled, during the drafting of the European Landscape Convention, the German delegation therefore repeatedly stressed that the convention must not create any binding administrative structures and that unnecessary bureaucracy should be avoided.

It is pleasing to note that Article 4 of the European Landscape Convention respects this principle and the division of responsibilities within the member states.

I am therefore optimistic that the European Landscape Convention will be ratified by Germany's legislative bodies during the current parliament (2002-2006). The most important precondition in the form of approval of the text by the *Länder* through their Standing Treaty Commission has already been met. Agreement has now also been reached with Switzerland and Austria about the German version of the text. The formal requirements for signature and ratification have therefore been met.

Germany and the other European Union (EU) member states believe that it is important for the establishment of the *Natura 2000* European network under the EU habitats directive to be underpinned by the Council of Europe convention. This is also particularly important for the "enlargement candidates" and the Council of Europe's other member states in order to prevent the development of conflicting landscape protection systems in Europe.

Diversity of landscapes: Spain

The application of the European Landscape Convention in Spain could result in important environmental, economic and social benefits. Spanish territory enjoys a wealth of different landscapes resulting from unique combinations of natural diversity and a great number of processes and occurrences originating from an intense history of different cultures and civilisations. With their extraordinary beauty, Spanish landscapes have contributed to the forming of national, regional and local identities, knowledge of which has for centuries been spread throughout the world in literature and paintings and, in more recent times, by photography and the cinema.

Nevertheless, in present times Spanish landscapes are running the great risk of degradation and the loss of all their qualities. Despite the fact that appreciation for these landscapes is growing in some social circles and in certain public organisms and institutions, harmful processes and impacts are much more operative. The main reasons for this negative situation are as follows:

- the climate and biogeographical characteristics that prevail for the most part in Spanish territory are of a Mediterranean nature, which gives rise to very fragile landscapes and ecosystems;
- the Spanish economy has been subject to rapid growth during the last few decades of the twentieth century, leading to new land uses and a sharp rise in the consumption of natural resources;
- Spain is, moreover, one of the world's main tourist destinations.

Insidious processes and noticeable progress

If these insidious processes of degradation and unconscious alteration of landscapes continue, there will be grave losses. If, on the contrary, the current tendency is turned around, as should be the case for a European country that is aspiring to sustainable development, there could be highly relevant positive effects. Appropriate actions are taking place, but these should be more resolute and effective. Mention must first be made of progress made in gaining knowledge of Spanish landscapes. Work by the Autonomous University of Madrid and Evora Uni-

versity to draw up a landscape atlas of the Iberian peninsula has been funded by Interreg II and is well under way. There has also been more work devoted to gaining knowledge of landscapes at a local level in Andalusia, Asturias, the Canary Islands, Castile and Leon, Catalonia, the Madrid region, the Balearic Islands and the Basque Country, where typological studies have been carried out, regional atlases drawn up, and congresses, seminars and meetings held. Scientific interest in landscapes has increased significantly over the last ten years in a number of disciplines and universities.

With regard to administrative action, attention must first be drawn to the urgent need for the different levels of political power to define their functions *vis-à-vis* landscapes. The state administration should make use of the circumstances afforded it by the ratification process of the new European Landscape Convention to clarify the framework of responsibilities and powers as well as the legal framework in this regard. To this end, basic legislation in force regarding cultural and environmental heritage allows for further development.

At a regional and local level, there have been political reactions of great interest. These will without doubt be the decisive areas which will shortly confirm either the positive or negative trends, as this is where the greatest responsibilities and most effective means of control are concentrated. The Catalanian Parliament has already adopted the convention; the government of the Balearic Islands intends to include the convention's principles in a preliminary draft law; there has been a generous application of the legal term of protected landscape in the Canary Islands; in Andalusia the landscape is beginning to appear in periodical reports on the environment, in policies relating to cultural heritage and in instruments for town and country planning. It should not be forgotten, however, that these experiences are sporadic and are carried out, for the most part, without any legal support or requirement.

Main challenges

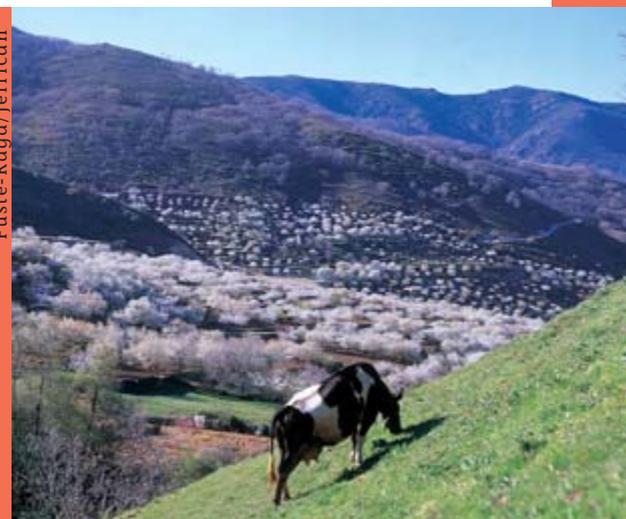
Nevertheless, the main challenges for landscape policies in Spain are social awareness and individual creativity,

and the convergence of both. Despite the fact that, historically-speaking, there have been numerous and very important creative contributions made to land intervention and appraisal in Spain both by artists and by the people at large, at present the appearance of landscapes is changing with extraordinary speed in the absence of firm aesthetic canons. Social preferences during a period of massive access to new consumption patterns easily swing back and forth between a historicist *pastiche* and contemporary superficiality. In this situation, education and training takes on an important role in the strengthening of professional capacities and social claims for the protection, management and administration of landscapes, without which the trends towards greater deterioration will become more established. As the nineteenth century moved into the twentieth, Spanish writers and artists were able to highlight the values of the landscapes that they lived in on a day-to-day basis, but now, as a new century and a new millennium dawn, the great risk of degradation to which these landscapes are subject makes an intellectual reaction of similar or even greater significance an absolute necessity.

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Fuste-Raga/Jerrican



Jerte valley in Estremadura



The Ghor Virap monastery
50 kilometres from Erevan

Armenian national museum of architecture

Armenia, a land of contrasts

Armenia is a typical mountain country with 28 900 square kilometres of territory. The average height above sea level is 1 830 metres, the highest point is the mountain Aragatz with its 4090 metre peak and the lowest point is 380 to 500 metres in the valleys of the rivers Debed and Arax. Incidentally, only 0.07% of the territory is less than 500 metres above sea level.

Regarding its natural characteristics, Armenia has a complex and fractured relief, a wide variety of natural climatic conditions, abundant mining resources and raw materials, whose exploitation is rendered difficult by geological conditions, as well as by high seismic activity and evolving geo-dynamic processes. Armenia is populated rather unevenly. The highest population density is in Yerevan, where there are about 500 to 600 people per square kilometre, whereas there are about 30 to 80 people per square kilometre in the more sparsely inhabited areas.

