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European spatial planning and landscape, No. 77  
Aménagement du territoire européen et paysage, n° 77



## **Spatial planning and landscape**

### **Aménagement du territoire et paysage**

Moscow, Russian Federation, 26-27 April 2004  
Moscou, Fédération de Russie, 26-27 avril 2004

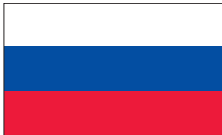




## Spatial planning and landscape Aménagement du territoire et paysage

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# **First session/ Première session**

**Presentation of the  
European Landscape Convention  
and its application in spatial planning/  
Présentation de la Convention européenne  
du paysage et sa mise en oeuvre  
dans l'environnement**

**Opening of the meeting/  
Ouverture de la réunion**





# The European Landscape Convention, Florence, 20 October 2000

Maguelonne DÉJEANT-PONS

*Head of the Spatial planning and Landscape Division of the Council of Europe*

*«The landscape ...*

*... has an important public interest role in the cultural, ecological, environmental and social fields, and constitutes a resource favourable to economic activity and whose protection, management and planning can contribute to job creation;*

*... contributes to the formation of local cultures and ... is a basic component of the European natural and cultural heritage, contributing to human well-being and consolidation of the European identity;*

*... is an important part of the quality of life for people everywhere: in urban areas and in the countryside, in degraded areas as well as in areas of high quality, in areas recognised as being of outstanding beauty as well as everyday areas;*

*... is a key element of individual and social well-being and ... its protection, management and planning entail rights and responsibilities for everyone»*

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

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 the Recommendation Rec (2002) 1 of the Committee of Ministers of the Council of Europe to Members 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). The aim is to bring the economic and social requirements to be met by the territory into harmony with its ecological and cultural functions and therefore to contribute to long-term, large-scale and balanced spatial development. These seek to protect Europeans' quality of life and well-being taking into account landscape, cultural and natural values<sup>1</sup>.

## 1. Presentation of the Convention

### *Origins of the Convention*

On the basis of an initial draft prepared by the Congress of Local and Regional Authorities of Europe, the Committee of Ministers decided in 1999 to set up a select

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1. 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).

group of experts responsible for drafting a European Landscape Convention, under the aegis of the Steering Committee of cultural heritage (CDPAT) and the Committee for the activities of the Council of Europe in the field of biological and landscape diversity (CO-DBP). Ongoing the work of this group of experts, in which the principal governmental and non-governmental international organisations participated, the Committee of Ministers adopted the final text of the Convention on 19 July 2000. The Convention was opened for signature in Florence, Italy on 20 October 2000 in the context of the Council of Europe Campaign “Europe, a common heritage”.

#### *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 to 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 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 Convention thus, lays down the general legal principles, which should guide the adoption of national and community landscape policies and the establishment of an international co-operation in this field.

#### *The objectives and specificity of the Convention*

The purpose of the Convention is to further the protection, management and planning of European landscapes, and to organise European co-operation in this field. It represents today the first international treaty entirely devoted to the protection, management and enhancement of the European landscape. “Landscape” means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors.

The scope of the Convention is very extensive: it 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 the citizens regarding perception and evaluation of landscapes is an essential point of the Convention. Awareness-raising is thus a key issue, in order that the citizens participate in the decision-making process, which affects the landscape dimension of the territory where they reside.

### *Undertakings of the Contracting Parties*

#### 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 the national level, in keeping with the subsidiarity principle moreover. In this context, they undertake to encourage the participation of the public and of the 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 the 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 the 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 training for specialists in landscape appraisal and landscape operations, multidisciplinary training programmes on landscape policy, protection, management and planning, aimed for professionals in the private and public sector, for 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 reach a better knowledge of landscape, guiding the work of landscape identification and

evaluation through exchanges of experience and methods between the Parties at a 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 polices: introducing policy instruments for the protection, management and/or planning of landscapes.

Terms used in the Convention are defined to ensure uniform interpretation: landscape, landscape policy, landscape quality objective, landscape protection, landscape management and landscape planning.

International measures: European co-operation

The Contracting Parties also undertake to co-operate at an 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 information 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 levels and, wherever necessary, to prepare and implement joint landscape programmes.

Council of Europe Landscape Award

The Convention provides a “Council of Europe landscape award”. 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. The proposal was initiated by the Committee of experts responsible for monitoring the implementation of the Convention and adopted by the Committee of Ministers.

## **2. Implementation of the Convention**

Now ratified by twelve States<sup>2</sup>, the European Landscape Convention entered into force on 1st March 2004. The Third Conference of Contracting and Signatory States of the Convention – first Meeting after its entry into force –, which will be organised at the Palais de l’Europe in Strasbourg on 17 and 18 June 2004.

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2. See Appendix 2.

Two Conferences of Contracting and Signatory States of the Convention were already organised on 22 and 23 November 2001 and 28 and 29 November 2002 in order to bring together the Contracting and Signatory States, the States invited to sign it and observers<sup>3</sup>. They notably allowed:

- to urge the signature and ratification of the Convention;
- to discuss on legal assistance to the Signatory States and to the member States of the Council of Europe invited to sign the Convention; and
- to overview the effective implementation of the Convention after its entry into force.

A Declaration was adopted by the second Conference<sup>4</sup>. A document compiling summary descriptive notes on the landscape policies pursued in the Council of Europe Member States was done<sup>5</sup> and an Internet site of the Convention established<sup>6</sup>.

Two Meetings of the Workshops on the implementation of the European Landscape Convention were moreover organised in Strasbourg on 23 and 24 May 2002 and on 27 and 28 November 2003 in order to discuss and present concrete examples and experiences<sup>7</sup>.

The following five themes were examined in 2002<sup>8</sup>:

- landscape policies: the contribution to the well-being of European citizens and to sustainable development – social, economic, cultural and ecological approaches (Preamble of the Convention);
- landscape identification, evaluation and quality objectives, using cultural and natural resources (article 6 of the Convention);
- awareness-raising, training and education (article 6 of the Convention);
- innovative tools for the protection, management and planning of landscape (article 5 of the Convention);
- landscape Award (article 11 of the Convention).

Three new themes were examined in 2003 by the second Meeting of the Workshops:

- integration of landscapes in international policies and programmes (article 7 of the Convention) and transfrontier landscapes (article 9 of the Convention);
- individual and social well-being (preamble of the Convention);
- spatial planning and landscape (article 5, d of the Convention).

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3. See the reports of these Conferences: T-FLOR 1 (2001) 19 and T-FLOR 2 (2002) 27.

4. See Appendix 1.

5. See the document: T-FLOR 2 (2002) 11.

6. [www.coe.int/EuropeanLandscapeConvention](http://www.coe.int/EuropeanLandscapeConvention); [ww.coe.int/Conventioneuropéennedu paysage](http://ww.coe.int/Conventioneuropéennedu paysage).

7. See the document: T-FLOR 2 (2002) 18, 18 addendum and T-FLOR 3 (2002) 12.

8. See the documents of these Conferences: T-FLOR 2 (2002) 20, 21, 22, 23 et 24.

Debates held during the Workshops allowed reaching the following conclusions concerning these themes:

*Integration of landscapes in international policies and programmes and transfrontier landscapes*

- internal co-ordination within the Council of Europe would be facilitated with the assistance of the compendium of texts prepared by the Secretariat<sup>9</sup>;
- the question of accession by the European Union to the Convention should be examined in the framework of the Conference of the Contracting and Signatory States to the Convention;
- the development of synergies with Unesco and the Secretariat of the Black Sea Convention should continue;
- through the implementation of operational activities, the European Outline Convention on Transfrontier Co-operation could help improve the application of the European Landscape Convention at transfrontier level;
- it would be desirable for the Convention's work programme to include the drafting of a recommendation on taking account of landscape considerations in transfrontier impact studies and encouraging public participation in projects with a transfrontier dimension.

*Landscapes and individual and social well-being*

- the concepts of well-being and quality of life, which the European Landscape Convention aimed to promote, were closely related to human rights and democracy;
- convergence between individual and general interests was very important. It should lead to a better environment and a higher quality of life;
- the concept of well-being involved perception with all the senses and was symbolised by the French term "terroir" (country/rural);
- landscape was the expression of a type of governance, and awareness needed to be raised among elected representatives and other players.

*Spatial planning and landscape*

- in accordance with Recommendation Rec (2002) 1 of the Committee of Ministers on the Guiding Principles for sustainable spatial development of the European continent, spatial planning should ensure a type of development that met the needs of future generations, while preserving the natural, cultural and landscape heritage;
- it was necessary to promote a forward-looking and dynamic vision and to take account of the space/time dimension;

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9. See the document: T-FLOR 3 (2003) 7.

- it was advisable to promote horizontal co-operation and define criteria that could be used appropriately;
- it was possible to highlight notably the experience of Slovenia, which had introduced a very interesting methodology and approach to landscape in connection with spatial planning.

During the Workshops, an exhibition on “Landscape through the eyes of the children of Armenia” was also organised.

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 reconciling the right to achieve profitability with the right to enjoy well-being, health and scenic beauty.

### **Definitions**

Terms used in the Convention are defined 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, 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.

*Sites of the European Landscape Convention:*

<<http://www.coe.int/EuropeanLandscapeConvention>>

<<http://www.coe.int/ConventionEuropéenneduPaysage>>

## **APPENDIX 1**

*Declaration of the Second Conference of Contracting and Signatory States to the European Landscape Convention, meeting in Strasbourg on 28 and 29 November 2002*

The second Conference of Contracting and Signatory States to the European Landscape Convention, meeting in Strasbourg on 28 and 29 November 2002 via the committees of experts, which the Committee of Ministers of the Council of Europe has instructed to monitor implementation of the Convention, viz. the Steering Committee for Cultural Heritage (CDPAT) and the Committee for the Activities of the Council of Europe in the field of Biological and Landscape Diversity (CO-DPB),

Considering:

- the importance of the European Landscape Convention as regards respect for the values, which the Council of Europe promotes, namely upholding human rights, fostering democracy and seeking solutions to the major problems of the society;
- the Convention's fundamental contribution to implementing the results of the United Nations Conference on Sustainable Development, held in Johannesburg in August and September 2002;
- the need for early entry into force of the Convention,

Points out that:

- the European Landscape Convention, acknowledging the diversity of landscapes, calls for the working out and establishment of landscape policies, which precludes attempting to impose any one standard landscape policy;
- landscape is a factor in the well-being of the individual, whether considered as such or as a member of civil society, and is of benefit not only to the local community as the familiar setting of their daily lives, but also to those who merely pass through for tourist or work reasons;
- landscape is a key element in sustainable spatial development of the European continent in so far as it reconciles social, environmental and cultural needs while also being a contributory factor in economic development and, more particularly, job creation;
- landscape is shaped by natural and cultural processes, and awareness of its history and particular characteristics is necessary to its management;
- taking landscape into account in all types of territory and in all policy sectors is a basic principle and requirement if landscape policy is not to be confined to landscapes, which are already protected;
- landscape change needs to be controlled by protection, management and planning on a human scale;



- taking landscape into account as far as possible, notably in peri-urban areas, substantially enhances people’s well-being and thereby helps to maintain social cohesion at the regional level;
- local and regional authorities have a key role to play in effective and consistent implementation of the European Landscape Convention, with support from the Congress of Local and Regional Authorities of the Council of Europe;
- the Aarhus Convention on Access to Information, Public Participation in Decision-Making and Access to Justice in Environmental Matters helps facilitate implementation of the European Landscape Convention,

Invites Contracting and Signatory States to:

1. introduce, without delay and at the appropriate levels, permanent institutional machinery for co-ordinated action and consultation on landscape matters, taking into account the principle of subsidiarity;
2. develop and provide innovative tools for integrating landscape into sectoral policies and introduce incentive measures for applying them;
3. be careful to observe the consistency principle in order to avoid clashes between landscape policies and other sectoral policies;
4. ensure that landscape-quality objectives are formulated and that protection, management and development policies are properly implemented;
5. carry out landscape identification and assessment, if they have not already done so, with active co-operation between the different people involved, be they elected representatives, scientists, professionals or local residents;
6. optimally develop the awareness-raising, training and education provided for in the Convention so as, in particular, to promote the necessary professional skills and abilities and facilitate dialogue between citizens, elected representatives and other parties; to establish in universities training, in particular, of landscape specialists;
7. support quantitative and qualitative research on the value of different kinds, which people attach to landscape and investigate the interconnections between different spheres of landscape significance;
8. promote knowledge of traditional skills together with mutual recognition of traditional and scientific knowledge;
9. facilitate access to the results of scientific research and help render them intelligible not only to the scientific community but also to the whole of society;
10. promote co-operation on projects investigating the value systems, which societies attach to landscape;

Asks the Committee of Ministers of the Council of Europe to associate the Committee of Senior Officials of the European Conference of Ministers responsible for Regional Planning (CEMAT) in the work of the committees of experts which have responsibility under Article 10 for monitoring implementation of the Convention;

Decides to forward the present Declaration to the Committee of Ministers of the Council of Europe.

