



**Council of Europe Conference  
of Ministers responsible  
for Spatial/Regional Planning  
(CEMAT)**

**Basic texts 1970–2010**

Territory and landscape, No. 3

**Publishing**  

---

**Editions**



**Council of Europe Conference  
of Ministers responsible  
for Spatial/Regional Planning  
(CEMAT)**

Basic texts 1970-2010

Territory and landscape, No. 3

Council of Europe Publishing

French edition:

*Conférence du Conseil de l'Europe des ministres responsables de l'aménagement du territoire (CEMAT), Textes fondamentaux 1970-2010*

ISBN 978-92-871-6586-2

*The opinions expressed in this work are the responsibility of the authors and do not necessarily reflect the official policy of the Council of Europe.*

All rights reserved. No part of this publication may be translated, reproduced or transmitted, in any form or by any means, electronic (CD-Rom, Internet, etc.) or mechanical, including photocopying, recording or any information storage or retrieval system, without prior permission in writing from the Public Information and Publications Division, Directorate of Communication (F-67075 Strasbourg Cedex or [publishing@coe.int](mailto:publishing@coe.int)).

*Editor:*

Maguelonne Déjeant-Pons, Head of the Cultural Heritage, Landscape and Spatial Planning Division of the Council of Europe

*The following have co-operated in the preparation of this publication:*

Alison Cardwell, Massimo Giorgianni, Daniel Reinecker, Maria Shiller, Béatrice Sauvageot

Council of Europe Publishing  
F-67075 Strasbourg Cedex  
<http://book.coe.int>

ISBN 978-92-871-6585-5  
© Council of Europe, May 2010

# Contents

<b>Preface</b> .....	9
<b>Introduction</b> .....	11
<b>I. Texts adopted by the Committee of Ministers of the Council of Europe concerning the Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT-Council of Europe)</b>	
Recommendation No. R (84) 2 of the Committee of Ministers to the Member States of the Council of Europe on the European Regional/Spatial Planning Charter (Torremolinos Charter) .....	21
Recommendation Rec (2002) 1 of the Committee of Ministers to the Member States of the Council of Europe on the Guiding Principles for Sustainable Spatial Development of the European Continent .....	28
<b>II. Texts adopted by the Council of Europe Conferences of Ministers responsible for Spatial/Regional Planning (CEMAT-Council of Europe)</b>	
1st European Conference of Ministers responsible for Regional Planning (CEMAT) (Bonn, Federal Republic of Germany: 9-11 September 1970) on “Foundations of a European regional planning policy” .....	53
Presentation .....	53
Resolution No. 1 on The foundations of a European regional planning policy .....	54
Resolution No. 2 on The factors to be taken into account in promoting balanced regional development in Europe .....	55
Resolution No. 3 on The foundations for European co-operation in the field of regional planning .....	59
2nd European Conference of Ministers responsible for Regional Planning (CEMAT) (La Grande Motte, France: 25-27 September 1973) on “Objectives of a European regional planning policy” .....	61
Presentation .....	61
General Resolution .....	61
Resolution No. 1 on Regional planning policies and communications policies .....	69
Resolution No. 2 on Frontier regions and regional planning .....	72
Resolution No. 3 on Mountain regions and regional planning .....	74
Resolution No. 4 on Long-range forecasting and regional planning .....	75

Resolution No. 5 on Cartography, statistics, terminology and regional planning .....	77
Resolution No. 6 on The statute and future action of the European Conference of Ministers responsible for regional planning .....	78
3rd European Conference of Ministers responsible for Regional Planning (CEMAT) (Bari, Italy: 21-23 October 1976) on “Urbanisation and regional planning” .....	80
Presentation .....	80
Resolution No. 1 on Control of urbanisation within the context of regional planning .....	81
Resolution No. 2 on Urban renewal and urban development .....	85
Resolution No. 3 on Public participation in the planning process .....	87
Resolution No. 4 on Problems of mountain regions in respect of urbanisation .....	88
Resolution No. 5 on The role and statute of the conference and its future activities .....	90
4th European Conference of Ministers responsible for Regional Planning (CEMAT) (Vienna, Austria: 5-7 October 1978) on “Planning of rural areas in Europe” .....	94
Presentation .....	94
Resolution No. 1 on The guidelines for the planning of rural areas in Europe .....	94
Resolution No. 2 on The work and role of the conference .....	102
5th European Conference of Ministers responsible for Regional Planning (CEMAT) (London, United Kingdom: 21-22 October 1980) on “Achievements and prospects for regional planning in Europe” .....	109
Presentation .....	109
Resolution No. 1 on Achievements and prospects of regional planning in Europe .....	109
Resolution No. 2 on The European Charter on regional planning .....	111
Resolution No. 3 on The organisation of the 6th session of CEMAT ....	111
Resolution No. 4 on Urban renaissance .....	112
6th European Conference of Ministers responsible for Regional Planning (CEMAT) (Torremolinos, Spain: 19-20 May 1983) on “Prospects of development and of spatial planning in maritime regions” .....	113
Presentation .....	113
Resolution No. 1 on Planning policies in maritime regions .....	114