The rural settlements of Armenia are also populated unevenly. About 45% of these settlements are to be found in areas more than 1 500 to 2 100 metres above sea level.

Armenia is rich in recreational resources, for instance various mineral water springs, picturesque landscapes and also plenty of very valuable architectural and historical-cultural monuments. Thus, favourable conditions already exist for the development of recreational activities and tourism.

A complex natural framework

Taking the above-mentioned into consideration, it is possible to say that the mountain settlements in Armenia display the complete range of problems that are typical of such types of settlements.

Due to the complex natural framework, problems of spatial sustainability on the basis of multifunctional analysis are of particular importance: this concerns environmental harmony and the relationships created artificially by the natural landscape and by man. One of the characteristics of Armenian architecture is the emotional link between nature and the historical monuments. They complement each other in that one forms the organic continuation of the other and both of them together are

classic examples of the relationship between the natural environment and human creativity.

A stable use of natural resources and proposals for their protection are conditional first of all in Armenia on the environmental protection of mountain areas and high mountain territories from the point of view of ecological balance. The destruction caused by the Spitak earthquake in 1988 affected most of the Armenian mountain settlements. The state renovation programme of the earthquake zone was adopted by the Armenian Parliament; it is currently being carried out and will be completed in autumn 2003. In the longer term it will be necessary to apply the principles of sustainable development to the whole country. One of the main current problems for the Armenian Urban Development Ministry is the contribution and adaptation of the principles of spatial planning to the new free market conditions in urban planning as well as in the legislative sphere.

A pilot program

As an example of the valuable experience gained in this area it is necessary to mention the assistance of the German Government, thanks to which a pilot programme of two zoning projects was staged for five communities in Armenia.

Here, for the first time in Armenian urban planning practice, following a complex assessment and analysis of the whole territory, the main long-term direction of spatial planning was established in advance. Representatives of local self-government and professional urban development specialists worked out the programme together.

The project in its various stages has been discussed in detail by members of local communities with the result that a wide range of ideas and views have been taken into account.

The invaluable help and support of the international community in the framework of the CEMAT activities has been a key to the success of one of the most important tasks for our country – its sustainable spatial planning and development in the context of the “Guiding principles for sustainable spatial development of the European Continent” (Hanover – CEMAT 12th session), facilitating the disappearance of existing differences between the two Europes (old and new member states of the EU).

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Polish landscape architecture

The geographical location of Poland in Europe, together with its characteristic vegetation and other factors such as human settlement – starting from Neanderthal man in the Ojców Caves, through pre-history, the Middle Ages to modern times – has created a landscape of diversity. Through these historical processes, cultural landscapes have been shaped by tradition, factors that have influenced Polish architecture and landscape.

In the north, the cliff shore of the Baltic Sea, with its immense sandy beaches, forms Poland's natural border. In the south, the country is enclosed by the Carpathian Mountains with the part-rocky Tatry Mountains. The middle area consists of a vast flat countryside, divided diagonally by high plateaux with ancient mountains and bounded by the great River Vistula. The lack of clear-cut borders to the east and west creates a natural land bridge. For centuries, this area attracted people of various tribes: Celtic, German and Slavic, who left their mark on the landscape with mounds, strongholds and stone circles. Through this process the cultural landscape of Poland has been shaped.

During the Middle Ages, especially after the Tartar incursions, new elements were added that still remain to this day: vast cloisters, villages settled on the new European principles, castles and fortified cities, formed today's landscape groundwork. The building of dense settlements, amidst the

expanse of surrounding fields, thus established the historical tradition of local landscape architecture. At the same time, local conditions and people arriving from other parts of Europe – Germans, Russians, Italians and Jews – led to distinctive regional landscapes. Characteristic local forms include the well-preserved upland areas in the south, Kashubians in the north, Kurps in the centre. Each of these ethnic regions created its own settlement types, shaping characteristic areas of landscape architecture, which has been continuously cultivated. Landscape forms expressing the identity of migrants are also to be found. These include the landscapes of so-called “Dutchmen” situated at the mouth of the Vistula, or characteristic local forms of so-called “Walachian” villages. Cities and villages in Poland have preserved their medieval character (for example Gdansk, Cracow, Warsaw, Wroclaw). There are also groups of buildings originating from the Renaissance through baroque or classicism up to modern examples like Tychy or Nowa Huta, which form contemporary landscape architecture.

Without doubt, an extensive range of original historical as well as contemporary cultural landscapes can be found in Poland.

In Poland, considerable effort is put into the preservation of ancient buildings, as well as the creation of new architectural landscapes in accordance with

The spirit of the convention in environmental activity in Ukraine

Although Ukraine is not yet a participant in the European Landscape Convention, there is a lot of evidence to show that the spirit of this very important European law is widely supported and implemented in Ukraine.

There is a long tradition in this field as, since the tenth century, the most interesting natural areas have been designated and protected by special laws and owner initiatives. In modern times our first natural reserve was founded in Ascania-Nova in the steppe zone in 1898. Later it was enlarged and since 1985 it has been designated an international biosphere reserve.

Landscapes, their structures and evolution over time, have long been of interest and the subject of investigation for geographers and other branches of science. This scientific view of nature as a system of different levels of landscapes is one of the most important reasons for the development of nature conservation in our country. Nevertheless, there is also a general conception, present mostly among architects, historical heritage specialists and some others, that landscape is more an impression or overview of what we see around us. This is why we try to combine different approaches as much in our theoretical research, as in practice, including regional and local planning activities.

local traditions. As a result, Polish cities like Cracow and Zamosc have been included in the World Heritage List. Similarly, rural areas are protected, including clusters of villages with their wooden churches. Legal protection is given to cultural parks, landscape parks and other designated areas, where change is restricted. All this is being done with the aim of enabling future generations to benefit from an appreciation of the unique diversity of the Polish landscape.

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The Natural Reserves Fund in Ukraine, the most effective way of saving rare and typical natural areas, consists of seventeen natural reserves, four biosphere reserves, eleven national natural parks, more than 540 specially protected areas of national importance and more than 6 300 specially protected areas of local importance. These areas represent a very diverse range of landscapes and other natural habitats. Together they cover more than 2.5 million hectares – 4% of the territory of Ukraine.

During the last ten years our country has become a party to the most important international agreements in the field of nature conservation and the protection of bio- and landscape diversity, including the Convention on International Trade in Endangered Species of Wild Fauna and Flora (1973), Convention on the Conservation of Migratory Species of Wild Animals (1979), Convention on the Conservation of European Wildlife and Natural Habitats (1979), Convention on Biological Diversity (1992). Twenty-two wetlands of international importance (716 26 thousand hectares) are protected as Ramsar territories.

A modern legal base

Quick development of activities in this field was achieved thanks to the broad modern legal framework built up in Ukraine on the basis of scientific research and best international practice. Such achievements were only possible due to long-term experience of previous activity in this field, active modern research work, and international co-operation in different fields at multilateral and bilateral levels.