## APPENDIX 2

### *European Landscape Convention*

CETS No.: 176

Treaty open for signature by the member States of the Council of Europe and for accession by the European Community and the European non-member States

#### Opening for signature

Place: Florence

Date: 20/10/2000

#### Entry into force

Conditions: 10 Ratifications

.Date: 1/3/2004

Status as of: 7/4/2004

### *Member States of the Council of Europe*

States	Signature	Ratification	Entry into force	Notes	R.	D.	A.	T.	C.	O.
Albania										
Andorra										
Armenia	14/5/2003	23/3/2004	1/7/2004							
Austria										
Azerbaijan	22/10/2003									
Belgium	20/10/2000									
Bosnia and Herzegovina										
Bulgaria	20/10/2000									
Croatia	20/10/2000	15/1/2003	1/3/2004							
Cyprus	21/11/2001									
Czech Republic	28/11/2002									
Denmark	20/10/2000	20/3/2003	1/3/2004					X		
Estonia										
Finland	20/10/2000									
France	20/10/2000									
Georgia										
Germany										
Greece	13/12/2000									
Hungary										
Iceland										

States	Signature	Ratification	Entry into force	Notes	R.	D.	A.	T.	C.	O.
Ireland	22/3/2002	22/3/2002	1/3/2004							
Italy	20/10/2000									
Latvia										
Liechtenstein										
Lithuania	20/10/2000	13/11/2002	1/3/2004							
Luxembourg	20/10/2000									
Malta	20/10/2000									
Moldova	20/10/2000	14/3/2002	1/3/2004							
Netherlands										
Norway	20/10/2000	23/10/2001	1/3/2004							
Poland	21/12/2001									
Portugal	20/10/2000									
Romania	20/10/2000	7/11/2002	1/3/2004							
Russia										
San Marino	20/10/2000	26/11/2003	1/3/2004							
Serbia and Montenegro										
Slovakia										
Slovenia	7/3/2001	25/9/2003	1/3/2004							
Spain	20/10/2000									
Sweden	22/2/2001									
Switzerland	20/10/2000									
the former Yugoslav Republic of Macedonia	15/1/2003	18/11/2003	1/3/2004							
Turkey	20/10/2000	13/10/2003	1/3/2004							
Ukraine										
United Kingdom										

*Non-member States of the Council of Europe*

States	Signature	Ratification	Entry into force	Notes	R.	D.	A.	T.	C.	O.
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Total number of signatures not followed by ratifications:	16
Total number of ratifications/accessions:	12

Notes: a: Accession - s: Signature without reservation as to ratification - su: Succession - r: Signature "ad referendum". R.: Reservations - D.: Declarations - A.: Authorities - T.: Territorial Application - C.: Communication - O.: Objection.

Source: Treaty Office on <http://conventions.coe.int>



## Paysage – définition et interprétation

Enrico BUERGI

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

J'aimerais aborder ce thème en mettant en exergue quelques éléments majeurs ayant trait à la définition et à l'interprétation du paysage. Le paysage n'est certainement pas un concept indéfini et abstrait. Bien au contraire. Le paysage est l'habitat de chacune et chacun, quotidien et concret, élément de nos souvenirs et de nos aspirations. Nous avons besoin d'un espace dans lequel nous nous sentons chez nous. Qualité de vie, bien-être, activités économiques, prospérité, ont tous en commun de dépendre étroitement du paysage qui nous entoure et de son état. L'état du paysage dépend quant à lui de notre perception collective, de la valeur que nous lui attribuons, de notre façon de penser et d'agir. Nous sommes responsables de la manière dont nous percevons le paysage, de l'importance qu'il revêt à nos yeux, de la relation que nous lui établissons et de la façon dont nous nous comportons à son égard.

Le paysage, c'est ...

... un milieu vital

pour l'être humain comme pour les innombrables autres espèces vivantes. Toutes les espèces ont le droit de disposer d'un espace vital. Nous autres êtres humains avons la responsabilité de respecter la dignité de chaque créature lors de nos diverses activités. La cohabitation nécessite des règles dont dépend notre avenir commun.

... un espace naturel

La structure géologique et les processus de longue durée marquent le paysage. Les zones qui ont échappé à l'influence humaine sont rares. La dynamique qui subsiste dans les paysages naturels revêt donc une grande importance.

... un espace façonné par l'homme

Le paysage englobe aussi bien la ville que la campagne. Il est mémoire de notre société. Au cours des siècles, l'exploitation traditionnelle du sol par les communautés paysannes a renforcé la diversité des paysages. Par contre, l'évolution économique et sociale des cinquante dernières années n'en a souvent pas suffisamment respecté les caractéristiques, la diversité et la beauté.

... un espace économique

Depuis toujours le paysage est la base de notre économie. Non seulement celle de l'agriculture et de l'économie forestière mais aussi de l'artisanat, de l'industrie et du tourisme. Nous devons donc aspirer à une exploitation durable afin que le paysage se maintienne à long terme.

... un espace de découverte

Le paysage représente davantage qu'une banale toile de fond se déroulant sous nos

yeux. Le paysage reste ancré dans notre mémoire: une vue depuis un sommet, la halte à l'ombre d'un tilleul, une baignade dans un lac sont des expériences uniques, que même un monde virtuel ne peut nous procurer.

... un espace d'identification

La diversité et la singularité sont des éléments-clés de notre identité. Nous nous sentons très proches de lieux liés à des moments forts de notre vie et les retrouvons avec bonheur. Un lien de confiance doit s'établir avec l'environnement où nous habitons, pour que nous prenions nos responsabilités envers lui.

... un témoin de l'histoire de la terre

Le paysage est témoin de la géologie, du climat et de la vie qui prévalaient il y a plusieurs millions d'années. C'est un capital écologique, scientifique, pédagogique et touristique considérable. Citons par exemple: les curiosités géologiques, les gisements de fossiles et de minéraux, les dolines, les gorges, les plaines alluviales et les deltas.

## **Le paysage dans le processus de mise en œuvre du développement durable**

### **La Convention européenne du paysage**

À l'échelle internationale, la Convention européenne du paysage représente l'instrument de référence. Se basant notamment sur les expériences acquises par la pratique des politiques paysagères de différents Etats européens, le Congrès des pouvoirs locaux et régionaux du Conseil de l'Europe a élaboré un premier projet de Convention européenne du paysage. Le texte final de la Convention a été adopté par le Comité des Ministres le 19 juillet 2000. La Convention a été ouverte à la signature à Florence, en Italie, le 20 octobre 2000. A ce jour elle a été signée par 24 Etats et ratifiée par 8 Etats.

La Convention a pour objet de promouvoir la protection, la gestion et l'aménagement des paysages européens, et d'organiser la coopération européenne dans ce domaine.

La Convention représente aujourd'hui le premier traité international exclusivement consacré à la protection, à la gestion et à la mise en valeur du paysage européen. Elle s'applique à l'ensemble du territoire des Parties, et porte sur les espaces aussi bien naturels, que urbains et périurbains. Elle ne concerne donc pas uniquement les paysages remarquables mais aussi les paysages ordinaires du quotidien et les espaces dégradés. Elle représente donc un instrument actuel, moderne, voué au développement durable et à une meilleure qualité de vie.

En adhérant aux principes et aux objectifs de la Convention, les Parties contractantes s'engagent à protéger, gérer et aménager leurs paysages.

Au niveau national les Parties contractantes s'engagent à mettre en œuvre les mesures suivantes:



1. La reconnaissance juridique du paysage en tant que composante essentielle du cadre de vie des populations, expression de la diversité de leur patrimoine commun, culturel et naturel, et fondement de leur identité.
2. La définition et la mise en œuvre des politiques du paysage visant à la protection, à la gestion et à l'aménagement des paysages.
3. Des procédures de participation du public, des autorités locales et régionales, et des autres acteurs concernés par la conception et la réalisation des politiques du paysage.
4. L'intégration du paysage dans les politiques d'aménagement du territoire, d'urbanisme et dans les politiques culturelle, environnementale, agricole, sociale et économique, ainsi que dans les autres politiques pouvant avoir un effet direct ou indirect sur le paysage.
5. Accroître la sensibilisation de la société civile, des organisations privées et des autorités publiques à la valeur des paysages, à leur rôle et à leur transformation.
6. Promouvoir la formation de spécialistes de la connaissance et de l'intervention sur les paysages.
7. Formuler des objectifs de qualité paysagère et mettre en place des moyens d'interventions visant à la protection, à la gestion et à l'aménagement des paysages.
8. Encourager la coopération transfrontalière aux niveaux local et régional et élaborer et mettre en œuvre des programmes communs de mise en valeur du paysage.

### Le niveau opérationnel de la Convention européenne du paysage

Il s'agit de transposer les buts de la Convention du niveau de lignes stratégiques à un niveau opérationnel. Ce niveau opérationnel, ce sont les Etats, les régions, les communes. En outre, le degré opérationnel doit être adapté aux responsabilités et aux compétences décisionnelles de chacun de ces niveaux d'action.

L'application de critères paysagers à des cas concrets n'est possible que si le facteur «Paysage» est intégré au bon moment, c'est-à-dire lors des phases de planification et de prise de décision. Dans ce but, il est essentiel de formuler des critères «Paysage» pour chacun des champs d'activité de l'homme ayant des répercussions, directes ou indirectes, sur le paysage, son évolution future et la qualité de vie. Un élément central de cette démarche – d'ailleurs en cours dans différents Etats européens – réside dans l'élaboration et l'application de directives spécifiques, appropriées aux situations concrètes de chaque Etat et de chaque domaine. Ces directives favorisent l'intégration du paysage dans la mise en œuvre des principes du développement durable aux niveaux national, régional et local; elles instaurent et renforcent de «bonnes pratiques» dans chacune des activités humaines ayant des répercussions sur le paysage. Il s'agit donc de mettre l'accent en premier lieu sur l'élaboration et la mise en vigueur de telles directives paysagères, pour chacune des politiques sectorielles à incidence

paysagère. Elles devront donc couvrir le secteur primaire (activités agricoles, gestion des forêts), les installations et infrastructures, la mobilité, le tourisme, les loisirs, etc.

Ces directives paysagères doivent satisfaire à plusieurs exigences:

- formuler l'évolution paysagère souhaitée dans des territoires définis et y désigner les objectifs de qualité (degrés de protection, mesures de valorisation et de requalification des zones urbaines, péri-urbaines et rurales dans la mesure où ces espaces sont concernés);
- expliciter les démarches à accomplir (quels acteurs impliquer, à quel moment, de quelle façon) et thématiser les questions matérielles (critères paysagers à aborder, façon d'en tenir compte);
- être formulées par les instances responsables de chacune des politiques sectorielles, en accord avec celles responsables du paysage;
- être mises en vigueur par l'instance décisionnelle de la politique sectorielle concernée;
- être communiquées de façon adéquate (journées de formation) aux acteurs de l'élaboration de projets ou des processus de décision;
- se baser sur des critères opérationnels simples, compréhensibles, efficaces et vérifiables.

De telles directives sont une aide non seulement aux promoteurs de projets et aux aménagistes, mais aussi aux instances décisionnelles à tout niveau ; de plus elles constituent un support remarquable pour la formation des professionnels de domaines ayant une incidence sur le territoire et le paysage. Il va de soi que l'élaboration de ces directives nécessite un dialogue engagé et continu de tous les partenaires.

L'approche esquissée ici est probablement l'étape essentielle de l'intégration de la thématique du paysage dans toute politique sectorielle et toute activité humaine ayant des répercussions – qui souvent ne sont pas prévues à l'avance – sur le paysage et, par ce biais, sur le développement durable et notre qualité de vie.

### *La Conception Paysage Suisse*

La Conception Paysage Suisse (CPS) a été approuvée par le Gouvernement helvétique en 1997. Dans ses lignes de force, elle est en parfaite cohérence avec les buts visés par la Convention européenne du paysage. Elle détermine d'abord des objectifs de qualité pour les valeurs naturelles et culturelles du paysage, ainsi que des objectifs de développement durable en ce domaine. Ensuite elle fixe des objectifs sectoriels dans treize domaines d'activité de l'Etat, tels que l'énergie, les transports, la politique du développement régional, l'utilisation du sol et – domaine essentiel – l'aménagement du territoire. En plus, la CPS invite les instances décisionnelles à effectuer un repor-

ting régulier de l'avancement de la mise en oeuvre de la CPS dans l'exercice de leurs activités; ce volet est important puisqu'il stimule le processus d'application.