Resolution No. 2 on The European regional/spatial planning charter (Torremolinos Charter) .....	120
Resolution No. 3 on The statute of the conference, work programme and financial implications .....	126
Resolution No. 4 on The organisation of the 7th session of CEMAT ....	128
7th European Conference of Ministers responsible for Regional Planning (CEMAT) (The Hague, Netherlands: 22-23 October 1985) on “The evolution of the decision-making process in regional spatial planning” .....	129
Presentation .....	129
Resolution No. 1 on Regional/spatial planning at the European level ....	129
Resolution No. 2 on The evolution of the decision-making process in regional/spatial planning .....	131
Resolution No. 3 on The organisation of the 8th session of CEMAT ....	133
8th European Conference of Ministers responsible for Regional Planning (CEMAT) (Lausanne, Switzerland: 20-21 October 1988) on “Rational use of land: the basis and limiting factor of our development” .....	135
Presentation .....	135
Resolution No. 1 on Rational use of land: the basis and limiting factor of our development .....	135
Resolution No. 2 on The organisation of the 9th session of CEMAT ....	141
9th European Conference of Ministers responsible for Regional Planning (CEMAT) (Ankara, Turkey: 4-5 November 1991) on “Instruments for achieving rational use of land” .....	142
Presentation .....	142
Resolution No. 1 on Improving the instruments for rational use of land	142
Resolution No. 2 on New prospects for regional/spatial planning at the European level .....	144
Resolution No. 3 on The organisation of the 10th session of CEMAT ..	146
10th European Conference of Ministers responsible for Regional Planning (CEMAT) (Oslo, Norway: 6-7 September 1994) on “A strategy for sustainable regional/spatial development in Europe beyond the year 2000” ...	147
Presentation .....	147
Resolution No. 1 on Strategies for sustainable development in urban regions of Europe .....	147
Resolution No. 2 on The outlook for sustainable development and its implications for Europe beyond the year 2000 .....	151
Resolution No. 3 on The organisation of the 11th session of CEMAT ..	153

11th European Conference of Ministers responsible for Regional Planning (CEMAT) (Limassol, Cyprus: 16-17 October 1997) on “Sustainable regional/spatial planning in Europe and the protection of water resources” ....	154
Presentation .....	154
Resolution No. 1 on Sustainable development in Europe .....	154
Resolution No. 2 on Strategies to be implemented within a comprehensive regional/spatial planning framework for protecting and managing freshwater resources .....	159
Resolution No. 3 on The organisation of the 12th session of CEMAT ..	162
12th European Conference of Ministers responsible for Regional Planning (CEMAT) (Hanover, Germany: 7-8 September 2000) on “Guiding principles for sustainable spatial development of the European continent” .....	164
Presentation .....	164
Resolution No. 1 on A 10-point programme for greater cohesion among the regions of Europe .....	164
Guiding principles for sustainable spatial development of the European continent .....	167
Resolution No. 2 on The organisation of the 13th session of CEMAT ..	167
13th European Conference of Ministers responsible for Regional Planning (CEMAT) (Ljubljana, Slovenia: 16-17 September 2003) on “Implementation of strategies and visions for sustainable spatial development of the European continent” .....	169
Presentation .....	169
Resolution No. 1 on Public-private partnerships in spatial development policy .....	170
Resolution No. 2 on The training of authorities responsible for sustainable spatial development .....	174
Resolution No. 3 on The prevention of floods and better co-ordination of all activities designed to minimise the risks and consequences of disastrous floods .....	175
Resolution No. 4 on The terms of reference of the Committee of the senior officials of CEMAT and its bureau .....	176
Declaration on Co-operation on the Tisza/Tisa river basin .....	179
Initiative on Sustainable development of the Tisza/Tisa river basin .....	180
Ljubljana Declaration on the territorial dimension of sustainable development .....	186
Resolution No. 5 on The organisation of the 14th session of CEMAT ..	190
European Rural Heritage Observation Guide .....	192

14th European Conference of Ministers responsible for Regional/Spatial Planning (CEMAT) (Lisbon, Portugal: 26-27 October 2006) on “Networks for sustainable spatial development of the European continent: bridges over Europe” .....	262
Presentation .....	262
Resolution No. 1 on Polycentric development: promoting competitiveness, enhancing cohesion .....	263
Resolution No. 2 on Territorial governance: empowerment through enhanced co-ordination .....	268
Resolution No. 3 on The territorial agenda of the European Union and its relation to CEMAT .....	274
Lisbon Declaration on Networks for sustainable spatial development of the European continent: bridges over Europe .....	274
Resolution No. 4 on The organisation of the 15th session of the European Conference of Ministers responsible for spatial/regional planning of the Member States of the Council of Europe (CEMAT) .....	280
Spatial development glossary .....	282

### **III. Bibliography**

Publications .....	311
--------------------	-----





## **Preface**

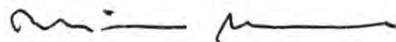
On the occasion of the 40th anniversary of the Council of Europe Conferences of Ministers responsible for Spatial/Regional Planning (CEMAT) this collection of texts adopted by the conferences since 1970 offers readers an overview of both co-operation activities regarding spatial/regional planning policies in Europe and the fundamental principles on which these policies are based.