The Ukrainian Parliament adopted the law for the protection of the natural environment in 1991. The text, based entirely on the concept of landscape, became the focal point of national environment legislation. In 1992 the law on the Natural Reserves Fund was adopted on the same basis, as well as codes and laws devoted to the protection and rational exploitation of all natural resources, rare and endangered species from the Red Data Book of Ukraine and others.

In September 1994 our Parliament adopted a special programme for the long-term improvement of the Natural



T. Haley/Sipa Image

Kyiv

Reserves Fund, most of which has already been achieved. Now we are working with a draft of the next programme on protection of the landscape and biodiversity. Constant attention is paid to make sure that ecological protection is built into legal statutes of a general economic nature.

Ukrainian national legislation consists not only of laws but also of presidential and governmental decisions approved according to their functions. In accordance with our law on natural reserves, the national parks and other specially protected areas of national importance were created by presidential decree.

The next important step for Ukraine is national participation in the Pan-European Ecological Network. In September 2000 Parliament adopted a national programme, and next November a draft of a special law on an ecological network in Ukraine will also be submitted to Parliament for adoption. In September 2002 a parliamentary hearing devoted to nature conservation and protection of the historical and cultural heritage was held in Ukraine. One of the most important decisions of the Parliament was to ask our Government to prepare proposals for our country's participation in the European Landscape Convention, not later than September 2003.

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A mosaic of gardens in Tatabánya

Suburban landscapes: garden allotments in Hungary

The Hungarian suburban landscape is full of garden allotments forming a patchwork of small plots, vineyards and kitchen gardens, with small buildings and sheds scattered here and there. These gardens are currently undergoing a sea change as their function evolves: the patches of land lovingly cultivated by generations of gardeners are increasingly being turned into building plots, as owners build new houses, without the requisite planning permission, in the hope that their land will be reclassified as an urban area. These suburban garden allotments are becoming virtually uncontrollable hybrid areas, neither rural nor urban. They have lost their prestige as gardens, as green, natural or recreational areas, but at the same time they cannot be redefined as urban areas because of the nature of the land, the small plots, the narrow tracks leading to them and the inadequate local amenities.

Under threat

The gardens are also under threat from the regulations introduced in 1997, which replaced the “garden” category used in the former regulations with “urban or agricultural gardens”, completely disregarding any special features or multiple roles they might play. Only recently have the town planning regulations been amended to restore the plain “garden” category, although within this category the various types of garden still have to be specified and classified in accordance not only with geographical and historical criteria but also with the different practices in terms of utilisation and management which have defined their specific characters.

The Hungarian Ministry of Spatial Planning recently decided to draw up a national inventory with a view to such assessment. Identifying and assessing the different types of garden will hopefully secure more efficient modes of management and more “tailor-made” regulations to guarantee landscape

quality. With a view to ascertaining the current situation, a circular was sent out to spatial planning departments in the country’s seven regions and nineteen counties, asking them to designate a number of garden complexes for in-depth study. Drawing on the replies and results, a representative sample was identified of the various geographical regions and the problems identified with each. Semi-directive interviews with elected representatives, regional planners, associations and garden owners from different regions and social backgrounds helped produce an assessment of all the gardens, clarifying what these plots mean to their users, how they are currently using them and planning to use them in future.

The results of this survey have highlighted the diversified typology and complex problems surrounding these gardens, stemming from their eventful history, their landscape functions and their widely varying social roles. In cases where the “garden role” still predominates, the owners or users are deeply attached to their garden and gardening activities. Voluntary associations are also often present, uniting and galvanising the gardeners:

- in some gardens wine-growing is still prioritised. Such gardens are part of the traditional Hungarian south-facing hillside landscape, with rows of vines interspersed with fruit trees. The strong attachment of the owners and the classification as an historic wine-growing site facilitate the conservation of these landscapes;
- some gardens specialise in such highly reputable regional products as soft fruit (raspberries, strawberries, blackcurrants, etc.) and hard fruit (apples, pears, peaches, apricots, plums, etc.);
- traditional country gardens which have the appearance of typical family gardens, with utilitarian mixed plantations and sheds;
- recreational gardens near or right next to lakes, rivers or canals, with small weekend “cottages”: the attraction of the waterside and fishing facilities will presumably ensure the survival of such gardens.

Other gardens are undergoing change or look unlikely to survive in the long term:

- gardens housing a wide variety of makeshift or unlawful constructions. The occupants are striving to legalise these buildings and secure the reclassification of the allotments as gardens located on building plots, despite their complete unsuitability for this new function;
- gardens already classified as “residential areas” currently being built on and provided with mains services, which generally greatly reduces the areas used for plants;
- communal areas used for a variety of purposes, let out as gardens for a set period of time and generally managed by a voluntary association. This mode of temporary land management often has public or social purposes.

The survey also shows that the era of the traditional kind of multipurpose garden is now over, given the age of the generation of garden enthusiasts, which has led to a radical change in the utilisation of these gardens.

Study of the changing roles of these gardens will place the public authorities in a better position to influence the landscapes of which these gardens are an integral part.

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The role of the Congress of Local and Regional Authorities of Europe

The high number of countries that have signed the European Landscape Convention and the growing number that have ratified it confirm the political importance national governments attach to this new European treaty proposed by the Congress of Local and Regional Authorities of Europe (CLRAE). The reason for the great interest shown in the convention by governments probably lies in the particularly innovative scope of the approach it involves and the scale and quality of the effects this is likely to have in legal and political terms at local, regional, national and European level. It is an approach based on the principle "that landscapes must be properly recognised and enjoy legal protection regardless of their intrinsic value or quality".

In adopting the convention in the name of the subsidiarity principle, the Council of Europe has achieved the dual result of:

1. *democratising* landscape by bringing it closer to the local and regional communities directly concerned; and
2. opening up a new dimension in international public action aimed at improving the quality of life of these communities throughout the territory of all of the Council's member states.

On the basis of proposals made by local and regional elected representatives within the Congress, the Council of Europe has therefore succeeded in generating acceptance of a very innovative international legal instrument in the field of cultural heritage and sustainable development. In so doing, it has asserted its position in a very topical area and reaffirmed its identity and origins, as well as the values that underpin its activities.

Resources which match ambitions

In order to send out a clear message to the governments that have already committed themselves to implementing the convention, it is now important in the field of the environment and cultural heritage for the Council to stress unambiguously that following up and monitoring the European Landscape Convention is one of its priorities. From this point of view, it would be unfortunate, after so much effort, if the resources needed for implementing

the convention were to be redirected towards new initiatives, which – although they may be worthy of interest – could give governments the impression that the Council of Europe was not capable of coping with its own success.

Following the convention's opening for signature, its philosophy, approach, texture and structure have all begun to be put to the test and confronted with situations on the ground that are particularly complex because of the differences that exist in Europe in terms of landscapes, perceptions of landscapes and measures for protecting and enhancing them.