L'état de mise en œuvre ainsi que des exemples concrets sont régulièrement mis à jour et peuvent être consultés en tout temps sur le site Internet:

<http://www.landschaftskonzept.ch>.

### *Paysage 2020*

Ce second outil majeur de la mise en œuvre en Suisse de la Convention européenne du paysage définit les principes directeurs qui régissent l'action de l'organe administratif en charge du paysage à l'échelon national : l'Office fédéral de l'environnement, des forêts et du paysage (OFEPF). Les principes directeurs «Paysage 2020» composent la stratégie de l'OFEPF dans le domaine de la Nature et du Paysage à l'horizon 2020. Il s'agit d'une vision de la gestion du paysage, où les mutations du paysage sont guidées par les principes du développement durable. «Paysage 2020» décrit l'état souhaité du paysage au moyen de repères concrets, qui sont autant d'objectifs de qualité à viser. Sur cette base l'OFEPF fonde sa politique de la Nature et du Paysage, qui se veut globale. Elle s'articule en huit champs d'action, qui sont cohérents avec les champs d'action englobés dans la Convention européenne du paysage. Ces principes directeurs constituent une référence à l'appui des décisions de l'OFEPF. Ils s'appliquent à la collaboration avec les organes de l'état chargés des politiques sectorielles, ainsi qu'avec les associations, les institutions de recherche ou de formation, ou les groupements d'usagers de la nature et du paysage. Dans Paysage 2020 l'OFEPF présente également les instruments et les mesures permettant en priorité d'atteindre les résultats escomptés (programme). L'intégration d'un axe temporel permet d'évaluer régulièrement le degré de réalisation des buts visés dans les champs d'action.

Avec «Paysage 2020», le service de la Confédération en charge du domaine «Nature et Paysage» dispose d'un document cohérent définissant les grands axes de son action future. Il s'agit par ailleurs d'un précieux outil de décision et de référence pour l'évaluation de mesures, de projets et de modes d'utilisation du sol ayant un effet sur le paysage.

### *Le rôle charnière de l'aménagement du territoire*

L'aménagement du territoire est un acteur-clé de la qualité paysagère, à tout niveau: les instances chargées de l'aménagement du territoire ont en effet un rôle charnière. Elles sont impliquées et ont une responsabilité majeure dans tout processus favorisant le développement durable et l'amélioration de la qualité de vie, à toute échelle spatiale – qu'elle soit transfrontalière, nationale, régionale ou locale – et pour toute activité ayant des répercussions sur le paysage et placée sous la responsabilité des pouvoirs publics. Ce rôle est encore renforcé par le fait que beaucoup de législations nationales attribuent à l'aménagement du territoire le mandat de favoriser le dévelop-

pement de la qualité du paysage, au même titre que de favoriser le développement de l'économie nationale. L'aménagement du territoire devrait sans doute assumer un rôle de coordination encore plus marquant dans l'élaboration de directives sectorielles. Le rôle charnière qu'assume l'aménagement du territoire en faveur de la qualité du paysage est encore appelé à s'accroître avec l'importance accrue de sa fonction d'organe pilote des lignes directrices et des conceptions de développement territorial.

L'aménagement du territoire occupe donc une position stratégique, et on peut d'ailleurs observer dans maints Etats européens des efforts considérables dans le sens d'une prise en compte du paysage dans l'exécution de ses tâches. Ces efforts devront cependant encore se renforcer à l'avenir. Mentionnons en particulier :

- la mise en application de stratégies nationales de développement durable et de conceptions du paysage, qui intègrent des mesures concrètes et opérationnelles, et prévoient un reporting régulier ;
- le développement d'une politique d'agglomération orientée selon des critères de qualité de vie et de développement durable ;
- la réorientation des stratégies nationales dans certains secteurs-clés du point de vue du paysage, tels que le tourisme (tourisme doux) et la mobilité (déplacements non motorisés) ;

Dans l'esprit du précepte «penser globalement, agir localement», j'aimerais enfin mettre en exergue quelques facteurs-clés de l'opérabilité directe de l'aménagement du territoire sur le paysage aux niveaux régional et local. Ces facteurs méritent d'être thématiques en raison de leurs effets souvent très significatifs sur le paysage et la qualité de vie.

### *La gestion des goulets*

Dès qu'un goulet est supprimé (par exemple une route trop étroite pour absorber le trafic aux jours de pointe), c'est un autre goulet qui apparaît (par exemple la capacité de transport insuffisante d'une installation de remontée mécanique desservie par cette route). Faut-il maintenir ou supprimer à son tour ce goulet? Sa suppression en fera surgir alors un autre, et ainsi de suite. On déclenche ainsi une longue chaîne d'interventions, avec des impacts paysagers croissants. L'instance qui décide du maintien ou de la suppression du goulet suivant sera-t-elle la même ou bien une autre autorité est-elle concernée? Quelles seront alors ses bases de décisions dans le domaine du paysage? Le maintien d'un goulet pourrait-il être un apport à la mise en pratique des critères paysagers du développement durable? Quelle influence auront les implications financières?

### *La gestion de la ligne qui démarque la zone à bâtir : ligne rouge*

Elle ne doit pas être considérée comme une démarcation à valeur simplement transitoire en attendant son déplacement, pour l'extension de la zone constructible lors de

la prochaine révision des plans d'occupation du sol. Il faut lui conférer une valeur nettement plus élevée. Ce principe d'une «ligne rouge» pourra d'ailleurs s'avérer important pour d'autres politiques sectorielles, par exemple la protection contre les crues, empêchant l'urbanisation de surfaces potentiellement inondables.

*La réalisation de projets orientés vers la mise en réseau écologique*

C'est une mesure essentielle ayant pour but de remédier à l'isolation des sites naturels, régionalement et localement. Elle devrait faire partie intégrante de toute révision de plans d'aménagement.

*La gestion appropriée du critère paysager concernant l'aspect d'ensemble et les proportions d'un site*

Une atteinte ponctuelle dans un site peut être extrêmement gênante, dévalorisant ainsi la qualité intrinsèque de l'ensemble du site et, par conséquence, affaiblissant le respect qui lui sera accordé par les instances responsables de la gestion de cette zone.

*La réhabilitation d'éléments constitutifs d'un site dégradé*

Par exemple la requalification – sur la base de critères paysagers – d'une route de village est une mesure à englober, avec son financement, lors de la révision des plans de zones communales. Une mesure pas toujours facile à réaliser, qui nécessite un dialogue engagé avec tous les partenaires et pour laquelle l'aménagement du territoire peut jouer un rôle majeur au niveau de la coordination.

C'est donc l'aménagement du territoire qui peut – et doit – apporter une aide substantielle à l'amélioration de la qualité de vie, à la prévention des détériorations du paysage, à la revalorisation paysagère. En effet, l'aménagement du territoire est en première ligne dans la mise en œuvre d'une politique du paysage orientée vers le développement durable. Ceci indépendamment du fait qu'il soit ou non en même temps l'organe responsable du domaine «Paysage» au niveau national.



## **Second session/ Deuxième session**

**Presentation of actors and policy  
in the Russian Federation/  
Présentation des actions et politiques  
en Fédération de Russie**





## Landscape functions and Russia's spatial planning

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The word “function” is seldom met in Russia's geographical literature, and the emphasis is very much on "functioning" rather than functions. While not expanding on their content, A.G. Isachenko mentioned landscape functions in the briefest of terms in a 1980 book on optimising the natural environment. Also in 1980 V.S. Preobrazhenskiy drew distinctions between landscape functions in terms of resources, environment, information and aesthetics. Later, in 1988, he and several co-authors had already moved on to considering primarily its socio-economic functions. Of all the landscape functions, V.V. Snakin referred to only the socio-economic aspect in his dictionary and handbook on ecology and environmental protection (“*Ekologiya i okhrana priroda*”).

The functions concept is characteristic of western geography and primarily human and economic geography. At the same time, in works relating to applied fields of physical geography - in landscape planning for example - the emphasis is chiefly on the nature protection, ecological and in lesser detail recreational functions of landscape.

One of the most comprehensive lists of landscape functions was proposed by Van der Maarel (quoted in E. Nieman, 1977) and included the following groups of functions: resource provision, regulation, carrying (in the sense of delivering space for human activity) and information. The list brings together notions of both the natural and socio-economic functions of landscape. This approach is reflected in the European Landscape Convention, which was drawn up in 2000 and entered into force in 2004. In contemporary landscape ecology the fundamental feature of landscape is considered to be not only its polystructural nature (a term used by K. Raman) but also its multifunctional nature, hence the necessity of interdisciplinary research (e.g. Barbel & Gunter Tress, 2000, <http://www.geo.ruc.dk/vlb/bgt>).

When tackling the tasks of spatial planning, efforts must obviously be based on such integrated concepts of landscape functions, as planning itself must be multifunctional. Yet this is not always the case everywhere and to the necessary extent. Therefore, to match the basic functions of landscape to the different forms of spatial planning required to exploit, guarantee and safeguard those functions, the following grouping is proposed:

- bio-production (bio-resource) function;
- biotope function (guaranteeing diversity and the interlinking of habitats determining and forming biodiversity);
- functions of gaseous exchange, water and climate generation and regulation;

- soil formation and partly mineral and rock formation functions;
- settlement, transport, forestry, water management and farming functions;
- health and recreation functions;
- information and culture functions as a whole (including the forming of emotional and psychological traits of individuals, their knowledge and world-view).

All landscapes, without exception, possess those functions. Some of them may be sites of mining operations but this is not a universal function and such areas will not be of interest to general spatial planning in all cases, but rather on a selective basis. A number of functions are mutually exclusive to a significant extent (e.g. settlement and forestry) whereas others may and must be compatible. These factors are to be carefully considered in spatial planning, with provision for both priority and subsidiary forms of exploitation for a given area. The bases for choices must be notions of interaction and interdependence of functions (implying the need for knowledge of landscape functioning too) as well as a balanced assessment of the socio-economic significance of landscape functions.

Implementation of an ideal or even ecologically, socially and economically acceptable pattern of general spatial planning and all its sectoral forms is far from being the norm. Significant and instructive progress has been made in countries like the Netherlands, Germany and Switzerland, while less has been achieved in other countries, such as Spain.

Let us consider the situation in Russia to assess how fully and wisely the basic forms of nature exploitation can be combined through our spatial planning on the same territory, while taking account of the need for landscape to fulfil all the aforementioned functions, including the preservation of biological diversity.

It is urban planning that has laid claim to the role of general spatial planning but it has gradually shed this vocation in recent years, becoming an instrument of economic purpose and failing to meet today's ecological imperatives. Work by the Moscow Institute of municipal ecology is an exception in this respect.

Sectoral forms of planning have little impact in our country. The land use, forestry, water management and transport planning sectors fulfil their tasks individually and hardly ever interact. Nature protection planning is more integrated in terms of purpose and instruments used, but it exists on a more *de jure* than *de facto* basis. Occasionally, territory-based complex nature protection schemes and ecological networks are set up but they have not been legally enacted or enjoyed long-term development. On the whole it has to be said that the situation is critical. In fact, we do not have effective instruments for planning that would enable rural landscape to fulfil not only bio-production but also biotope, health and recreation functions, for example, not to mention the function of promoting culture. In general it is difficult to speak of a wide-

spread practice of combining forms of natural resource exploitation fully and sensibly from the landscape viewpoint within Russia's spatial planning - with a few rare exceptions it is practically non-existent.

The situation could be substantially improved by the introduction of landscape planning of the kind already developed in the Baykal region, for over 10 years now, in certain other regions. The fact is that whereas general spatial planning is usually a top-down process and based on the socio-economic structure developed in an area, taking account of trends in the development of a supporting framework of settlement, main transport routes and macroeconomic processes, landscape planning is based above all on an area's natural structure. Its priorities are the preservation of the network of biotopes and environmental regeneration functions of specific localities, valuable components and ecological potential of both natural and cultural landscapes. Based on ecological criteria, the landscape plan marries the socio-economic aspects of spatial development with land use plans and schemes for networking protected areas on a regional scale. In manner of speaking, it could be said that landscape planning is, in terms of information, a more densely packed and integrative form of spatial planning.