Spatial/regional planning is at the same time a scientific discipline, an administrative technique and an interdisciplinary approach in which society's economic, social, cultural and ecological policies come together. It aims to foster both territorial cohesion and public well-being through improvement of the collective living environment. The goals thus reflect the Council of Europe's key role of promoting human rights and democracy.

Spatial/regional planning is by nature transversal, and goes beyond the national context. The CEMAT has worked at the level of a now united continent to promote debate, to share best practice and to develop principles and guidelines for sustainable territorial policies.

The wealth of information and the body of instruments contained in this volume are of considerable value at a juncture when Europe is confronted with new economic, ecological, social and geopolitical challenges. Its publication coincides with the holding of the 15th ministerial conference of the CEMAT entitled "Future Challenges: Sustainable Spatial Development of the European Continent in a Changing World" (Moscow, 8-9 July 2010).

The co-operation initiated 40 years ago will continue to develop and evolve. Indeed, it is perhaps now more essential than ever before as a means of giving a direction to the public authorities' increasingly complex activities in this field and ultimately helping to improve the quality of life for the people of Europe.



*Thorbjørn JAGLAND*

*Secretary General of the Council of Europe*



## **Introduction**

### **The Council of Europe Conference of Ministers responsible for Spatial/Regional Planning: a territorial dimension of human rights**

“The Territory is a complex system, comprising not only urbanised, rural and other spaces, eg industrial land, but nature as a whole and the environment surrounding humankind. It is the bearing ground and indispensable framework of human dwelling and activity, and therefore the basis of sustainable development... The spatial development approach is an essential method of achieving the sustainable development objective.”

Ljubljana Declaration on the territorial dimension of spatial development, adopted by the 13th Ministerial Conference of the CEMAT, 17 September 2003

The Council of Europe actively promotes sustainable development in line with Recommendation Rec(2002)1 of the Committee of Ministers to member states on the Guiding principles for sustainable spatial development of the European continent, which were adopted initially by the European Conference of Ministers responsible for Regional/Spatial Planning (CEMAT). The Action Plan adopted by the Heads of State and Government at the 3rd Council of Europe Summit in Warsaw, on 17 May 2005, includes a section on “Promoting sustainable development” which provides that: “We are committed to improving the quality of life for citizens. The Council of Europe shall therefore, on the basis of the existing instruments, further develop and support integrated policies in the fields of environment, landscape, spatial planning and prevention and management of natural disasters, in a sustainable development perspective”.

This involves establishing a new integrated spatial development policy which fosters social, economic and territorial cohesion, the preservation of nature and the cultural heritage, an improved living environment and more balanced competitiveness of territory. In this connection, standard-setting work concerning the natural, cultural and landscape heritage – that is, both nature and the work of humankind – has been in progress for over 50 years. Five conventions which can be described as “heritage” conventions have been adopted by the Council of Europe to date. In chronological order, they are as follows:

- the European Convention on the Protection of the Archaeological Heritage (ETS No. 66), opened for signature in London on 6 May 1969, revised in Valletta (ETS No. 143), Malta on 16 January 1992;
- the Convention on the Conservation of European Wildlife and Natural Habitats (ETS No. 104), opened for signature in Bern, Switzerland on 19 September 1979;
- the Convention for the Protection of the Architectural Heritage of Europe (ETS No. 121), opened for signature in Grenada, Spain on 3 October 1985;
- the European Landscape Convention (ETS No, 176), opened for signature in Florence, Italy on 20 October 2000;

- the Council of Europe Framework Convention on the Value of Cultural Heritage for Society (CETS No. 199), opened for signature in Faro, Portugal on 27 October 2005.

The many resolutions and recommendations issued by the Committee of Ministers of the Council of Europe to the Organisation's member states have also guided European policies in this area and have played a part in preparing, interpreting or expanding the international conventions.

The CEMAT of the Council of Europe brings together representatives of the Council's member states in pursuit of a shared objective: sustainable spatial development of the European continent.

The CEMAT is a forum for considering issues of sustainable spatial development and a platform for exchanging and disseminating information. It is the only framework for pan-European co-operation on spatial development policies within which members and non-members of the European Union can gather on an equal footing at the level of Greater Europe. The Council of Europe's activities relating to spatial planning began in 1970 in Bonn with the 1st session of the CEMAT. They originated in concerns raised from the early 1960s by the then Consultative Assembly of the Council of Europe, which were reflected in the presentation in May 1968 of a historic report: "Regional planning – a European problem". The activities conducted since then have seen the adoption of several basic documents which have shaped European governments' spatial development policies:

- the European Regional/Spatial Planning Charter, adopted at the 6th Session of the CEMAT in Torremolinos in 1983 and incorporated in Recommendation (84) 2 of the Committee of Ministers to Member States on the European Regional/Spatial Planning Charter;
- the European Regional Planning Strategy presented at the 8th Session of the CEMAT in Lausanne in 1988;
- the Guiding Principles for Sustainable Spatial Development of the European Continent, adopted at the 12th Session of the CEMAT in Hanover in 2000 and incorporated in Recommendation (2002) 1 by the Committee of Ministers to Member States on the Guiding Principles for Sustainable Spatial Development of the European Continent (GPSSDEC-CEMAT).

The various activities have been conducted in close liaison with the Parliamentary Assembly of the Council of Europe and the Congress of Local and Regional Authorities of the Council of Europe.