In this connection, it is pleasing to note that the provisions in the convention on definitions, the scope of the text, the division of responsibilities, public participation, information policies and means of action are already being reflected in the work of the national, regional and local authorities directly concerned. As a result, information has been sought out and exchanged, certain existing rules have been adapted, new legislation has been adopted, existing practices have been changed and highly innovative policies and measures have been developed and implemented. In future, however, the provisions of the convention will have to be interpreted in the light of the needs expressed on the basis of the various situations on the ground at local and regional level.

This is probably the reason why, even before the convention has entered into force, national governments have asked the Council of Europe to put in place structures and programmes designed to help them co-operate in this rapidly expanding field. They therefore welcomed the setting up of a conference of contracting parties and signatories to the convention. The Congress was invited to the conference as an observer and is following it with great interest. In our view, the setting up of the conference is a response in line with the political success of the treaty we have created. The conference is also in a position to strengthen the role and heighten the profile of the Council of Europe and its various bodies in sectors where there are high levels of international competition, such as sustainable development, the quality of people's local environ-

ments, spatial development and planning, cultural identity, the implementation of subsidiarity, cross-border co-operation and decentralisation.

After having drawn up the draft European Landscape Convention, the Congress is willing to co-operate with the conference of parties to the convention so that it can continue to guarantee and promote:

- the cross-sectoral, comprehensive and multidisciplinary scope of the convention, which is in line with the Council's current aims;
- the co-ordination needed in view of the wide range of scientific disciplines concerned;
- the flexibility required in governments' policies on culture, the environment, spatial development and planning, local and regional self-government and cross-border co-operation.

That being guaranteed, the European Landscape Convention can now already be regarded as a living creature with organs capable of moving it forward on an ongoing basis, to which our Congress is willing to contribute everything it can. In this connection, the Congress' Committee on Sustainable Development will shortly be launching a study on the impact of the growth in transport routes and traffic volumes on the environment and landscape of certain European regions and towns.

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Niko/Sipa press



Dubrovnik in Croatia

Regional commitment

The Walloon Region



Ministry of the Walloon Region

At Aubel in the Herve region

In ratifying the European Landscape Convention on 20 December 2001 the Government of the Walloon Region was clearly stating its desire for *improved* consideration of the landscape in its whole *range of policies*.

Improved

Improved, because the Walloon Region was already taking account of the landscape and considering it an important aspect of its spatial development projects well before 20 October 2000, when the convention was opened for signature.

Over the last few years the government has taken a number of decisions that have demonstrated its commitment to tackling the landscape issue:

- on 27 November 1997 the Walloon Regional, Town and Heritage Planning Code (CWATUP) was radically reformed: the landscape concept was introduced into Article 1 of this code, which now reads as follows: “The territory of the Walloon Region is a heritage belonging equally to all its inhabitants. The Region and the other public authorities, each in the framework of its specific competences and in co-ordination with the Region, shall guarantee and manage all spatial planning projects. They shall sustainably meet the social, economic, heritage and environmental needs of the community through qualitative management of the living environment, sparing use of the land and its resources, and conservation and development of the cultural, natural and landscape heritage”;

- the Regional Spatial Development Strategy (SDER), a strategic planning document for the whole Walloon Region, was adopted on 27 May 1999.

This instrument comprises an outline spatial structure and eight objectives broken down into thirty-two different options. A series of special measures is to be adopted in order to implement the strategy.

One of the objectives is “Enhancing the heritage and protecting resources”, within which the landscape is the focus of the option entitled “Integrating the landscape dimension into planning practices”, which sets out four main measures:

- establishing management tools;
- systematically identifying landscapes and the pressures to which they are exposed;
- developing a reinforced protection policy;
- mounting landscape restoration operations.

This option is firmly in line with the philosophy of the European Landscape Convention, to which the strategy explicitly refers.

Range of different policies.

In view of the need to give concrete expression to the fact that the landscape issue concerns a wide variety of actors and often involves divergent interests, the European Landscape Convention is undoubtedly a powerful driving force for renewed attention and action thanks to its *range of different policies*.

The Walloon Region has produced an initial response to this need through the work of the Standing Conference on Territorial Development (CPDT). This Standing Conference was set up in 1998 in order not only to provide a forum for interdisciplinary encounters but also to run a major applied research network, whose action is directed and co-ordinated by the Walloon Government. The Standing Conference on Territorial Development comprises representatives of most of the ministerial departments in the Walloon Region as well as the three main French-speaking universities, all working on a long-term research programme involving forty researchers. This provides the Walloon Region with effective assistance for its decision-making processes.

Ongoing process

The research theme in the 2001-2002 programme was the landscape her-

itage. Accordingly, and in order to honour the commitments set out in the European Landscape Convention, the work initially concentrated on an inventory of statutory instruments and projects on landscapes in the Walloon Region and then moved on to a more ambitious task, namely identifying and assessing landscapes in accordance with Article 6c of the European Landscape Convention. This operation is still under way, and the first results are expected for the end of 2002.

Secondly, in order to launch a dynamic research project specifically dealing with “landscape ecology”, the Walloon Region recently organised a colloquy entitled “Biodiversity and landscape” in Liège, at which French, Swiss and Quebecois experts took stock of the situation in this field in their respective countries.

Lastly, the Walloon Region is also drawing on the European Landscape Convention in order to implement a publication policy aimed at informing and alerting the various operators dealing with the landscape.

The delay in Belgian ratification of the convention is attributable to the complexity of the kingdom’s institutional structures. The convention has first of all to be ratified by the Federal State, the Brussels Region, the Flemish Region, the French-speaking community and the German-speaking community, together with all the translations such a procedure involves.

For further information, see our website at: <http://sder.wallonie.be/>

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The Catalonia Region

Analysis of the landscape is not a new theme for Catalonia. The countryside has been the subject of study and research in recent years by the Catalan scientific and academic community. Also the ethical stance of care and responsibility for the countryside is becoming more important in society. The Parliament of Catalonia, in accordance with the competence in matters of planning and development attributed to it by the Spanish Constitution and the Statute of Autonomy, adhered in December 2000 to the principles established in the European Landscape Convention.

The Government of Catalonia, through the Acts 23/1983 of Territorial Policy and 1/1995 of the General Territorial Plan of Catalonia and the new town planning Act of 14 March 2002, incorporates the concept of sustainable town planning development as a key element

and establishes the need to take landscaping criteria into account in planning. At the same time, the application of the convention is being encouraged, following four basic axes:

- the first axis brings the definition of a *model of recognition of the Catalan landscape*. The identification and characterisation of the landscapes in Catalonia will enable the development of a model of analysis that facilitates the definition of operational objectives, related with the intensification of human activity in the territory;
- the second seeks to specify *the objectives of quality and the priority working lines* for each of the landscape units;
- the third seeks to define *the intervention strategy* for a rational answer to the processes of change by means of specific plans of management and improvement;

- the fourth refers to *new forms of communication*, necessary to give value to the landscape among the different agents involved in its transformation. Catalonia wishes to promote the European Landscape Convention and is prepared to receive and develop demonstrative experiences referring to the basic principles of this text.