For that reason, there must now be recognition of the need for dissemination of methodological experience accumulated in landscape planning, the training of specialists in this field and the legal consolidation of this important instrument in Russian practice, including through Russia's accession to the European Landscape Convention.



## **Third session/ Troisième session**

**Experiences concerning  
landscape and heritage/  
Expériences concernant  
le paysage et le patrimoine**



# La mise en œuvre de la Convention européenne du paysage en région wallonne

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## Contexte institutionnel et cadre géographique

Depuis les lois spéciales de réformes institutionnelles de 1980, la Belgique est régie par trois niveaux de pouvoirs : l'Etat fédéral, les Régions et les Communautés. La plupart des compétences concernant directement ou indirectement le paysage sont aujourd'hui du ressort régional. Il s'agit notamment de l'aménagement du territoire et de l'urbanisme, du patrimoine, de l'environnement et de la conservation de la nature, des richesses naturelles, de la politique de l'eau et de l'énergie, des travaux publics, des transports, du logement, de la politique agricole, du tourisme, etc.

La Région wallonne couvre une superficie de 16.844 km<sup>2</sup>, soit plus de la moitié de la Belgique (44,9 % du territoire wallon est occupé par des cultures et des prairies, 32,3 % par des forêts, 9,7 % par des terres vaines, jachères etc. et 13,1 % du territoire wallon est construit : bâtiments et voies de communications).

Occupant une position relativement centrale en Europe de l'ouest, à proximité de Bruxelles, la région wallonne – ou Wallonie – constitue la partie sud de la Belgique. Le relief de la Wallonie est assez accidenté ; l'altitude au nord de la région est de moins de 25 mètres et s'élève progressivement entre 50 et 200 mètres sur les plateaux de moyenne Belgique pour atteindre vers le sud et l'est une altitude culminant à 694 mètres sur le plateau des Hautes Fagnes. Vers l'extrême sud régional, au-delà du plateau ardennais, l'altitude diminue vers la Lorraine belge qui constitue la bordure nord du bassin parisien. La diversité du relief et la variété des paysages qui en résulte s'expliquent par la grande variété du sous-sol wallon.

La Wallonie a une population d'environ 3.360.000 habitants, répartie inégalement au sein de 262 communes. La densité moyenne, de 199 hab./km<sup>2</sup>, est supérieure à la moyenne européenne, mais reste inférieure à celle rencontrée dans les régions voisines (Flandre et Pays-Bas notamment). La population est assez inégalement répartie sur le territoire. L'occupation humaine s'est principalement développée le long du sillon industriel formé par les vallées de la Sambre et de la Meuse (bassins charbonniers) et au nord de celui-ci (triangle Bruxelles-Mons-Namur). La dispersion des lieux d'habitat est beaucoup plus grande dans le sud de la région, où l'on note seulement

quelques petits pôles urbanisés. Sur le plan historique, les implantations ont été influencées par les potentialités industrielles, d'échanges et de transport.

Les réseaux de communication (routes, rail, eau) irriguant la région sont assez denses. La Wallonie compte également deux aéroports régionaux. Enfin, il convient de signaler que le territoire wallon se caractérise par son ouverture par rapport aux régions et pays voisins : absence de réelles barrières physiques, prolongement de ses caractéristiques géographiques au-delà des frontières dans toutes les directions.

### **Avant la Convention européenne du paysage**

Bien qu'aucune législation ne soit spécifiquement consacrée au paysage en Région wallonne, cette préoccupation est présente depuis longtemps dans des textes réglementaires relatifs notamment au patrimoine ou à l'aménagement du territoire.

La première disposition légale en vue de la préservation de la qualité du patrimoine est la loi du 12 août 1911 sur la conservation des paysages. Cette loi impose aux exploitants de mines, minières, carrières, concessionnaires de travaux publics de réaménager les sites après exploitation.

Un autre pas important dans l'évolution de la protection du patrimoine est la loi du 26 mars 1914 pour la préservation du champ de bataille de Waterloo. Il s'agira cependant d'une mesure tout à fait exceptionnelle : aucun autre site n'ayant bénéficié d'une mesure similaire.

C'est la loi du 7 août 1931 sur la conservation des monuments et des sites qui instaure le principe du classement et jette les bases de la procédure que nous connaissons aujourd'hui.

En matière d'aménagement du territoire, la loi organique, promulguée en 1962, a été suivie de la réalisation d'inventaires des sites qui ont servi de base à la désignation de zones d'intérêt paysager dans les plans de secteur (principal document réglementaire d'affectation du sol). Malheureusement, ces inventaires n'ont pas été tenus à jour et ont donc perdu une grande partie de leur intérêt.

La prise en compte du paysage a également été intégrée dans d'autres outils d'aménagement du territoire ou d'urbanisme.

Plus récemment, plusieurs décisions du Gouvernement wallon montrent une mobilisation accrue autour de la problématique paysagère.

En effet, depuis le 27 novembre 1997, date à laquelle le Code wallon de l'aménagement du territoire, de l'urbanisme et du patrimoine (CWATUP) a été profondément modifié, la notion de paysage a été introduite à l'article premier de cette législation dont le paragraphe 1 stipule :



Le territoire de la Région wallonne est un patrimoine commun de ses habitants.

La Région et les autres autorités publiques, chacune dans le cadre de ses compétences et en coordination avec la Région, sont gestionnaires et garants de l'aménagement du territoire.

Elles rencontrent de manière durable les besoins sociaux, économiques, patrimoniaux et environnementaux de la collectivité par la gestion qualitative du cadre de vie, par l'utilisation parcimonieuse du sol et de ses ressources et par la conservation et le développement du patrimoine culturel, naturel et paysager.

Le Contrat d'Avenir pour la Wallonie, démarche globale de développement initiée par le Gouvernement wallon en 1999 et actualisée en 2002, dégage douze objectifs à l'horizon 2010. Parmi ceux-ci «Améliorer le cadre de vie» qui vise «à la fois à faire mieux partager les règles de fonctionnement de la société, à rendre les conditions de vie sécurisantes et plus agréables, à assurer la protection des patrimoines, et enfin à rendre l'environnement plus sain» ou encore «Améliorer l'image de la Wallonie et renforcer son attractivité» pour promouvoir et faire connaître les qualités et les atouts de la Wallonie, tant auprès de sa propre population qu'auprès des entreprises et touristes potentiels.

Par ailleurs, le Schéma de développement de l'espace régional (SDER), document de planification stratégique couvrant la totalité de la région wallonne, adopté le 27 mai 1999, comporte un projet de structure spatiale et huit objectifs déclinés en trente-deux options qu'une série de mesures proposent de mettre en œuvre.

Un des objectifs est intitulé «Valoriser le patrimoine et protéger les ressources». Le paysage se trouve au centre des préoccupations de l'option «Intégrer la dimension paysagère dans les pratiques d'aménagement» qui propose quatre mesures :

- mettre en place des outils de gestion ;
- identifier de manière systématique les paysages et les pressions auxquelles ils sont soumis ;
- développer une politique de protection renforcée ;
- finir des opérations de recomposition des paysages.

Le SDER est, dans son entièreté, conçu de façon transversale et transectorielle. Complémentairement à cette approche et dans une phase ultérieure dite «d'opérationnalisation» des fiches thématiques ont été réalisées qui parcourent le document à partir d'un domaine spécifique. Une fiche est consacrée aux paysages. L'ensemble des informations relatives au SDER est accessible sur le site Internet: <http://sder.wallonie.be>.

Dans le domaine du patrimoine, un nouveau texte fondamental a été adopté par le Gouvernement wallon, le 1er avril 1999. Ce décret définit le patrimoine comme «l'ensemble des biens immobiliers dont la protection se justifie en raison de leur intérêt historique, archéologique, scientifique, artistique, social, technique ou paysager». Cet intérêt paysager comme critère de classement est une des nouveautés du texte de 1999.

Si on peut se réjouir de cette initiative du Gouvernement wallon, il faut cependant constater des problèmes de gestion, l'outil «classement» montrant vite les limites de son efficacité dans le cas de grandes étendues.

### **La Convention européenne du paysage**

La Belgique fait partie des premiers Etats à avoir signé la Convention européenne du paysage ouverte à la signature le 20 octobre 2000 à Florence et la Région wallonne l'a très rapidement ratifiée par un décret du 20 décembre 2001. Dans ce domaine, on peut comprendre toute la complexité institutionnelle de la Belgique. En effet, la Communauté française a ratifié la Convention le 19 décembre 2002, la Région de Bruxelles-Capitale le 7 février 2003, la Région et la Communauté flamandes le 18 juillet 2003. Cette démarche doit encore être faite par la Communauté germanophone et l'Etat fédéral.

Par la ratification de cette Convention, le Gouvernement de la Région wallonne a clairement indiqué sa volonté d'une meilleure prise en compte du paysage dans ses différentes politiques.

Le constat que le paysage concerne une multitude d'acteurs et d'intérêts parfois divergents doit à présent se traduire de manière concrète et à cet égard, la Convention européenne du paysage est sans nul doute un moteur puissant pour une attention et une action renouvelées.

### **La mise en œuvre de la Convention européenne du paysage**

Une première réponse apportée en la matière par la Région wallonne l'est au travers des travaux de la Conférence permanente du développement territorial (CPDT). La Conférence permanente du développement territorial, créée en 1998, est un lieu de rencontre interdisciplinaire mais aussi un important réseau de recherche appliquée dont l'action est orientée et coordonnée par le Gouvernement wallon.

En effet, la Conférence permanente du développement territorial rassemble à la fois la plupart des départements ministériels de la Région wallonne et les trois grandes universités francophones autour d'un programme pluriannuel de recherche, mobilisant plus de quarante chercheurs, dotant ainsi la Région wallonne d'un outil efficace d'aide à la décision.

L'ensemble des informations relatives à la CPDT est accessible sur le site Internet : <http://cpdt.wallonie.be>.

Depuis 2001, le programme consacre un thème de recherche au patrimoine paysager. Dans ce cadre et pour répondre aux engagements prévus par la Convention européenne du paysage, les travaux ont, dans un premier temps, porté sur un inventaire

des outils réglementaires et des travaux relatifs aux paysages en Région wallonne<sup>10</sup> pour se consacrer ensuite à une tâche d'une plus grande ampleur : l'identification et la qualification des territoires paysagers au sens de l'article 6.c de la Convention européenne du paysage.

L'opération d'identification est terminée et les résultats publiés dans un document intitulé «Les territoires paysagers de Wallonie».

Pour caractériser la grande diversité des paysages wallons, il a été décidé de les regrouper en entités territoriales homogènes : «les territoires paysagers». Au départ de «l'unité paysagère», portion de territoire embrassée par la vue humaine du sol et délimitée par des horizons visuels perceptibles du cœur de l'unité, même en s'y déplaçant, un «territoire paysager» consiste en une agrégation de plusieurs unités paysagères possédant des caractéristiques similaires.

L'échelle de travail est le 1/50.000<sup>e</sup>. Elle permet d'appréhender la Wallonie dans son entièreté tout en restant suffisamment fine pour une analyse relativement détaillée.

L'identification des territoires paysagers a été réalisée en trois temps : au départ du relief, ensuite de l'occupation du sol et enfin des caractéristiques de l'habitat. Ce travail de cartographie a conduit à subdiviser la Wallonie en 76 territoires paysagers.

Au-delà de ces 76 territoires, des sous territoires ou «faciès» sont différenciés quand de légères variantes paysagères sont observées au sein d'un territoire. A l'inverse, les territoires et faciès paysagers ont été regroupés en 13 «ensembles».

Les prochaines étapes du travail de recherche sont liées à la qualification des territoires paysagers, la détermination des paysages patrimoniaux et l'élaboration de mesures de gestion paysagère différenciées par type de territoire.

La CPDT est également active en matière de sensibilisation. Elle a ainsi été chargée de la préparation d'un guide de sensibilisation au paysage.

Cette initiative est née du constat de la banalisation voire de la dégradation des paysages, de l'accélération de ces phénomènes qui induisent une perte de patrimoine et d'identité qui affecte l'ensemble de la collectivité. Il est donc apparu important et urgent de sensibiliser le plus grand nombre à la préservation et surtout à l'évolution des paysages wallons. L'objectif fixé est de montrer, au moyen d'une publication, des pistes concrètes en vue de créer ou de recréer une dynamique source de richesse, à

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10. Pour plus de détails, voir les documents du Conseil de l'Europe T-FLOR 2 (2002) 15 et 16 distribués lors des Ateliers pour la mise en œuvre de la Convention européenne du paysage des 23-24 mai 2002. «Prise en compte du paysage dans les documents réglementaires et stratégiques en Belgique – Région wallonne» et «Travaux relatifs aux paysages en Belgique – Région wallonne».

travers des paysages vivants, variés, attrayants qui soient partie intégrante des projets de vie des individus et des collectivités locales.