## **1. The concept of regional/spatial planning**

According to the European Regional/Spatial Planning Charter:

"Regional/spatial planning gives geographical expression to the economic, social, cultural and ecological policies of society. It is at the same time a scientific discipline, an administrative technique and a policy developed as an interdisciplinary and comprehensive approach directed towards a balanced regional development and the physical organisation of space according to an overall strategy."

The Charter refers to the European dimension and the specific characteristics of regional/spatial planning:

*Its European dimension:* Regional/spatial planning contributes to a better spatial organisation in Europe and to finding solutions to problems which go beyond the national framework, and thus aims to create a feeling of common identity, bearing in mind North/South and East/West relations.

*Its characteristics:* Humankind and its well-being as well as its interaction with the environment are the central concern of regional/spatial planning, whose aims are to provide each individual with an environment and quality of life conducive to the development of her or his personality in surroundings planned on a human scale.

Regional/spatial planning should be democratic, comprehensive, functional and oriented towards the longer term:

- democratic: it should be conducted in such a way as to ensure the participation of the people concerned and their political representatives;
- comprehensive: it should ensure the co-ordination of the various sectoral policies and integrate them in an overall approach;
- functional: it needs to take account of the existence of regional consciousness based on common values, culture and interests sometimes crossing administrative and territorial boundaries, while taking account of the institutional arrangements of the different countries;
- long-term oriented: it should analyse and take into consideration the long-term trends and developments of economic, social, cultural, ecological and environmental phenomena and interventions.

*Its operation:* Regional/spatial planning should take into consideration the existence of a multitude of individual and institutional decision-makers who influence the organisation of space, the uncertainty of all forecasting studies, market pressures, special features of administrative systems and different socio-economic and environmental conditions. It must, however, strive to reconcile these influences in the most harmonious way possible.

*The fundamental objectives* identified in the Charter are as follows:

- balanced socio-economic development of the regions;
- improvement of the quality of life;
- responsible management of natural resources and protection of the environment;
- rational use of land.

*Implementation of regional/spatial planning objectives:* The achievement of regional/spatial planning objectives is essentially a political matter. Many private and public agencies contribute by their actions to developing and changing the organisation of space. Regional/spatial planning reflects the desire for interdisciplinary integration and co-ordination and for co-operation between the authorities involved. It also requires public participation.

## **2. The Guiding Principles for Sustainable Spatial Development of the European Continent**

Recommendation Rec(2002)1 of the Committee of Ministers states that the Guiding Principles for Sustainable Spatial Development of the European Continent are the following:

- a major contribution towards implementation of the strategy of social cohesion adopted at the 2nd Summit of Heads of State and Government of Council of Europe member states in 1997;
- a policy framework document which takes into account the relevant activities of the Council of Europe and its bodies, and in particular the work of its Parliamentary Assembly and its Congress of Local and Regional Authorities, in the area of continental spatial development policy and which could contribute to strengthening the European integration process by means of transfrontier, inter-regional and transnational co-operation;
- a coherent strategy for the integrated and regionally balanced development of our continent, which, while based on the principles of subsidiarity and reciprocity, strengthens competitiveness, co-operation and solidarity among local and regional authorities across borders, thereby making a contribution to democratic stability in Europe.

The Committee of Ministers recommends that member states should use the Guiding Principles as a basis for planning and spatial development measures, implement them in spatial development projects as appropriate and continue establishing administrative bodies at regional and governmental levels in order to facilitate better spatial integration of the various regions of Europe.

The Guiding Principles have six chapters and refer to the main European legal instruments of relevance to spatial planning.

### **Content of the Guiding Principles for Sustainable Spatial Development of the European Continent**

- I. *Contribution of the guiding principles to the implementation of the social cohesion policy of the Council of Europe*
- II. *Spatial development policies in Europe: new continent-wide challenges and prospects*
  1. *Intercontinental relationships as strategic elements for European spatial development policy*
  2. *The multiplicity of cultures*
  3. *Large European regions as a basis for mutual support and co-operation*
  4. *Integration of the old and new member states*
- III. *Specific role of the private sector in spatial development*

- IV. *Principles of a planning policy for sustainable development in Europe*
  1. *Promoting territorial cohesion through a more balanced social and economic development of regions and improved competitiveness*
  2. *Encouraging development generated by urban functions and improving the relationship between the town and the countryside*
  3. *Promoting more balanced accessibility*
  4. *Developing access to information and knowledge*
  5. *Reducing environmental damage*
  6. *Enhancing and protecting natural resources and the natural heritage*
  7. *Enhancing the cultural heritage as a factor for development*
  8. *Developing energy resources while maintaining safety*
  9. *Encouraging high quality, sustainable tourism*
  10. *Limitation of the impact of natural disasters*
- V. *Spatial development measures for different types of European regions*
  1. *Landscapes*
  2. *Urban areas*
  3. *Rural areas*
  4. *Mountains*
  5. *Coastal and island regions*
  6. *Eurocorridors*
  7. *Flood plains and water meadows*
  8. *Redundant industrial and military sites*
  9. *Border regions*
- VI. *Strengthening of co-operation between the member states of the Council of Europe and participation of regions, municipalities and citizens*
  1. *Possibilities of conceiving a development-oriented spatial planning*
  2. *Developing Europe-wide co-operation activities on the basis of the guiding principles*
  3. *Horizontal co-operation*
  4. *Vertical co-operation*
  5. *Broadly-based participation of society in the spatial planning process*