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A building by Gaudí in Barcelona



In the Catalanian Pyrenees



Cadaques

Fuste-Raga/Jerrican

R. Humler

R. Humler

Skyvisual/Sipa Image



And now, Mr Mayor, it's your turn...

It's just past eight in the morning when the mayor enters his office frowning. A new file is waiting for him on his desk: "The European Landscape Convention: application of the general principles, strategies and guidelines for the adoption of specific measures aimed at protecting, managing and planning local landscapes".

A few minutes later he starts up from his chair, calls his secretary on the intercom and says he's not to be disturbed. He opens the file and starts reading it with great care and attention. On the front cover he recognises the stamp of a national ministry and just below the stamp the word "Important". For goodness sake, let's hope this isn't yet another central government invention sent to test me, he says to himself.

He tries to imagine what the real message of such a weighty document might be. Apart from the usual bureaucratic terms, the word that constantly crops up throughout is landscape. The mayor is sceptical; he doesn't believe that the landscape can possibly be the main theme of a ministerial document of this type. He goes on reading. With a little bit of patience, he'll surely find out what it's really all about. No, beyond a shadow of doubt, the text, which is direct and precise, is entirely devoted to the landscape, from beginning to end.

He anxiously calls his secretary and asks her if she's sure the document was addressed to him. Has there not been a mistake? Perhaps it was intended for the mayor in the neighbouring municipality? The secretary can't help, so he decides to phone the ministry and asks to speak to the Minister himself. A few

minutes later he is put through to the Minister, who tells him he knows exactly what document he's talking about: it is, indeed, devoted solely to the landscape and has been sent to all the mayors in the country. He has no further comment to make. Our mayor thanks him but is still in the dark. He still doesn't understand how this document can be of use to his municipality.

He decides to go for a run in his car to try and get his thoughts in order. Despite the time of day (it's already ten o'clock) the town-centre streets are deserted. Only a few discontented-looking people are to be seen, hurrying to and fro between the new tower blocks under construction. The atmosphere is oppressive. The shop signs only make the surroundings look anonymous and unattractive.

The importance of landscapes

The mayor drives on in a bad mood. He leaves the town behind him and drives towards the neighbouring municipality. The difference is striking. The historic centre has been newly refurbished and the town's architectural heritage has been highlighted. The viewpoint on the square in the upper part of the town offers a harmonious view of the surrounding hills. The inhabitants of the town look contented and are often to be seen helping foreign tourists attracted by the beauty of the site, its traditional crafts and gastronomy.

The mayor drives downheartedly back to his own municipality. Aware of his duties as the town's principal administrator and his responsibilities towards his fellow citizens, he picks up his phone to call the mayor in the neighbouring municipality and discreetly ask for his advice. They agree to meet and he sets off once more, taking the ministerial document on the landscape with him; you never know...

His colleague confirms the importance of the document. Our mayor is dumbfounded. They start going through it together. His initial distrust slowly begins to abate. He listens to his explanations with a mixture of curiosity and reticence. However, his interest grows as he gradually realises how important landscape is for the development of the local economy.

When the subject of public awareness of landscape and its value is broached,

his interest mounts and he starts taking notes. When his colleague starts talking about the need to educate the public on these issues, he asks very detailed questions and constantly interrupts him to ask for further information and explanations on how to identify landscapes, and analyse their characteristics and the forces and pressures transforming them and about the importance of taking note of these changes.

At the end of the meeting, he insists that his colleague agree to see him again for a more detailed discussion on how to assess the landscapes thus identified, taking into account the particular values assigned to them by the interested parties and the population concerned.

And now?

Returning home, he feels a strong desire to act. He thinks about what he has just learned and about his responsibilities as mayor and decides that he must define landscape quality objectives for the landscapes identified and assessed, after public consultation. Once this has been done, he will introduce instruments aimed at protecting, managing and/or planning the landscape in his municipality.

Rounding a corner, he sees, bathed in the evening sunlight, the outline of the part of town which has not yet been disfigured by the property developers working nearby bathed in the evening sunlight. Proud to live in such a beautiful area, our mayor is determined to take the necessary steps to ensure that the local landscape will, in future, like all other local resources, help to improve the living environment of his fellow citizens.

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B. Jaubert/Sipa Image

Sarlat in Dordogne, France



Versailles, from the garden side

The European Council of Landscape Architecture Schools

The goal of conserving and enhancing Europe's varied landscape resources through active planning, design and management has long been one of the central concerns of European landscape architects. Professional education for landscape architects, aimed at equipping them with the necessary knowledge, skills and understanding in order to pursue this goal started in 1919, when the first university level programme was inaugurated by the Norwegian Agricultural University. This was followed ten years later by the first landscape architecture programme in Germany at the University of Berlin. Since then, almost every country in Europe has established at least one university programme in landscape architecture, where teaching and research in landscape planning, landscape design and landscape management are carried out.

Co-operation and exchanges

The fact that these same goals have now been enshrined in the European Landscape Convention since its adoption by the Council of Europe in October 2000 is therefore particularly welcomed by ECLAS, the European Council of Landscape Architecture Schools. Since 1991,

ECLAS has provided a framework for the co-operation and exchange of information and experience between Europe's landscape architecture schools, and from October 2002 the organisation is embarking on a new thematic network programme in landscape architecture within the context of the European Union's Erasmus programme. The "LE:NOTRE" project – Landscape education: new opportunities for teaching and research in Europe – will involve landscape architecture schools from some eighty higher education institutions across Europe, together with leading European organisations representing a wide range of landscape architecture practice. Focus of the project will be a series of specialist working groups, dealing with a range of issues central to the objectives of the European Landscape Convention, including landscape planning and policy, the cultural landscape, landscape management and urban open space planning.

Three particular aspects of the European Landscape Convention should perhaps be singled out for special welcome by ECLAS: firstly the stress in the convention that the idea of landscape should not be restricted to areas of outstanding scenic beauty, but that it covers the whole human habitat from inner urban, through peri-urban to the most remote rural areas. The second important aspect is the recognition that the convention highlights the need for structured approaches to the conservation and development of Europe's varied landscape heritage through planning, design and management. The third aspect, which is directly supported by the LE:NOTRE project, is the weight given in the convention to the importance of education and training of the professionals who will continue to be required to undertake the necessary tasks involved in the conservation and development of Europe's landscape heritage. Over the next three years, the implementation of the LE:NOTRE project will aim to give special emphasis to the demands which will be placed on Europe's landscape architecture schools by the European Landscape Convention.