Pour cerner les attentes et les points à développer, les avis et réactions de nombreuses personnes-sources ont été recueillis à l'occasion de rencontres, de séminaires ou encore par le dialogue avec un groupe de travail auquel le projet a été soumis.

Des attentes très diverses ont été formulées. Il a donc fallu opérer des choix: les objectifs précis, le public cible, la spécificité de la publication à réaliser.

Trois objectifs opérationnels sont poursuivis : sensibiliser, informer, responsabiliser les divers acteurs, notamment les communes.

- sensibiliser, c'est susciter le questionnement, éveiller l'intérêt. Il faut donc montrer les paysages, montrer comment ils évoluent, montrer que ces évolutions ne doivent rien – ou presque – au hasard mais sont sous-tendues par diverses logiques parfois concurrentes ;
- former, c'est donner au lecteur l'ensemble des éléments clés face au sujet traité, répondre aux questions que l'on a suscitées, et ouvrir les pistes vers les ressources existantes: informatives, techniques, administratives et autres ;
- responsabiliser, c'est établir, prouver que chaque acteur peut jouer son rôle non pas passivement, mais activement, en déterminant l'évolution souhaitée du paysage relevant de sa compétence plutôt qu'en subissant des changements dépourvus de perspective.

Trois questions principales ont finalement structuré la présentation de la brochure:

- Qu'est-ce que le paysage et que remarquons-nous de particulier en Région wallonne ? Ceci est abordé dans la première partie: «Percevoir et connaître le paysage».
- Qui agit sur les paysages et comment ? La seconde partie du guide est donc intitulée «Les acteurs du paysages».
- Quels sont les principaux outils au travers desquels des actions influentes peuvent être menées ? La question est traitée dans la troisième partie : «Des outils du paysage».

Ce document intitulé «Pour une meilleure prise en compte du paysage» devrait être publié très prochainement et être largement diffusé.

Une autre étude de la CPDT concerne l'implication des gestionnaires traditionnels de l'espace rural dans les activités de gestion des milieux naturels et des paysages. Le travail réalisé avait quatre objectifs principaux:

- une enquête auprès des acteurs concernés (milieux agricole et forestier) pour connaître leur point de vue, récolter une information technique et poser les bases d'une synergie future ;

- un inventaire et une description des techniques de gestion à travers une recherche bibliographique et des contacts avec des témoins privilégiés ;
- un recueil des législations applicables et l'identification des intervenants institutionnels ;
- une rétrospective des activités sylvo-pastorales et une caractérisation des zones témoins de ces anciennes pratiques.

Cet important travail a démontré que la notion d'agriculture ou de foresterie «traditionnelle» est relative et se réfère essentiellement au 19<sup>e</sup> siècle. Ceci nous amène à poser la question de l'objectif de l'intervention humaine dans le paysage au point de vue de la conservation de la nature : quels milieux maintenir, quelles espèces protéger ? quelles techniques utiliser ?

La campagne et la forêt ont des usages multiples : paysagers, sociaux, environnementaux, cynégétiques, de conservation de la nature, de production.

Trouver un équilibre n'est pas facile, il faut rechercher un consensus, entre des acteurs aux aspirations légitimes, mais qui, a priori, ne sont pas compatibles. Les différents acteurs se connaissent mal et un dialogue doit être suscité.

Le travail fourni passe donc en revue les différents acteurs, leurs objectifs, les mesures réglementaires qui interviennent et tente d'ouvrir des pistes de concertation et de dégager des approches permettant de concilier les points de vue.

Les résultats de ce travail devraient être utilisés dans le cadre d'un programme de sensibilisation des acteurs de la gestion de l'espace rural. Outre sa diffusion sur le site de la CPDT, ce document sera également publié.

Enfin, la Région wallonne s'inscrit aussi dans le droit fil de la Convention européenne du paysage par une politique de colloques et de réunions visant à l'information et à la participation des différents acteurs du paysage.

Ainsi le 19 novembre 2003 se sont tenues les 3<sup>e</sup> rencontres de la CPDT sur le thème «Stratégie de développement territorial à l'échelle communale». Un des ateliers fut consacré aux pratiques de gestion du patrimoine naturel et paysager.

Les rencontres de cette année seront, quant à elles, entièrement dévolues au paysage puisque le titre retenu est «Urbanisation et paysage».

Par ailleurs, de nombreuses réunions sont organisées dans les communes de Wallonie afin de les faire adhérer au Règlement général sur les bâtisses en site rural ou aux principes d'intégration des bâtiments agricoles.

Dans les deux cas, l'objectif est une meilleure prise en compte des caractéristiques paysagères lors de nouvelles constructions ou rénovations de bâtiments existants.

Enfin pour terminer cet exposé, il convient de signaler, en plus des études, publications et réunions, l'existence d'opérations concrètes sur le terrain telles la restauration de sites paysagers dégradés.

La remise en valeur du site appelé «Tombeau du géant» dans un méandre de la vallée de la Semois, est un bon exemple.

Au début du 20<sup>e</sup> siècle, les parcelles planes du fond de vallée étaient les plus recherchées car elles permettaient la récolte du foin. Ces prés de fauche étaient recouverts par les eaux au moment des crues, bénéficiant ainsi d'un amendement naturel fourni par les alluvions. La fauche se faisait fin juin – début juillet. Par la suite, le terrain était laissé en pâture au bétail ou utilisé pour la production d'un regain à la fin de l'été.

Dans les vallons, les pâturages ont été clôturés de murets de pierre sèche pour éviter la vaine pâture autorisée au mois d'octobre (accès libre du bétail communal aux parcelles non closes).

Sur les parcelles où la charrette ne pouvait parvenir, la récolte du foin se faisait dans des draps de lit qui constituaient des ballots, plus facile à transporter.

Après la seconde guerre mondiale, la motorisation et l'usage d'engrais ont profondément modifié ces techniques traditionnelles. Les plateaux furent mis en culture et les prés de fauche du fond de vallée furent peu à peu abandonnés. On y planta des résineux et le fond de vallée se referma visuellement.

En 1994, un projet a été introduit dans le cadre du projet «Life» des Communautés européennes visant la suppression des boisements intempestifs et la valorisation de ce patrimoine. Ce projet a été mené en concertation entre diverses administrations régionales : la Direction générale de l'aménagement du territoire, du logement et du patrimoine, la Direction générale des ressources naturelles et de l'environnement, l'Office wallon du développement rural ; les autorités communales, le contrat de rivière de la Semois, les syndicats d'initiative locaux, des agriculteurs et des particuliers.

Les grandes étapes du projet ont été :

- évaluation du site au point de vue paysager et écologique,
- achat et échange de terrains,
- enlèvement des résineux,
- restauration des prairies alluviales et des abords des villages,
- gestion du paysage par les agriculteurs sur base de convention avec les propriétaires. Les terrains sont confiés gratuitement à l'agriculteur pour être utilisés comme prés de fauche et dans le respect des mesures agri-environnementales (fauche tardive et non utilisation d'engrais).

Parallèlement des aménagements touristiques destinés à informer et guider le visiteur ont été réalisés ainsi qu'une plaquette d'information sur l'histoire du site, sa faune, sa flore...

Ce dossier a constitué la candidature belge 2003 dans le cadre du prix international Mélina Mercouri pour la sauvegarde et la gestion des paysages culturels décerné tous les deux ans par l'Unesco.

Cette opération a été présentée de manière plus détaillée à l'occasion de la 2<sup>e</sup> réunion des ateliers de la mise en œuvre de la Convention européenne du paysage qui s'est tenue à Strasbourg, les 27 et 28 novembre 2003<sup>11</sup>.

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11. *Deuxième réunion des Ateliers de la Convention européenne du paysage*, Ed. Conseil de l'Europe, série Aménagement du territoire européen et paysage, n° 72, 2005, 276 p.





## Landmap methodology and the experience of Wales

David EAGAR

*Expert to the Council of Europe*

Thank you for this Seminar's excellent opportunity to describe how one of the countries of the United Kingdom has approached the understanding and management of its landscape in recent years.

LANDMAP is the name we gave in 1997 to the way landscape is officially assessed in Wales. As you will hear, it has become more than just an assessment methodology. To help you appreciate the nature and performance of LANDMAP, I propose to slightly reverse the title of this paper by speaking first of our experience in Wales that led to the development, over several years, of what is now the LANDMAP Information System.

I shall begin by introducing the landscape of Wales. And then take you back some ten years and describe why and how the government agencies in Wales approached the assessment of landscape the way they did. Then we can look at how that work has progressed to the present day. I shall also attempt to relate this experience to the excellent framework provided by the European Landscape Convention. Our combination of experience and intuition in developing LANDMAP quite closely mirrors the template now provided by the Convention.

It would probably be misleading, and certainly wishful thinking on my part, to suggest that a 'one-size-fits-all' method of landscape assessment, management and planning is likely to be adopted internationally. There are many reasons for saying this, of which three are compelling. First, successive generations of people have to, and will want to, learn for themselves about the landscapes for which they are assuming responsibility and this will yield new insights. Secondly, the circumstances within different national administrations may colour from time to time how landscapes and their assessments are approached. And, thirdly, the survey and information handling techniques will change.

But the LANDMAP story is an interesting one from which it should be possible to draw some conclusions of use in your progress towards preferred landscape procedures in Russia.

### Wales

The lead Government agency in the territory of Wales is called the Countryside Council for Wales. It was set up in 1991 following a merger by the United Kingdom Government of separate nature conservation and countryside organisations in respect of Wales.

Before retiring earlier this year from my position as Senior Landscape Policy Officer for the Countryside Council for Wales I had assisted in the development of the Welsh approach to landscape over much of the last decade. During 2002 and 2003 I had managed a European Union Innovative Actions project to test the application of the particular landscape assessment methodology and ‘landscape information’ that we had devised in Wales.

By comparison with Russia, Wales is a small area, but one, it may surprise you, that promotes itself to tourists and visitors as the ‘Big Country’. This is more than a marketing gimmick, because it actually does feel quite big when you try to travel around it. The slogan, the ‘Big Country’ is intentionally amusing to think of a country, on the one hand so small that it barely registers on a map of Europe, but yet one that is fiercely proud of its own language: of Welsh and the culture associated with it. In its capital city, Cardiff, Wales boasts a sports stadium where national claims to sporting eminence in football and rugby are made, and attained from time to time.

Wales seems a big country because of its numerous hills and mountains, its winding roads and varied coastline. Indeed, from the coastal town where I live in north-west Wales for example, we can see several of its 1000 metre mountains. But what Wales does not have much of are expanses of flat land. This fact puts strong pressure on some of the flatter areas to be built on and developed, and also results in many hillsides being developed as well. Even so, much of Wales remains largely undeveloped.

This topography, combined with the long history of industrialisation and mining in some areas, together with the scenic attractions of the coast and many of the mountainous areas, all combine to make Wales quite a diverse and complex country in which to record, manage and plan landscape.

### **Earlier approaches to landscape that influenced the development of LANDMAP**

Having briefly introduced you, and I hope welcomed you to the country, I should now like to take you back to the start of the Countryside Council for Wales early in the 1990s to see what the take-off point was for the initiative that became the LANDMAP Information System.

Our story gathers pace with the post-War United Kingdom Government during the 1940s, which was active in considering many of the qualities that landscapes exhibit, and in introducing legislation to help protect many of these qualities. Two key pieces of legislation respectively introduced town and country planning, and also made possible the identification of national parks and other areas of outstanding natural beauty.

Responsibility for considering candidate landscapes was divided between central and local government. Some procedures were prescribed by the legislation, whilst most other possibilities for considering landscape were left for professionals and other people to develop.

During the following forty years, the national identification of areas considered to contain outstanding landscapes was given early attention, although the identification of national parks, primarily for their landscape qualities, but also for their potential to provide outdoor recreation for the public, is still continuing. Local government has used its legislative duty to prepare plans for development also as a vehicle for identifying areas for their apparent landscape merits.

In Wales, by 1993, more than ten different names for these essentially similar types of area could be found in a range of development plans produced by different local planning authorities.

But these special areas are only part of the picture as the European Landscape Convention identifies. There were practitioners working in and around landscape planning and management who were concerned that the emphasis on the best landscapes was to the neglect of so many other areas, many of which were those closest to major centres of population.