The main European legal instruments of relevance to spatial planning are the following:

- the European Cultural Convention (ETS No. 18) (Paris, France, 19 December 1954);
- the Convention on the Conservation of European Wildlife and Natural Habitats (ETS No. 104) (Bern, Switzerland, 19 September 1979);
- the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities (ETS No. 106) (Madrid, Spain, 21 May 1980) and its additional protocols;
- the Florence Charter on the protection of historic parks and gardens (Icomos-Ifla, 1982);
- the European Regional/Spatial Planning Charter (Torremolinos, Spain, 20 May 1983);
- the Convention on the Conservation of the Architectural Heritage of Europe (ETS No. 121) (Grenada, Spain, 3 October 1985);
- the European Charter of Local Self-Government (Strasbourg, France, 15 October 1985);
- the Convention on the Protection of the Alps (Salzburg, Austria, 7 November 1991);
- the European Convention on the Protection of the Archaeological Heritage (ETS No. 143) (revised) (Valletta, Malta, 16 January 1992);
- the draft European Charter of Regional Self-Government, 5 June 1997;
- the Baltic 21 (Nyborg, Denmark, June 1998);
- the European Spatial Development Perspective (ESDP) (Potsdam, Germany, May 1999);
- the European Landscape Convention (ETS No. 176) (Florence, Italy, 20 October 2000).

In accordance with the concept of sustainability, the Guiding Principles take into account the needs of all the inhabitants of Europe's regions, without compromising the fundamental rights and development prospects of future generations. They aim in particular at bringing the economic and social requirements to be met by the territory into harmony with its ecological and cultural functions and therefore contributing to long-term, large-scale and balanced spatial development. Their implementation therefore requires close co-operation between spatial planning and sectoral policies, which, through the measures they involve, influence the spatial structures in Europe.

The Guiding Principles also take account of international co-operation at world level, as co-ordinated by the United Nations Commission on Sustainable

Development. The Council of Europe presented the Guiding Principles at the United Nations World Summit on Sustainable Development in Johannesburg in 2002 as a contribution to the United Nations Agenda 21 programme adopted in Rio de Janeiro and to the start of an intercontinental dialogue.

### **3. Implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent**

The 13th Session of the European Conference of Ministers responsible for Regional/Spatial Planning (Ljubljana, 16-17 September 2003) was a milestone in the implementation of the strategies and perspectives for the sustainable spatial development of the European continent. The Ljubljana Declaration on the territorial dimension of spatial development is of crucial importance as regards what may be described as the human right to sustainable development. With a view to the management of the major challenges for sustainable spatial development of the European continent, it states that the relevant policies should be further improved in order to support the balanced polycentric development of the European continent and the formation of functional urban regions, including networks of small and medium-sized towns and rural settlements.

The declaration provides that “Sustainable development is not just an environmental issue. Three aspects of sustainable development have been agreed upon: economic sustainability, environmental sustainability and social sustainability. The first implies economic growth and development, the second includes ecosystem integrity and attention to carrying capacity and biodiversity, whilst the latter includes values such as equity, empowerment, accessibility and participation. In addition to these three components, the Guiding Principles for Sustainable Spatial Development of the European Continent introduced a fourth dimension: that of cultural sustainability”.

The declaration also provides that the ministers of the member states of the Council of Europe responsible for regional/spatial planning commit themselves to report every three years to the Committee of Ministers of the Council of Europe on the implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent. A method for standardising monitoring of the implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent has been drawn up with a view to assessing the spatial development policies of the Council of Europe’s member states.

At the ministerial conference, the ministers:

- took note of the European Rural Heritage Observation Guide adopted by the CEMAT Committee of Senior Officials in March 2003. Its purpose is to take account of all cultural, natural and landscape aspects of the rural heritage, both tangible and intangible, in their full diversity as factors in and driving forces for development;
- adopted resolutions concerning sustainable development: Resolution No. 1 on public-private partnerships in spatial development policy, Resolution No. 2 on the training of authorities responsible for sustainable development and Resolution No. 3 concerning the prevention of floods and better co-ordination of all activities designed to minimise the risks and the consequences of disastrous floods;

– took note of the work carried out with a view to the sustainable spatial development of the Tisza/Tisa river basin, as reflected in the signature of the Initiative on the Sustainable Spatial Development of the Tisza/Tisa River Basin by the ministers responsible for regional/spatial planning of Hungary, Romania, Serbia and Montenegro, the Slovak Republic and Ukraine and the adoption of the Declaration on co-operation concerning the Tisza/Tisa river basin by the same states at the conference.

The 14th Session of the CEMAT was on the theme of “Networks for sustainable spatial development of the European continent: bridges over Europe” (Lisbon, Portugal, 2006). The following texts geared towards sustainable development were adopted:

- the Lisbon Declaration on networks for sustainable spatial development of the European continent: bridges over Europe;
- Resolution No. 1 on polycentric development: promoting competitiveness, enhancing cohesion;
- Resolution No. 2 on territorial governance: empowerment through enhanced co-ordination;
- Resolution No. 3 on the territorial agenda of the European Union and its relation to CEMAT.