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Europæ Archaeologiæ Consilium

The *Europæ Archaeologiæ Consilium* – the European Archaeological Council (EAC) is a democratic network of organisations which are legally responsible for heritage management in the countries of Europe. The primary role of the EAC is to exchange information between its members about standards and best practice related to heritage management and to develop broad-based strategies for archaeological heritage management. The EAC also functions in an advisory and consultative mode and liaises with international organisations that have a common interest in heritage management.

Understanding, protection and management

EAC members are increasingly engaging in a wide range of issues related to the understanding, protection, and management of cultural landscapes, and the significance of cultural landscapes in our work has been emphasised by the publication of the European Landscape Convention. Consequently, on 23 March 2001, the EAC hosted its second annual heritage management symposium on the subject of "Cultural landscapes and sustainable development".

The symposium was held at the offices of the Council of Europe in Strasbourg, and its purpose was to consider the role of archaeologists in maintaining the European cultural landscape, and in pursuing sustainability. The symposium focused on the contributions that archaeologists make to understanding cultural

landscape, to managing landscapes in the context of sustainable development, and to responding to the impact of European agricultural policies on landscapes.

The symposium provided a timely contribution to the debate surrounding the European Landscape Convention, and contributions provided specific examples of how archaeologists contribute to the convention's proposals for awareness-raising, to the identification, assessment, and research of landscapes which underpins and informs the development of long-term policies, and to the protection and management of the character and quality of landscape. The scope of the published proceedings of the symposium has been extended to include a wider geographical coverage of case studies, and reviews of current practice throughout Europe, and to provide a strategic perspective on heritage management approaches to cultural landscape.

Archaeological and historic components

In publishing the proceedings as the second volume in our series of occasional papers, we have emphasised the importance of the archaeological and historic components of landscapes which, in comparison with ecological and aesthetic aspects, are often overlooked by decision makers. The volume provides an overview with numerous examples of the many ways that European archaeological heritage managers are responding to the growing need to

understand, protect, and promote Europe's common heritage of cultural landscape.

The membership of the EAC is deeply interested in the outcomes of the European Landscape Convention, and in their own countries members will need to play a central role in all aspects of its implementation. The publication of "Europe's cultural landscape: archaeologists and the management of change" represents a seminal collection of papers of particular interest to all archaeologists involved in heritage management (as government agencies, consultants, or contractors), and to all academic archaeologists specialising in, or with an interest in cultural landscape (a growing constituency). It will also be of considerable interest to cognate nature conservation interests. This volume represents an important milestone, not just for the EAC, but also for the issue of landscape more generally, and it will make an important contribution to increasing our understanding of this vitally important subject.

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S. Grappin

Partnership of non-governmental organisations

They took away our landscape!

The first National Landscape Forum organised by Landscape Alliance Ireland in June 1995 was an emotional event. Des Gunning, speaking of the Irish Turf Board, said “big bad men from Dublin came and took away our landscape, and I’m pretty annoyed over the fact that they did, because they never asked me about it and it was my landscape”.

The call for a national landscape policy in 1994 attracted a small group of people forming the nucleus of Landscape Alliance Ireland (LAI) and a process of lobbying for landscape policy at local, national and European level began.

The Landscape Forum in 1995 consolidated support for this call for a landscape policy, demonstrating also a need for people to come together from all backgrounds and disciplines, to share agendas and discuss and explore the reality of landscape change, and the difficulty of defining landscape quality.

The annual Landscape Forum awakened a new awareness of landscape quality amongst an ever widening circle of individuals and organisations in both the public and private sectors.

The early forum proceedings, now available in published format, are referred to on an

ever-increasing basis by students engaged in landscape research. The LAI website features the proceedings of the 1998 Landscape Forum, with more to follow.

The 2001 forum focused on the difficulties involved in linking top-down measures and bottom-up concerns. LAI has initiated a research arm focusing on developing local landscape awareness and effective landscape management tools.

Each day a significant proportion of the population of each of our countries engages in activities that change our landscape for better or worse and the objective of a quality landscape can best be achieved through developing intrinsic landscape sensitivity. The activities of LAI have demonstrated how this might be achieved, engaging in a continuous process, with the 2002 forum focusing on the impact of both urban and rural housing on landscape quality.

We welcome partnerships with our fellow Europeans in working together for a landscape worth living in.

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Petrarca: “Get connected to your place!”

Petrarca, European Academy for the Culture of Landscape, is the international NGO specifically focusing on landscape. The Academy was named after the Italian humanist Francesco Petrarca who reputedly was the first to climb Mont Ventoux in southern France in 1336, with the mere purpose to enjoy the view, which can be considered as an essential step in developing awareness of the concept of landscape. Petrarca promotes a conscious (re)connection of inhabitants and visitors of the landscape to the places they frequent, through international exchange of local experiences in practical landscape study. The Academy wants to integrate interdisciplinary and integrative research methods in favour of a sustainable development of European landscapes, including their characteristics of natural, cultural and spiritual importance. This includes finding ways to develop a personal relationship with the landscapes as well as accepting a fair and feasible responsibility for that development as individuals involved. Only in this way can landscapes overcome the current loss of identity and integrity, and may continue to be living landscapes reflecting the specific conditions of the sites, as well

as the continued cultural development of local communities.

Petrarca understands itself as a meeting point for all those actively involved in landscape management, who want to develop awareness of the phenomena of living landscapes. In 2000, an international congress was held under the auspices of the president of the Council of Europe, to discuss these perspectives, leading to the Dornach Landscape Declaration. Currently in several countries Petrarca working groups exist to elaborate these perspectives. In this way Petrarca forms a network of local landscape initiatives throughout Europe. In September 2002 a one-week international workshop was held in Alsace in France to discuss approaches to landscape observation and management in a valley where the local community has developed a strong active involvement in their landscape.

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History la and landsc

The heritage concept, which used to be confined to the transmission of the “patrimony”, has been extended considerably recently, with the landscape taking on increasing importance in our heritage education programmes.

At the same time, the growing interest in the environment has been reflected in a boom in historic and archaeological research into the formation and transformation of the heritage.

The convergence of these two trends has prompted the education authorities to discuss environmental education, a debate which we might illustrate with an extract from a charter produced by the Dijon Education Authority’s Environmental Commission (France):

“One of the aims of environmental education is to combat selfish attitudes to the environment and attempt to change social behaviour. The emphasis must be on the environmentalist conception, bearing in mind that while human beings have rights they also have duties *vis-à-vis* nature. This conception prescribes reasonable and reasoned management of the planet, a sensitive and rational approach...”

One of the primary means of attaining this objective is through environmental classes, which, on the model of heritage classes, enable pupils to “discover the importance of the environment, starting with local natural milieus and then gradually extending the exploration to other areas”. These classes could be run in accordance with four principles: transplantation, integration in the school curricula, interdisciplinarity and restitution.