Attempts at landscape assessment during the 1970s had continued to emphasise the comparative quality of landscapes. These efforts were not entirely successful, and brought the comparative evaluation of landscapes into disrepute for a generation. However, around this time a growing interest, by the then countryside agency for England and Wales, in devising mechanisms for introducing more holistic and coordinated approaches to the management of the countryside, helped to identify the need for more robust and systematic approaches to landscape assessment, management and planning.

One land management initiative in particular was to point up this need. This was a private and voluntary sector movement to study and manage wildlife on farmland. Although this was mainly an initiative by farmers and landowners, it was actively supported by voluntary nature conservation organisations and also by the government countryside agency.

My own experience – managing a Welsh local authority’s countryside service from the mid 1970s, and then working with the national countryside agency in the English Midlands from the mid 1980s – was that a consistent method was needed for assessing landscapes, at least for countryside and land management. Its application for other purposes, including development planning was to be identified soon afterwards.

A three-year project to develop such a method was set up in association with ‘Shakespeare’s county’: Warwickshire, south-east of the Birmingham conurbation. The more recent work of the Countryside Council for Wales (which this paper will describe in some detail) owes much to the pioneering work of that Warwickshire Landscapes Project which reported in a joint Countryside Commission – Warwickshire County Council publication early in 1991.

Its publication coincided with the creation of the Countryside Council for Wales, and changed the landscape agenda for the new Welsh agency. So, it is worth spending a moment considering what that study achieved, and what issues it left to be followed up.

The Warwickshire study significantly chose, inadvertently I would suggest, to “distinguish between areas of landscape” rather than to identify important landscape qualities. This distinction in approach between areas and qualities has proved, in Britain at least, to be methodologically very important.

The brief provided to the two chosen project officers in the Warwickshire study was open-ended except in that lead it gave to favour the recommendation of a method that would emphasise areas; in practice it proposed ‘landscape character’ areas.

But the Warwickshire study was also important in making the important distinction between a landscape as we assess and record it now and that same landscape as we might wish it to be in future, in other words its future management and planning. The implicit assumption that most people seemed to make at the time tended to be a rather conservative one that they will want to manage the landscape, particularly the countryside of farmland and forests, to continue more or less as they find it.

The new approach was to distinguish between different landscape management ‘strategies’. For some landscapes, conservation of the landscape might be the appropriate strategy, but for others enhancement, even to the extent of radical creation of a new landscape, might be recommended. And for some landscapes, a strategy closer to restoration of previous conditions. The 1991 report also helpfully recommended the production of specific guidelines for managing different types of landscape feature.

These then were the starting points for the Countryside Council for Wales when it took over lead responsibility on behalf of the Government for advising on the Welsh landscape. There were:

- three national parks and five nationally designated areas of outstanding natural beauty deemed to be equivalent in quality to the parks;
- many areas of landscape identified in local authority development plans, almost all with different titles, there being no national guidance on landscape assessment methodology.

The landscape character methodology advocated by the Warwickshire study was taken up quickly and extensively because it filled a methodological vacuum. Three of these follow-up initiatives impacted on Wales. Two were advisory publications by the Government's forestry and rivers management agencies, advocating the use of the 'character' approach. The third was the use of that approach in local area studies sponsored by the Welsh Development Agency, another central government organisation.

Meanwhile the Countryside Council for Wales undertook its own, independent appraisal of the character approach. The outcome was the dawn of an alternative way of assessing landscapes. One which:

- was more rigorous in distinguishing between the different parts of a landscape;
- acknowledged the likelihood of different perceptions of landscape, depending who you are;
- pointed up the variety of uses to which landscape assessments could be put.

I should like to acknowledge the contribution to this stage of the work made by a former colleague, David White, who retired from the Countryside Council for Wales in 1995. A scientist by background, he was sceptical of the notion of landscape character as he saw it developing. It was his questioning of the newly received wisdom from the English Warwickshire study that set Wales on the path towards the evolution of the LANDMAP Information System.

The next logical step we took was to acknowledge that the Countryside Council for Wales, although it was the lead national agency for landscape advice in Wales (among its many other statutory duties), was only one of several organisations with an interest in devising a substantive approach to landscape that met as many needs as possible of the diverse range of people who needed to "take landscape into account", as an earlier piece of legislation had expressed it.

So, on 19 July 1994, six years to the day before the final text of the European Landscape Convention was adopted, we set up a national group in Wales, which first comprised professionals from central government departments and agencies representing agriculture, countryside, environmental enhancement for development, forestry, heritage, planning, transport and rivers. To these were soon added planning, landscape and related officer representatives of Local Government, including the designated National Parks and Areas of Outstanding Natural Beauty.

The express purpose of this group, which still exists and is called the Wales Landscape Partnership Group, was to "devise, test and promote" a definitive method of landscape assessment to serve the needs of Wales in particular. The Group guided the development of what became LANDMAP.

A conscious decision was taken not to join England and Scotland in a full embrace of the landscape character methodology. We steadfastly held to our chosen path of developing our own methodology. Although the character methodology is excellent in many respects, we believe that our decision, independent and perverse though it may have seen, has been vindicated.

One of the objectives was to devise a methodology that would serve needs; that would be useful. Saying that was much easier than deciding exactly what was required. We distinguished between simple categories of people and their activities:

- agri-environment (essentially nature and landscape conservation and management on farms);
- development (by which we meant both the developers and the planning authorities);
- environmental enhancement ;
- forestry.

An early insight, which remains important in distinguishing LANDMAP as a method, was the realisation that a landscape assessment was not an end in itself. What was needed, we realised, was information about landscape to improve those decisions where landscape had to be taken into account. Not just decisions, but the policies that often underpin them.

That was the precise origin of the name LANDMAP. It is derived from the phrase: landscape assessment and decision-making process. Unusually for an acronym in Wales, it is an English rather than a Welsh word. For the time being at least, the power of the idea is carrying the word.

Another early principle in the development of LANDMAP was that the methodology should identify what was important in the landscape. This implied discrimination between identifiable “things”, to use an everyday word. Evaluation had been somewhat discredited. But we decided it was an issue that had to be tackled.

If there is no evaluation of the relative importance of particular things about landscapes, and between specific features, it makes it extremely difficult to reach conclusions about what changes to a landscape are desirable or otherwise: a recipe for inconclusive decision-making.

The method that was devised therefore identifies particular things or “qualities” as we call them, and ascribes a value to them on a simple scale of Outstanding, High, Moderate and Low.

The way this is done in practice is to have a very structured method that can identify these qualities for each of five sub-divisions of landscape. We have chosen to call these sub-divisions “Aspects”. The five aspects of landscape within LANDMAP are:

- geological landscape,
- landscape habitats,
- visual and Sensory,
- historical landscape,
- cultural landscape.

Imagine the whole of Russia, or just one Federal area. The way LANDMAP would work would be to identify a lead management agency. It should be given a remit and the resources to collect the LANDMAP Information over a sufficient period. How long it would take, and how valuable the information will be, will depend on several factors, among the most important of which are likely to be:

- **the availability of the necessary range of “aspect” skills.** [In Wales we have called these professionals “Aspect Specialists”, one for each of the five sub-divisions of landscape];
- **the level of detail at which the information is collected,** which in part approximates to the scale and size of the landscape areas identified. [LANDMAP Wales identifies four different levels of detail, the most detailed of which is usually considered necessary for locating development and managing nature conservation. However, the additional cost of collecting information at that so-called Level 4 has so far prevented it being collected except for quite specific land management purposes. LANDMAP is sufficiently flexible to allow for variations in levels of detail according to local geographical and other needs];
- **the efficiency with which the various interests in landscape are brought into the process.** [In Wales a climate of partnership between central and local government officials (mostly planners and related landscape professionals) was quickly established, but the need for involvement and commitment of politicians and senior administrators should not be underestimated. Those interests outside government, such as rural land managers, voluntary societies with some interest in landscape such as archaeologists, cultural historians, and nature conservationists, should be kept informed and given a voice. A crucial element in landscape assessment is the opportunity given to the public to have a voice: it is their landscape. Each of the twenty or so areas of Wales within which LANDMAP Information will have been collected will have a similar survey of public perception of selected landscapes within the area. These surveys comprise a questionnaire survey and a number of so-called focus groups. The social make-up of these groups has varied across Wales, depending on the advice of the Local Authority

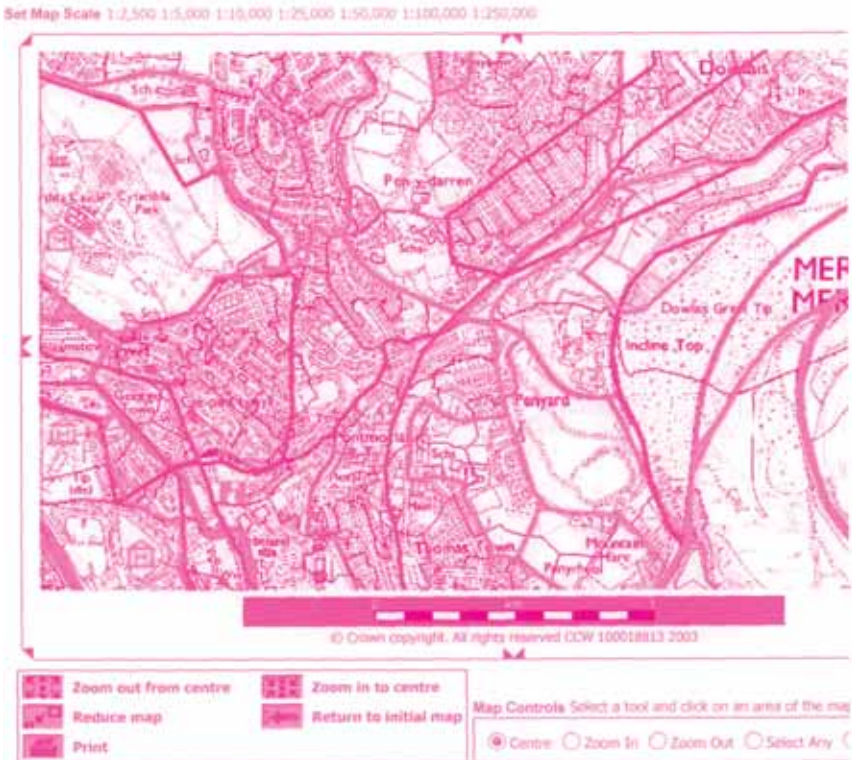
professionals. For example, in Snowdonia National Park, in North Wales, almost half those questioned were visitors and tourists, rather than residents. Market research and academic consultants have been used for this survey work. However, there is further work to be done in Wales before the public's views on landscape are fully reflected within the LANDMAP Information. In practice, there have usually been a range of views about many landscapes rather than one type of opinion];

- **the consistency with which the information is collected between different geographical areas.** [In Wales, where the commitment or 'ownership' of the process by the 25 Local Authorities/National Parks was given a high priority, variations in the nature of the information collected occurred between 1998 and 2001 to the extent that a national 'quality assurance' procedure had to be introduced, which is managed by the national agency currently responsible for LANDMAP. This requirement needs to be built into a landscape information system from the beginning];
- **the thoughtful harnessing of technology and reliable 'short-cut' information.** [The use of computer-based Geographical Information System software began in LANDMAP during the 1997 area pilots. Care was taken to minimise the risk of the technology obscuring or distorting the essential landscape information. There need to be landscape experts involved who can and should ensure that the meaning and integrity of the information is not distorted by the methods of recording it. Not to do so could undermine the validity of the assessments, and distance the information further from the public's perceptions of their landscapes];
- **how accessible the information is for all potential users.** It is important for the system developers to be clear about who the potential users of the information are likely to be. These may include:
  - local and central government land managers (including forestry, heritage and water resources) and development planners,
  - people interested in their locality, including farmers and foresters, lowest tier councils, voluntary societies and young people in education,
  - developers, whether public or private.

The goal for LANDMAP Wales is that anyone with an interest in the landscape should be able access the information through the Internet. A test version exists of the LANDMAP Wales website. It should be on-line by the end of June 2004. Developing it has involved a partnership between a specialist GIS consultancy and the website designers who manage the main website for the Countryside Council for Wales, through which the LANDMAP Information will initially be accessible.



Figure 1. A screen shot from the prospective LANDMAP Website of the map for Merthyr Tydfil in the south Wales industrial valleys showing all five Evaluated LANDMAP Aspect Areas' boundaries.



### Aspects and aspect areas

One feature that distinguishes LANDMAP from many other approaches to landscape assessment is the clinical and equal distinction that is made between the various aspects of landscape: geological landscape, Landscape habitats, Visual and Sensory, Historical landscape, Cultural landscape.