The ministers also took note of the following documents:

- general national reports on the implementation of Recommendation Rec(2002)1 of the Committee of Ministers of the Council of Europe on the Guiding Principles on Sustainable Spatial Development of the European Continent (GPSSDEC-CEMAT);
- national reports on the follow-up to Resolution No. 3 concerning the prevention of floods and better co-ordination of all activities designed to minimise the risks and consequences of disastrous floods, adopted at the 13th Session of the European Conference of Ministers responsible for Regional Planning (CEMAT/CoE), in Ljubljana, on 17 September 2003;
- CEMAT Glossary of key expressions used in spatial development policies in Europe;
- CEMAT Pan-European Compendium on national spatial planning policies.

In keeping with the cross-sectoral approach to sustainable development, the Council of Europe held the following seminars and conferences between 2001 and 2010<sup>1</sup> under the work programme of the CEMAT Committee of Senior Officials:

---

<sup>1</sup>. The proceedings of the meetings are published in the Council of Europe’s Spatial Planning and Landscape series and are available on the CEMAT website.

- “Integration of the greater European spaces”, Thessaloniki, Greece, 25-26 June 2001;
- “Landscape heritage, spatial planning and sustainable development”, Lisbon, Portugal, 26-27 November 2001;
- “The role of local and regional authorities in transnational co-operation in the field of regional/spatial development”, Dresden, Germany, 15-16 May 2002 (in co-operation with the Congress of Local and Regional Authorities of the Council of Europe);
- “Spatial planning for the sustainable development of particular types of European areas: mountains, coastal zones, rural zones, flood-plains and alluvial valleys”, Sofia, Bulgaria, 23-24 October 2002;
- “Sustainable spatial development: strengthening intersectoral relations”, Budapest, Hungary, 26-27 March 2003 (in co-operation with the United Nations Institute for Training and Research – UNITAR);
- “Natural disasters and sustainable spatial development: prevention of floods”, Wrocław, Poland, 30 June 2003;
- “Spatial development governance: institutional co-operation network”, Yerevan, 28-29 October 2004;
- “The role of training in the implementation of the policy of sustainable spatial development at local and regional levels in Europe”, Strasbourg, 15 March 2004 (in co-operation with the European Network of Training Organisations for Local and Regional Authorities (ENTO), the Committee on Sustainable Development of the Congress of Local and Regional Authorities of the Council of Europe and the European Federation of Local Government Chief Executives (UDITE));
- “Urban management in networking Europe”, Ljubljana, Slovenia, 17-18 November 2005;
- “Sharing responsibility for our region: redefining the public interest for territorial development”, Bratislava, Slovak Republic, 22-23 May 2006 (organised in co-operation with the authorities of the Slovak Republic and the United Nations Economic Commission for Europe as part of the CEMAT activities);
- “The accessibility and attractiveness of rural and landlocked areas: sustainable transport and services of general interest”, Andorra la Vella, Andorra, 25-26 October 2007;
- “Challenges and strategies for metropolises and metropolitan regions, in a context of growing globalisation with regard to economic, social, environmental and cultural development”, St Petersburg, Russian Federation, 26-27 June 2008;

- “The spatial dimension of human rights: for a new culture of territory”, Yerevan, Armenia, 13-14 October 2008;
- “A comprehensive approach to balanced sustainable spatial development of the European Continent”, Kyiv, Ukraine, 11 June 2009.

The 15th Session of the Council of Europe Conference of Ministers responsible for Regional/Spatial Planning on “Challenges of the Future: Sustainable Spatial Development of the European Continent in a Changing World” will be organised in the Russian Federation in 2010.

The following issues will be examined:

- demography, migration and their territorial impacts;
- territorial impacts in Europe of the new energy paradigm (energy supply, conservation and security, new geography of energy systems);
- territorial impacts of the accelerating globalisation process;
- creation of new transport and trading corridors (including maritime transport) and Europe-wide sustainable integration. Access to essential services;
- territorial impacts of climate change; adaptation, management and prevention measures, especially in relation to natural hazards;
- the role of spatial development policies for environmental sustainability, human surroundings and terrestrial and maritime landscape protection and enhancement;
- transfrontier interactions and territorial integration of the European Continent.

It is planned to organise the 16th Session of the Council of Europe Conference of Ministers responsible for Regional/Spatial Planning in France in 2013.

As Mr Francisco Nunes Correia, Minister for Environment, Spatial Planning and Regional Development of Portugal and President of the 14th CEMAT Session said, “The Ministers of the CEMAT are the ‘guardian of the European Territory’ and, as such, it is their duty to leave to future generations a more balanced, better integrated and territorially more cohesive continent, but one which is more competitive and sustainable and provides quality of life to all its inhabitants”.