The first European environmental class

A further dimension has been added to this action through implementation of these principles, particularly transplantation, and the will to develop environmental education in Europe: from 3 to 8 June 2002 the first European environmental class involving both French and German schoolchildren was held in the village of Saint-Romain, Burgundy, France, a listed site and also an area providing special protection for the urban architectural and landscape heritage. Two environmental education facilities known as “Life” and “Natura 2000” also



andscape ape history

illustrate the importance of the animal and vegetable species that can be encountered in this particularly rich and diversified area, which was identified by an educational team.

The title “*regards croisés*” (looking at each other) stressed the importance attached to both the interdisciplinary approach to the environment and to respect for the points of view of school-children of different nationalities and from a wide variety of socio-cultural backgrounds.

The children were first of all involved in a landscape interpretation prioritising the sensory approach, which showed them that the landscape is not a frozen, “sacrosanct” image but rather results from a complex history combining the “natural” development of the environment with human intervention.

This understanding of the dynamics behind the formation of landscapes helped the pupils to get their spatio-temporal and societal bearings. A number of historians and archaeologists, together with a technician from the National Forestry Office, an official responsible for amenities and an artist, explained their specific approaches to the pupils and initiated discussions which highlighted the complementarity of viewpoints and the need to involve local populations in environmental management through information, consultation and democratic decision-making. This first European environmental class demonstrated the correspondence between natural and cultural heritage and the importance of developing education and the responsibility of each individual. This extension of the landscape concept has therefore helped reinforce citizenship, particularly at the European level.

The success of this activity stemmed not only from the conviction and competence of the teachers and cultural operators involved, but also from the steadfast financial backing of the authorities.

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Landscapes and mathematics

My interest lies in the historic human environment across Europe, but I also enjoy the natural environment. What often surprises me when I travel is how easy it is to separate both when looking at a landscape (or “timescape”, as it seems that what I am looking at has been changing constantly). So, what is it that helps us separate the natural from the human aspects? I considered that it might be the materials used or the colour of the structures, but eventually came to a surprising conclusion: it’s the mathematics. Nature uses a completely different set of mathematics from humans. For an essentially non-mathematical person, this was a staggering thought.

Proportion and symmetry

Both proportion and symmetry are found in nature, but the telltale signs of humans are right angles, straight lines and regular shapes. Both environments use what we call the Fibonacci sequence of numbers 1, 1, 2, 3, 5, 8. (just add the last two digits to get the next in the sequence). In nature this appears among other things in the way pine cones and pineapples are constructed, but humans have used the proportion between these numbers, 1: 1.618, to construct the “Golden Rectangle” which has influenced all the great Greek and Roman buildings and was rediscovered during the Renaissance and so is a major part of many of Europe’s buildings up to the present.

What is also interesting is that we are able to tell apart buildings of different periods of history in the way that symmetry and proportion are employed. In western Europe the buildings of the Normans are very different for the later medieval period because of the shapes that were used for windows and arches. Buildings of the same age in different countries contrast for the same reason. In England we do not have many baroque churches and I found them strange the first time I saw them. Why? It was an unfamiliar set of mathematics that had been used.

Medieval castles are good examples of the unconscious use of mathematics. Symmetry is used in the layout to give equal defence on each side and the shapes of the towers emphasise this – equal views over the area in front of the walls. When we see symmetry being used in the lord’s personal quarters – the great hall for example – it is to give equal light, and equal room, with the

structures above being symmetrical to take equal weight. However, the other way symmetry was used in the great hall was for decoration and this also showed the lord’s wealth. A good test of how important an area of a castle was in terms of the lord’s own self-image and how he demonstrated his status is in the amount of mathematics being used in a particular area. High density of mathematics equals great wealth and high status. Very often the front face of the main gate of a castle is absolutely full of shapes, detailed repeating patterns and symmetry. Look at the rear face which no one was to see and there is much less mathematics. Post-Renaissance castles have a high density of planned mathematics because then mathematics equalled great wealth, high status and love and support of learning.

I suspect that there is not a government in Europe that is satisfied with the mathematical achievement of its population and conversely not a country’s people that is comfortable with mathematics. I think that this is probably because traditional mathematics teaching has been all about giving children mathematical concepts (skill-getting), and not also showing them how those concepts influence everyday life and can be used (skill-using). With a whole world of mathematics in the natural and built environments to be explored it is important that heritage educators themselves take a long look at what is around them, brush up their skills and start demonstrating that the subject is not peripheral to the curriculum of schools but an essential environment for mathematical skill-using.

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An active co-operation

Concerning the relations of the Council of Europe's Natural Heritage Division with the United Nations there is an active co-operation with the United Nations Environment Programme for the implementation of the Pan-European Biological and Diversity Strategy and, in this context, a joint Secretariat has been operative since 1995. An important collaboration is also engaged with the UN Economic Commission for Europe for the preparation of the Ministerial Conferences "An Environment for Europe". On the other hand, the collaboration in this field with Unesco has always been quite weak, despite the existence since 1952 of a Memorandum of Co-operation between the Council of Europe and Unesco. Taking into account that the two organisations have similar environmental objectives, a real co-operation through the establishment of a joint work programme concerning the protection of the natural heritage and biodiversity in Europe has been developed. The main items of the programme are the following:

1. Co-operation on the setting up of the Council of Europe Ecological Networks (Emerald Network and the Pan-European Ecological Network) and the Unesco World Network of Biosphere Reserves in Europe. This will include in particular:
 - promotion, among member states, of ways to ensure appropriate synergy between these networks to enhance conservation effectiveness provided by the various networks. Such conservation should integrate the approaches of the Emerald Network, and especially the core areas of biosphere reserves;
 - promotion of transfrontier co-operation on shared ecosystems and the designation of transboundary biosphere reserves;
 - development of guidelines for integrated management;
 - dissemination of joint information (updating of lists of sites and of the map of the networks).
2. Co-operation on issues related to the Council of Europe "European Diploma of Protected Areas" and the Unesco biosphere reserves that have received

the European Diploma. This co-operation will include exchange of information on the status of the sites concerned, and, as appropriate, site-based expert appraisal to monitor the efficacy of conservation measures.

3. Co-operation on matters of the Bern Convention's activities related to protected areas and the Unesco biosphere reserves, in particular concerning:
 - assistance to states having difficulties in implementing site-related issues of the Bern Convention;
 - assistance to states where natural or man-induced disaster has occurred.
4. Co-operation in defined sites on specific projects for the integration of biodiversity considerations into sectoral policies (agriculture, transport, tourism, etc.). This co-operation could, in particular, focus on testing the implementation of guidelines produced by the Council of Europe, such as the Code of Practice for the Introduction of Biological and Landscape Diversity Considerations into the Transport Sector, the Model Law on sustainable management of coastal areas and a European Code of Conduct for coastal areas, the recommendations for sustainable agriculture, the recommendations for sustainable tourism, etc. Such activities could be achieved using the full zonation of selected biosphere reserves.
5. Co-operation on issues concerning the contribution of the Council of Europe and Unesco to the Conferences of the Parties to the Convention on Biological Diversity (CBD). As the next meeting of the Conference of the Parties of CBD will focus, *inter alia*, on protected areas, Unesco and the Council of Europe will take this opportunity to jointly promote the establishment of ecological networks in Europe using existing networks and experiences.
6. Co-operation on activities for public awareness, information and education. These activities will aim at promoting exchanges of experiences and expertise in the framework of the CBD/Unesco global initiative on biodiversity communication, education and public awareness. In addition, information on their activities will be

promoted in media such as *Naturopa* or the *Bulletin of the World Network of Biosphere Reserves*, or the organisations' websites. A fully maintained and managed link between the two websites will be created which will include some shared pages.