This even-handedness stems from several things including the legislative bases for administering the Welsh countryside. The Welsh Assembly Government, without whose support LANDMAP could not have been developed, is one of the few

administrations anywhere in the world to have a legislative requirement to take sustainable development into account in its policy-making. And both the countryside agencies and the National Park Authorities in Britain have legislation that encourages them to take a broad view, encompassing the physical environment and culture.

Aspect Specialists follow a prescribed, systematic procedure for identifying their Aspect Areas, each area containing intelligible qualities or things that they consider should be identified and brought to the attention of landscape decision-makers.

The information on which the five types of aspect Specialist draw is briefly this, and always with an emphasis on what may be discerned in some way in a landscape:

- the geological landscape information is derived from geological maps and from other geological, hydrological and geomorphological research;
- landscape habitats information and maps are mainly derived from the official British habitats mapping known as Phase 1. This is supplemented by other specialist surveys such as one for the Welsh uplands. The broader levels of LANDMAP all have to combine and generalise the vegetation information, for example into mosaics containing different types of vegetation;
- the Visual & Sensory information requires some fieldwork to verify provisional areas identified from maps, prior familiarity with parts of an area, supplemented by aerial photography and possibly remote sensed information. Specially trained landscape architects lead on this Aspect. However, there is in Britain a presumption that the Visual & Sensory Aspect is the core aspect at the heart of landscape. It is certainly pivotal as the middle of the five in the logical sequence in which they exist in the LANDMAP system. It is also true that it is through the senses that landscape is perceived. Whatever else is known about a landscape's botany or history, for example, the source of that information tends to be internal to the person perceiving it, rather than being read from visual and other sensory memory or a real-time response to the landscape;
- the Historical landscape information is essentially unbiased. This applies equally to political, religious and military events. Anything that has a geographical expression can be considered by the historians and archaeologists who are the specialists. History is considered to start even yesterday! The necessary degree of detachment from taking positions on historical issues is achieved by a collaborative consensus among the substantial community that advises on the historical landscape of Wales.
- the Cultural landscape information is a relatively new field of expertise inhabited in Wales primarily by cultural historians. There are associations with the historical information, although the emphasis is more on the influence on society of events and people, and on different contemporary social and economic groups

and phenomena. The Aspect also picks up on significant artistic and cultural responses to landscapes, in literature and painting, for example.

It is an important principle of LANDMAP Information that there is a point at which the LANDMAP landscape Information hands over to more specialised information within the fields of expertise of each of the five Aspects. It certainly does not compete with them, but rather presents a relatively holistic suite of information about a landscape.

Another important principle is that the five aspects are treated equally. An illustration of that equality is at the stage of evaluation into the Outstanding, High, Moderate and Low categories. For example a Moderate Aspect Area of Landscape habitat should equate in standard to a Moderate Cultural landscape Aspect Area. This equity is achieved, in part, through the actions of a key member of the data capture teams, whom we called the Information Co-ordinator. This professional needs extensive experience of landscape planning, and to have an intelligent objectivity combined with good inter-personal, communication and organisational skills. Finding and developing such people is crucial to the quality and credibility of LANDMAP Information. In Wales there are two such people, both trained in landscape architecture and design / planning. They are more or less retained by LANDMAP Wales to provide on-going guidance to the system.

Underpinning the five evaluated aspects is ‘contextual’ mapped information about the land use patterns. This is not separated into Aspect Areas as such, and has been very much the choice of the Local Authorities. Aerial photography has been a helpful information source.

### **Updating the information**

Collecting landscape information should not be a wholly one-off activity. There needs to be a commitment to review the integrity and utility of the information every few years. And there needs to be a latent capacity to modify some of the information already in the system when it is apparent that it can be improved or supplemented. Environmental appraisals associated with specific land use change proposals are one promising source and impetus.

But updating has to be carefully managed to ensure that it is consistent with the established framework. However, this should not exclude the possibility of new insights into particular landscape qualities, and their significance or value, being admitted into the system. Any LANDMAP-type system needs to have a skilful balance of integrity and sensible innovation.

	Level 1	Level 2	Level 3	Level 4 (sample indicators)
People		Demographics Households & housing Labour Market	Population Dependency Ratio Migration Marital Composition Tenure Housing Condition Skills Formation Skills Attainment Unemployment Occupational Structure	Population Change Dependency Ratio Net Migration (all age groups) Single person households Owner Occupied Without central heating Key Skills P average NVQs Contract Hours Knowledge workers
Economy		Employment Rural Economy Businesses Output	Workforce Industrial Structure Knowledge Economy Agriculture Leisure Formation Stability Stocks Exchange GDP	Economic Activity Primary Sector Representation Knowledge Base Employment Agricultural employment Tourist/Consumer Spill Employment Business Density Spend Rate (Yr) Micro Business Average FT Earnings GDP per capita
Wealth		Wealth Social Cohesion	Income Housing Consumption Crime Attractivity Deprivation	Average household income Average household price % of owner-occupied (households) Reported abuses Attraction Index CAR poverty Index
Health		Health Livability Transport and Travel	Health Indicators Care Schools Security Culture and Identity Public Transport Commuting	SMR Hospital care % GP/GPs Walking routes 10000 pop Walk speaking Public transport use Self care/visitors

### Adopting, managing and using a LANDMAP information system approach

We have looked at some of the key ingredients for success: a partnership consensus to collect, maintain and disseminate the information, on-going commitment from senior politicians and administrators, a respected single organisation to manage the system and co-ordinate the necessary systematic procedures, quality-controlled information gathered by skilled specialists, the availability of information management and GIS expertise, a commitment to involve the public in the assessment of landscape, and the capacity to make all but the most sensitive information publicly available through the Internet.

The advent of the European Landscape Convention, and the impetus for it to be widely adopted and effective, bring the opportunity for well-developed assessment systems like LANDMAP that are specifically geared to the needs of landscape policy and decision-making to be applied in other countries. The first landscape study in Wales that was based on the LANDMAP approach, for the Vale of Glamorgan county area to the west of Cardiff won the European Landscape Convention's prototype landscape planning award shortly after the Convention was agreed in 2000.

This recognition, following high endorsement for that study's potential by the UK Landscape Institute, encouraged the Welsh Assembly Government to successfully propose LANDMAP for a two-year European Union Innovative Actions project. There are elements of that project that can be of benefit to other countries, as was the intention. They are:

- the addition of economic and social information; alongside the environmental information already within LANDMAP;
- the application of all this information, at least at a demonstrable scale, to a wide range of policy and decision-making situations, some nineteen altogether;
- the development of the website for the dissemination of LANDMAP Information.

The most that a landscape information system can achieve is to give policy and decision-makers opportunities to conserve those environmental qualities that are manifestly associated with landscape. And landscape is that most accessible and resonant part of the environment for many people, being both the background and foreground of much of their lives, an attractive environment with natural qualities contributing to human wellbeing and happiness. LANDMAP Information includes recommendations on how particular landscape qualities should be managed if the identified qualities are to be maintained, or even enhanced. It can save time, valuable resources and wasteful argument. Indeed, that was one of the main imperatives for developing the system. But that is also seen as a disadvantage by some who see their opportunity for fee-earning being reduced. Governments need to decide on the balance of any such arguments.

### **Socio-economic information**

Landscape may theoretically exist independently of mankind, but it also exists in the social and economic context of our lives and their various activities. It is the effects of our activities on landscapes that change them, and also change many perceptions of them. Societies, national and local, have the opportunity to manage and sustain landscape qualities, and to decide on landscapes' contributions to the quality of people's lives, alongside other sought-after goals such as jobs, incomes and consumption. With good quality landscape information, choices can be better informed, and sustainable living closer to becoming the norm.

One of the findings of the recent EU LANDMAP project was that many decision makers were not only not using systematic landscape information, but they were unaware of the range of social and economic information that is available in England and Wales, at least. This finding would probably be replicated in other countries. Surprisingly, therefore, a project that was seeking to test and promote information

about landscape found that those social and economic issues that often seem to take priority in policy-making are also less well understood than they could be.

That has been a brief introduction to a landscape information system, which I hope may have stimulated some ideas and questions about the development of something broadly similar and suited to the Russian Federation.

The Web address for more information is [www.ccw.gov.uk/LANDMAP](http://www.ccw.gov.uk/LANDMAP)

This is not the interactive website which is under development during April 2004.

### **Suggested questions**

Does LANDMAP Information cover urban areas?

Does LANDMAP make a distinction between data and information?

What has been the role of the Wales Landscape Partnership Group, and how important has the contribution and commitment of particular individuals been?

What have been some of the main difficulties in developing LANDMAP Information System, and how can they be minimised if something similar were to be attempted in Russia?

Has there been any other work done in Wales to apply LANDMAP Information alongside other information about the driving forces for change?

## **Fourth session/ Quatrième session**

**The spatial and landscape guidelines  
of sustainable development  
in the Russian Federation/  
Les principes de l'environnement  
et du paysage en Fédération de Russie**





# Landscape and the European Rural Heritage Observation Guide – CEMAT

Maguelonne DÉJEANT-PONS

*Head of the Spatial Development and Landscape Division, Council of Europe*

“...We cannot discuss rural cultural heritage without referring to two obvious facts. The people who use the countryside, who live there and who have often played a decisive role in ensuring that these assets have survived are increasingly aware that it belongs to them and are becoming more vocal on this issue. At the same time, the countryside, and the heritage that it represents and contains, is considered the property of every individual, including those from towns as well as from the countryside.”

Isac Chiva

«Une politique pour le patrimoine culturel rural»  
Report to the French Culture Ministry, 1994

## Introduction

There is no justification for preserving heritage, which links the past and the present, unless it can be given a guaranteed future and handed on to future generations, which it is essential to stir the key players into action. The heritage has a potential richness and can become a valuable resource, not necessarily in commercial terms but for those carrying out projects and for the locality concerned. It becomes part of a sustainable development approach as it becomes a product, factor or source of development. It therefore contributes towards achieving independent development of rural zones as areas for living and carrying on economic and recreational activities, and as physical regions and to set out guidelines for the management of this heritage linked to regional/spatial planning.

During the 13rd session of the European Conference of Ministers responsible for regional spatial planning (CEMAT) in Ljubljana, on 17 September 2003, the Ministers responsible for regional planning of the member states of the Council of Europe endorsed the “European rural heritage observation guide – CEMAT”<sup>12</sup>

The Guide notes that the European continent is rich in rural heritage, shaped over the years by human activity and made up of an exceptional variety of land types, reliefs, climates and crops. It invites all those who feel concerned by their territories’ future to be able to meet together, through national and local committees, for the purpose of

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12. The CEMAT brings together representatives of the Council’s 46 Member States, united in their pursuit of a common objective: sustainable spatial development of the European continent. At its 80th meeting held in Budapest, Hungary, on 28 March 2003 (CEMAT-CHF 80 (2003) 19), the Committee of Senior Officials of the CEMAT adopted the “European Rural Heritage Observation Guide – CEMAT” deciding to bring it to the attention of the Ministers responsible for Regional/Spatial Planning when they met for the 13th Session of the CEMAT.

listing and describing the rural heritage, and thinking about how best to promote this rural heritage.

The Guide also contributes to the implementation of the Recommendation (2002) 1 of the Committee of Ministers on the Guiding Principles for Sustainable Spatial Development of the European Continent, which details a series of measures to foster development of rural areas as life settings for both economic and recreational activity and as natural environments, helping to restore the town-countryside balance and seeking to promote the rural world's resources as a development factor. It reaches to put these principles into effect so as to promote sustainable rural planning combining economic growth and protection of the heritage assets inherent in both natural and cultural landscapes. The Guide also contributes to the implementation of the provisions of the Guiding Principles devoted to "broadly-based participation of society in the spatial planning process", which emphasises the importance of active public participation in the spatial planning process, in local, regional and supra-regional projects. It provides orientations on the following issues and elements.

The following is a summary of the Guide.

## **1. What is rural heritage?**

Until very recently, rural heritage was defined in very narrow terms. It was considered to consist of buildings associated with agricultural activity, and particularly with "minor rural heritage" such as wash-houses, mills or chapels. Planners now assign a wider definition to heritage, which is considered to include all the tangible or intangible elements that demonstrate the particular relationship that a human community has established with a territory over time.