Maguelonne Dejeant-Pons  
Executive Secretary of the CEMAT, Council of Europe

Website of the European Conference of Ministers responsible for Regional/Spatial Planning (CEMAT): [www.coe.int/CEMAT](http://www.coe.int/CEMAT)

# **I. Texts adopted by the Committee of Ministers of the Council of Europe concerning the Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT-Council of Europe)**

## **Recommendation No. R (84) 2 of the Committee of Ministers to the Member States of the Council of Europe on the European Regional/Spatial Planning Charter (Torremolinos Charter)**

*Adopted by the Committee of Ministers on 25 January 1984 at the 366th meeting of the Ministers' Deputies*

The Committee of Ministers, under the terms of Article 15.b of the Statute of the Council of Europe,

Recognising that the aim of the Council of Europe is to achieve a greater unity between its members for the purpose of safeguarding and realising the ideals and principles which are their common heritage and facilitating their economic and social progress;

Having regard to Consultative Assembly Resolution 687 (1979) on European regional planning;

Having regard to the opinion of the Standing Conference of Local and Regional Authorities of Europe on the preparation of a European Regional Planning Charter appended to its Resolution 113 (1980) on the progress of European integration;

Considering that regional/spatial planning is a tool which is important to the progress of European society and that closer international co-operation in this field is a valuable means of strengthening European identity;

Convinced that in order to achieve co-operation in this field it is necessary to analyse national, regional and local conceptions of regional/spatial planning with a view to the adoption of common principles (designed, in particular, to reduce regional disparities) and hence to the achievement of a better general conception of the use and organisation of space, the distribution of activities, environmental protection and the improvement of the quality of life;

Convinced that the radical changes which have occurred in the economic and social patterns of the European countries and in their relations with other parts of the world make it necessary to review the principles governing the organisation of space in order to ensure that they are not formulated solely on the basis of short-term economic objectives without due consideration for social, cultural and environmental factors;

Considering that the objectives of regional/spatial planning necessitate new criteria for the choice of the direction in which technical progress is pursued and the use to which it is put, and that these criteria need to be in keeping with economic, social and environmental requirements;

Convinced that all European citizens should have the opportunity in an appropriate institutional framework to take part in the devising and implementation of all regional/spatial planning measures,

Recommends that the governments of member states:

*a.* base their national policies on the principles and objectives set out in the European Regional/Spatial Planning Charter prepared and adopted by the European Conference of Ministers responsible for Regional Planning and appended to this recommendation;

*b.* ensure that the Charter is distributed as widely as possible among the public and among politicians at local, regional, national and international level.

## **Appendix to Recommendation No. R (84) 2**

### **The European Regional/Spatial Planning Charter**

#### **The concept of regional/spatial planning**

Regional/spatial planning gives geographical expression to the economic, social, cultural and ecological policies of society.

It is at the same time a scientific discipline, an administrative technique and a policy developed as an interdisciplinary and comprehensive approach directed towards a balanced regional development and the physical organisation of space according to an overall strategy.

#### *Its European dimension*

Regional/spatial planning contributes to a better spatial organisation in Europe and to the finding of solutions for problems which go beyond the national framework and thus aims to create a feeling of common identity, having regard to North–South and East–West relations.

#### *Its characteristics*

Man and his well-being, as well as his interaction with the environment, are the central concern of regional/spatial planning, its aims being to provide each individual with an environment and quality of life conducive to the development of his personality in surroundings planned on a human scale.

Regional/spatial planning should be democratic, comprehensive, functional and orientated towards the longer term.

Democratic:                      it should be conducted in such a way as to ensure the participation of the people concerned and their political representatives,

Comprehensive:                it should ensure the co-ordination of the various sectoral policies and integrate them in an overall approach,

- Functional: it needs to take account of the existence of regional consciousness based on common values, culture and interests sometimes crossing administrative and territorial boundaries, while taking account of institutional arrangements of the different countries,
- Long-term orientated: it should analyse and take into consideration the long-term trends and developments of economic, social, cultural, ecological and environmental phenomena and interventions.

### *Its operation*

Regional/spatial planning must take into consideration the existence of a multitude of individual and institutional decision-makers which influence the organisation of space, the uncertainty of all forecasting studies, the market pressures, the special features of administrative systems and the differing socio-economic and environmental conditions.

It must however strive to reconcile these influences in the most harmonious way possible.

### **The fundamental objectives**

Regional/spatial planning seeks at one and the same time to achieve four aims.

#### *Balanced socio-economic development of the regions*

Taking into consideration the economic processes affecting Europe as a whole, the specific regional characteristics and the important role of development axes and communication networks, it should control the growth of regions which are congested or developing too fast, encourage the development of backward regions, and maintain or adapt the infrastructures that are essential to the stimulation of economic recovery in declining regions or those threatened with serious employment problems, particularly through manpower migration at European level. Peripheral areas which have special requirements and structural potential for socio-economic rebalancing should be better linked up to the industrial and economic centres of Europe.

#### *Improvement of the quality of life*

It encourages improvement in the quality of everyday life, in respect of housing, work, culture, leisure or relationships within human communities, and the enhancement of the well-being of each individual through the creation of jobs and the provision of economic, social and cultural amenities which meet the aspirations of different sections of the population and which are sited in places where they will be used to the optimum.

#### *Responsible management of natural resources and protection of the environment*

By promoting strategies to minimise conflicts between the growing demand for natural resources and the need to conserve them, it seeks to ensure responsible



management of the environment, the resources of land, subsoil, air, water, energy resources, fauna and flora, paying special attention to areas of natural beauty and to the cultural and architectural heritage.