7. Co-operation in the framework of the European Landscape Convention. The principles established by the convention will be promoted by the Unesco Man and Biosphere programme in particular through the European World Network of Biosphere Reserves.

Tenth anniversary of the "Valetta Convention"

The tenth anniversary of the Council of Europe's "Valetta Convention" for the preservation of the archaeological heritage was celebrated on 9 October in Strasbourg. This convention asks states to set up a legal system for the protection of archaeological heritage, to make an inventory of archaeological sites and to list protected monuments and sites. According to the convention, archaeological heritage, "the source of the collective European memory", provides vital information on the evolution of mankind in Europe and raises public awareness concerning its wealth and the importance of preserving it. A seminar was organised by the Council of Europe on the occasion of this anniversary.

The full text of the convention is available at <http://conventions.coe.int/>

Committee on the Environment, Agriculture and Local and Regional Affairs

The Committee on the Environment, Agriculture and Local and Regional Affairs is preparing a joint debate at the January 2003 part-session of the Parliamentary Assembly on two reports on sustainable development and globalisation, combined in one discussion about what lifestyles we expect for European citizens for the 3rd millennium.

The elected representatives of the 800 million citizens in Europe find it deplorable that twenty years after the first Earth Summit in Stockholm and ten years after Rio, the state of our planet is increasingly alarming and the results of the undertakings given in Rio are disappointing: absolute poverty and inequality are increasing, access to water, energy resources and other basic commodities is still unattainable to large groups of population, greenhouse gas emissions and deforestation on the rise. Furthermore, environmental concerns and sustainable development are still nowhere near the top of our governments' agendas.

The recent third World Summit on Sustainable Development (WSSD), held in Johannesburg (August to September 2003), concentrated on the trade and development issues of globalisation rather than on social and environmental objectives, which is also reflected in the Johannesburg Declaration and its accompanying plan of implementation. Although the leaders of the world openly admitted that the failure to implement the decisions taken at Rio was to a large extent due to the inadequacy of the supervisory machinery, once again, the final documents of the Johannesburg Summit failed to establish a wider range of specific targets and timetables, thus making it more difficult to monitor progress towards meeting the general objectives of sustainable development. The Assembly feels that national parliaments and multilateral interparliamentary bodies can make a significant contribution in pushing governments to respect the signed agreements. It also insists that new agreements be subject to greater parliamentary accountability in the future in order to strike a proper balance between the economic, social and environmental components of sustainable development and allow the establishment of appropriate monitoring and implementation mechanisms. Furthermore, the parliamentarians consider that the Council of Europe has a particular responsibility in promoting, alongside general respect towards the three pillars of sustainable development, the protection and development of national and regional values in the globalisation process within the common European heritage.

International Seminar in Sofia on spatial planning for sustainable development

The Council of Europe and the Ministry of Regional Development and Public Works of Bulgaria have organised on 22 and 23 October in Sofia a CEMAT international seminar on "Spatial planning for sustainable development of particular types of European areas: mountains, coastal zones, rural zones, flood-plains and alluvial valleys". This seminar is included in the work programme of the Committee of Senior Officials (CSO) of the European Conference of Ministers responsible for Regional Planning (CEMAT) leading to the implementation of the Guiding Principles for Sustainable Development of the European Continent (GPSSDEC-CEMAT) and to prepare the thirteenth session of the CEMAT to be held in Ljubljana (Slovenia) on 11 and 12 September 2003.

The conclusions of the seminar have brought to light the importance of holistic observation of problems, as well as a shift of attitudes in order to strengthen the interdisciplinary methods and set up a multidisciplinary system for evaluation of spatial phenomena.

The economic policies require social and environmental assessment, and environmental protection needs economic and social assessment, inasmuch as social measures need economic and environmental assessment. All these assessments should be integrated in spatial planning methods and procedures as regulated by respective legislation and consumed in territorial impact assessment of spatial phenomena, that is of facts, problems and measures to manage them.

A specific (economic, environmental, social and spatial) cost-benefit analysis should thus be the basis for evaluation of any model, policy or measure with spatial development consequences, regardless of the scale of the territory it would be applied to. Not only should they be assessed, but so also should be their collateral influence. Last but not least: such an approach would contribute to the enhancement of a

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Near Rostov Veliky in the Russian Federation

holistic approach, which is still missing in spatial planning and spatial development.

Natural disasters and floods

The CEMAT Committee of Senior Officials (CSO) discussed at its seventy-ninth meeting the natural disasters, particularly the floods, that have affected a number of European states in recent months. It adopted the following Declaration:

"The members of the CEMAT CSO express their condolences to the people of Europe struck by the natural disasters and believe that spatial planning can be an efficient tool to steer spatial development in such a way that in the future substantial damages caused by natural disasters can be largely avoided.

Therefore, the CSO wishes to organise, in the framework of the CEMAT activities, a special conference dedicated to the most frequent types of natural disasters in Europe and to the prevention of their destroying effects, covering not only floods, but also earthquakes, landslides, mudflows and avalanches.

The conference, open to Europe's best experts in these fields, should lead to a common position of CEMAT on natural disasters, and should be reflected in its work in the future, so that the recommendations would be included in the implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent of the CEMAT."

For more information :
www.coe.int/Cemat/



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The Council of Europe is an intergovernmental organisation which was founded in 1949. Its aim is to work towards a united Europe based on freedom, democracy, human rights and the rule of law.

Today the Organisation comprises forty-four member states and is thus a privileged platform for international co-operation in many fields such as education, culture, sport, youth, social and economic affairs, health and, not least, regional planning, landscape and natural and cultural heritage.

The "Naturopa" magazine, published since 1968, is intended to raise awareness among European citizens and decision makers of the importance of sustainable development in Europe by focusing on its unique heritage.

From 1968 to 2000 "Naturopa" concentrated on promoting nature conservation, sustainable management of natural resources and the development of a multidisciplinary approach to environmental issues. In 2001 "Naturopa" has progressively introduced new themes such as cultural heritage and landscape preservation in a perspective of sustainable development and enhancement of the quality of life.

"Naturopa" is published twice yearly in the two official languages of the Organisation (English and French). In order to receive "Naturopa" regularly, please contact the National Agency or the Focal Point in your country (see list of addresses pp.38-39).

*Next issue: **War and heritage***