### *Tangible heritage*

This is the most easily identifiable part of heritage. It is made up of various elements:

- landscapes, since they result from centuries of human activity on the environment;
- property (buildings for agricultural use, those related to crafts or industry, holiday homes or public buildings that are evidence of specific activities or simply of an architectural style);
- moveable property: this includes objects for domestic use (furniture in regional styles), for religious purposes (furnishings in churches and chapels) and for festive events (carnival floats, village or corporation emblems);
- products which result from an adaptation to local conditions and to cultivation, rearing, processing and culinary traditions – plant varieties (plants, fruit, vegetables, etc.), local animal species and more "elaborate" produce (wine, cheese, pork products, etc.) –.

### *Intangible heritage*

This part of heritage is made up of a series of intangible assets that are inseparable from tangible heritage:

- the techniques and skills that have enabled landscapes to be created, houses and furniture to be built and local products to be developed;
- the local dialects, music and oral literature that have emerged from non-written traditions. These means of expression are evidence of a community's particular influence on its territory and, more generally, of a specific way of living together. This includes stories and legends describing individuals or sites that played a part in local history, as well as place names (toponyms), which reflect particular uses or representations;
- ways of organising social life and specific forms of social organisation, such as certain customs and festivals (seasonal, agricultural, etc.).

All these elements make up a living heritage. By identifying and laying claim to these elements, the various parties involved in the rural world invest them with meaning, both for the community and in terms of their heritage value.

## **2. What does it mean to “assign heritage value”?**

“Assigning heritage value” to property or knowledge (individually or collectively) means investing it with meaning. No object or skill is a heritage item in itself. For example, a low wall has heritage value only in terms of its aesthetic value in a landscape, of the construction techniques used or of its link with local history.

The consequences of “assigning heritage value” to an item are:

- it makes a specific item “common property” with potential collective value;
- it introduces a specific type of bond, frequently emotive in nature, between a given item and persons who have no legal tie with it. Accordingly, use of the item supposes that a consensus has been established between the various potential users, i.e. the legal owner and potential “other users”. However, the latter may themselves have different views about possible use.

The Guide preconises a participative approach:

- unless we assume that problems will be settled by legal means such as expropriation, the only possible course of action is negotiation between the parties concerned;
- in order to avoid new arguments or antagonisms arising regularly on what is at stake when defining heritage items, it is essential to include as many potentially interested parties as possible right from the start of any discussions on the use of a heritage item, and to draw on as much information as possible when considering possible uses.

### *How is heritage created?*

Some communities may believe they have “less” heritage than others. However, the absence of monuments does not indicate a lack of heritage: every community possesses archives, an oral tradition, forms of social life, persons with skills, etc.

Anyway all communities from the richest to the poorest, may make use of their creative capacities.

### **3. Why should heritage be enhanced?**

It is necessary to enhance the heritage:

- for the sake of tourism: heritage undoubtedly contributes to an area’s tourist potential and to the economic benefit that may be expected from it. Evaluating the potential for visitors – and possibly improving it – is an integral part of the enhancement project;
- for social and cultural reasons: heritage does more than contribute to aesthetic pleasure and the quality of life; it anchors a population in its history, and roots (inherited or chosen), and gives meaning to the territory. As such, it is one of the constituent elements in local identity and the sense of belonging, a driving force in citizenship and solidarity;
- for economic reasons: the benefits of direct enhancement are easily identifiable: income from entrance fees, rental of farms that have been converted into holiday homes, the sale of bread baked in traditional ovens, etc. However, the indirect effects should also be recognised: visitor structures, shops, etc. This is also true explicitly, in terms of employment (guides, caretakers, escorts) or implicitly, in terms of the quality of life (the arrival of new residents, new businesses);
- for educational reasons: nothing can replace in situ dialogue, demonstrations and activities when teaching history, techniques, aesthetics, geography, etc.

### **4. How can one take action in the field of heritage?**

Taking action in the field of heritage means, firstly, identifying its social, cultural and economic value. In so doing, it is essential to know it – and have it recognised – as a heritage item. Secondly, it has to be ensured that it is safeguarded and, possibly, to assign it a new use as part of a project. Finally, it means ensuring that it is handed down to future generations.

#### *Enhancing one’s heritage*

- Enhancing means adding value. This value depends on how one views heritage: many heritage items have long been considered in purely functional terms, and the issue of how to conserve them after use never arose. Fascination with scien-

tific, artistic or technological “progress” led to old objects being replaced by new ones, which were thought to be more effective or more in tune with an era’s tastes.

- Enhancement is described as direct when it focuses mainly on the item itself, and indirect when it focuses primarily on the item’s surrounding. In each case, one aspect reinforces the other. Similar houses may have different values (economic, social, cultural, in terms of quality of life, etc) depending on whether they are located in a prestigious area or near a public rubbish tip.

#### *Thinking about heritage in a new way*

- Attitudes towards heritage have changed. Things that were previously valued only as tools are now appreciated for their historical value. Equally, they assume a potential cultural, social or economic value, beyond the functional reasons justifying their existence.
- It is impossible, and probably not desirable, to conserve everything, since such conservation is often expensive. Consequently, it is logical to seek to make the most of the heritage’s potential by integrating it into development projects.

The Guide preconises therefore to:

- knowing one’s heritage;
- obtaining recognition for one’s heritage;
- restoring one’s heritage;
- re-assigning one’s heritage;
- renovating and rehabilitating one’s heritage;
- handing down one’s heritage;
- handing down practices, skills and know-how.

### **5. What is the meaning of the project?**

Before taking any action involving heritage, it is important to define what one wishes to achieve, why and for whom. When drawing up projects, one must take into account existing general policies and the public, on whose behalf one wishes to act. It is essential that such projects mobilise a great number of partners and that local residents be involved through a participative approach.

The Guide preconises to:

- put policies in place;
- identify the partners of the participative approach;
- analyse the various steps in the participative approach;

- integrate the project into more general approaches;
- target towards particular groups;
- mobilise all players;
- draw up the project along with local residents;
- concern all the elements of heritage.

## **6. Implementing projects**

The implementation of a project concerning a heritage matter is composed of different phases. The creation of a committee for its valorisation enables its better recognition, the confirmation of the wish to intervene and the association from the start of the stakeholders concerned. The formulation of the draft project includes the choice of a project manager, the search for partners and the elaboration of terms and conditions. The formalisation of the project leads to requests for finance and to its appropriation by other users in the territory.

It will be therefore necessary to:

- bring projects to life;
- draw up the pre-project;
- formalise the project.

## **7. Content of the Guide**

The Guide includes the four following chapters:

- I. Challenges and objectives
  1. Definition: what is heritage?
  2. Approach: how can one take action in the field of heritage?
  3. Project: what is the meaning of the project?
  4. Implementation: how are projects to be implemented?
- II. Methodology of observation
  1. Clarifying the project
  2. Selecting a locality
  3. Identifying rural heritage
  4. Classifying and describing heritage elements
  5. Understanding relationships and change
  6. Heritage and development
  7. Evaluating heritage

III. Heritage's component parts

1. Reading a landscape
2. Buildings
3. Private space
4. Agriculture
5. Food
6. Crafts and industries
7. Community life

IV. Rural heritage, a key factor in sustainable development

1. Means of action
2. Management methods
3. Means of support, particularly financial

**Conclusions**

With both material and immaterial aspects, the rural world is a treasure trove of the cultural, natural and landscape heritage. In search of authenticity, the modern man draws on his rural roots, seeking an identity in the rural world. This heritage is also an engine of development. Its preservation is fundamental and gives meaning to the development of our societies. It is our responsibility to recognise the value of the past, and to protect and promote this heritage, an essential factor in economic, social and cultural development.

Published in English and French, the Guide can be developed in editions taking into account the Council of Europe's various Member States' specificities and the richness of their rural world's heritage. The Guide was effectively already translated in Romanian in 2005 and in Russian, in Spanish and Swedish in 2006. We are very pleased that it is now readapted for Romania.





# Programme



The European Landscape Convention aims to promote the protection, management and planning of European landscapes and to organise European co-operation on landscape issues. It is the first international treaty to be exclusively concerned with the protection, management and enhancement of European landscapes. The Convention applies to the Parties' entire territory and covers natural, rural, urban and sub-urban areas. It deals with ordinary or degraded landscapes as well as those that can be considered outstanding. The Convention represents an important contribution to the implementation of the Council of Europe's objectives, aimed at promoting democracy, human rights and the rule of law and at finding common solutions to the main problems facing European society today. By taking into account landscape, cultural and natural values, the Council of Europe seeks to protect the quality of life and well being of Europeans.

The Guiding Principles for sustainable spatial development of the European continent (GPSSDEC-CEMAT) take specially into account the issue of landscape and consider that "spatial development policy can contribute to protecting, managing and enhancing landscapes by adopting appropriate measures, in particular by organising better interactions between various sectoral policies with regard to their territorial impacts".

## Monday 26 April 2004

Chair: **Mr Alexander FROLOV**, Head, Main Department for Architecture and Urban Planning

### FIRST SESSION

### Presentation of the European Landscape Convention and its application in spatial planning

9.00 - 9.30

**Opening of the Seminar**

9.15 - 9.30

**Welcoming speech**

9.30 - 10.00

The Council of Europe and the European Landscape Convention

- **Ms Maguelonne DÉJEANT-PONS**, Head of the Spatial Planning and Landscape Division, Council of Europe

**10.00 - 10.30**

Break

**10.30 - 11.30**

Key elements of the European Landscape Convention and their implementation in Switzerland

- **Mr Enrico BUERGI**, Chair of the Conference of Contracting and Signatory States to the European Landscape Convention

**11.30 - 12.00**

Spatial Planning and Model Regions

- **Mr Heiner BERR**, Managing Partner, Ost-Euro, Germany

**12.00 - 12.15**

The main tasks to implement the Guiding Principles of the Convention and spatial planning in the Russian Federation

- **Mr Yuri NOVOSELOV**, Deputy Head, Department of Architecture and Urban Planning of Moscow Oblast

**12.15 - 12.30**

Discussion

**12.30 - 13.30**

Lunch

**SECOND SESSION**

**Presentation of the Actors and policy in the Russian Federation**

**15.00 - 15.30**

The protection problems of biodiversity in the context of the European Landscape Convention

- **Mr Alexander DROZDOV**, Professor, Institute of Geography, Russian Academy of Science

**15.30 - 16.00**

The role of Russian NGOs in landscape protection, planning and management

- **Mr Igor VOSKRESENSKY**, Deputy Chief of Moscow Committee for Architecture

**16.00 - 16.30**

The European Landscape Convention in the framework of international relations in the Russian Federation

- **Mr Konstantin ANANITCHEV**, Expert, representation of the Russian Federation to CSO CEMAT

**16.30 - 17.00**

Break

**17.00 - 17.30**

Spatial planning methodology in Russia

- **Mr Yevgeni PERTSIK**, Professor, Moscow State University

**17.30 - 18.00**

Discussion

**20.00 - 23.00**

Dinner

## **Tuesday 27 April 2004**

### **THIRD SESSION**

#### **Experiences concerning landscape and heritage**

**9.00 - 9.30**

Measures undertaken by Signatory States for implementing the European Landscape Convention on the national level : the Walloon experience

- **Ms Mireille DECONINCK**, Representative of Belgium at the Second Conference of Contracting and Signatory States to the European Landscape Convention

**9.30 - 10.00**

The European Landscape Convention and the architecture high schools in the Russian Federation

- **Mr Alexander KUDRYAVTSEV**, President, Russian Academy of Architecture and Construction Sciences

**10.00 - 10.30**

Break

**10.30 - 11.30**

Landmap methodology and the experience of Wales

- **Mr David EAGAR**, Expert to the Council of Europe

**11.30 - 12.00**

The realisation of the policy of spatial and landscape planning in the Russian Federation

- **Mr Vladimir VYBORNY**, Academician, Russian Academy of Architecture and Construction Sciences

**12.00 - 14.00**

Lunch

**FOURTH SESSION**

**The spatial and landscape guidelines of sustainable development in the Russian Federation**

**14.45 - 15.00**

The biodiversity and landscape diversity in the sustainable development of the Russian Federation

- **Mr Nikolai SOBOLEV**, Program Coordinator, Center for Biodiversity Protection

**15.00 - 15.30**

Landscape and the European Rural Heritage Observation Guide – CEMAT

- **Mrs Maguelonne DEJEANT-PONS**, Council of Europe

**15.30 - 15.45**

The landscape and the spatial planning problems in the Russian Federation

- **Mr Igor VOSKRESENSKY**, Deputy Chief of Moscow Committee for Architecture

**15.45 - 16.15**

Break

**16.15 - 16.45**

Overview of the seminar results

**16.45 - 17.15**

Conclusion of the seminar

**20.00 - 23.00**

Dinner





**List of participants/  
Liste des participants**



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