#### *Rational use of land*

In pursuit of the above defined objectives, it is concerned in particular with the location, organisation and development of large urban and industrial complexes, major infrastructures, and the protection of agricultural and forestry land. Every regional/spatial planning policy must be necessarily accompanied by a land-use policy in order to make it possible to achieve objectives which are in the public interest.

#### **Implementation of regional/spatial planning objectives**

The achievement of regional/spatial planning objectives is essentially a political matter.

Many private and public agencies contribute by their actions to developing and changing the organisation of space. Regional/spatial planning reflects the desire for interdisciplinary integration and co-ordination, and for co-operation between the authorities involved.

#### *It seeks co-ordination between the various sectors*

This effort for co-ordination concerns mainly the distribution of population, economic activities, habitat, public facilities and power supplies; transport; water supply and purification noise prevention and waste disposal; protection of the environment and of natural, historical, cultural assets and resources.

#### *It facilitates co-ordination and co-operation between the various levels of decision-making and the equalisation of financial resources*

The various authorities involved in regional/spatial planning policy need to be given the power to take and carry out decisions, as well as adequate financial means. In order to ensure optimal co-ordination between local, regional, national and European levels, also as regards transfrontier co-operation, their action must always take into account any measures introduced or planned at the level above or below their own and, consequently, they must keep one another regularly informed.

*At local level:* co-ordination of local authority development plans, having regard to the essential interests of regional and national planning;

*At regional level:* the most appropriate level at which to pursue a regional/spatial planning policy, co-ordination between the regional authorities themselves and local and national authorities, as well as between regions of neighbouring countries;

*At national level:* co-ordination of different regional/spatial planning policies and regional aid arrangements as well as harmonisation of the national and regional objectives;

*At European level:* co-ordination of regional/spatial planning policies in order to achieve objectives of European importance and general balanced development.

### *Public participation*

Any regional/spatial planning policy, at whatever level, must be based on active citizen participation. It is essential that the citizen be informed clearly and in a comprehensive way at all stages of the planning process and in the framework of institutional structures and procedures.

### **Strengthening European co-operation**

The European Conference of Ministers responsible for Regional Planning (CEMAT) constitutes the ideal political instrument for co-operation and initiative at European level.

– It will intensify relations with the bodies of the Council of Europe and the European Community, as well as with the relevant intergovernmental organisations. It will present regular progress reports on European co-operation in this field to the Parliamentary Assembly and the Standing Conference of Local and Regional Authorities of Europe.

– Besides organising and intensifying political co-operation between states, it will promote co-operation in the main technical planning fields such as long-range forecasting, regional statistics, cartography and terminology. It must acquire the scientific, administrative, technical and financial tools essential to the pursuit of its aims, in particular by drawing up a European regional planning concept.

The ministers ask all institutions, administrations and organisations dealing with regional planning problems to have regard in their work to the contents of the Charter.

The Charter can be revised with a view to adapting it to the needs of European society.

The ministers undertake to recommend to their respective governments that the principles and aims set forth in the Charter be taken into consideration and that international co-operation be promoted with a view to achieving real European planning.

### **Appendix to the European Regional/Spatial Planning Charter**

#### *Specific objectives*

All principles set down in the present Charter have already been developed in the work of the European Conference of Ministers responsible for Regional Planning on rural, urban, frontier, mountain and coastal areas, and on islands.

Rural areas with a primarily agricultural function have a fundamental role to play. It is essential to create acceptable living conditions in the countryside, as regards all economic, social, cultural and ecological aspects as well as infrastructures and amenities, while distinguishing between under-developed and peripheral rural regions and those close to large conurbations.

In such areas the development of the urban framework, of social and economic structures and of transport must take account, in all spheres, of their specific functions and in particular of the conservation and management of the natural landscape.

Urban areas contribute greatly to the development of Europe and usually present the problem of controlling their growth.

A balanced urban structure requires the systematic implementation of plans for land use and the application of guidelines for the development of economic activities for the benefit of the living conditions of town dwellers.

Special attention should be paid to the improvement of living conditions, the promotion of public transport and to all measures to curb the excessive movement of population away from the town centres to the periphery.

The rehabilitation of the architectural heritage, monuments and sites must be an integral part of an overall town and country planning policy.

Frontier areas, more than all others, need a policy of co-ordination between states. The purpose of such a policy is to open up the frontiers and institute transfrontier consultation and co-operation and joint use of infrastructure facilities. States should facilitate direct contacts between the regions and localities concerned in accordance with the European Outline Convention on transfrontier co-operation between territorial authorities in order to promote increasingly close contacts between the populations concerned.

In frontier areas, no project which could have harmful consequences for the environment of neighbouring countries should be carried out without previous consultation of those states.

Mountain areas: In view of the importance of these areas for the ecological, economic, social, cultural and agricultural functions they fulfil and their value as depositories of natural resources, and of the many constraints from which they suffer in these fields of activity, spatial management policy must give special and suitable consideration to the preservation and development of mountain regions.

Regions with structural weaknesses where living and working conditions have made little progress, particularly for historical reasons, or which could be left behind by changes in their economic base, need special assistance related to the disparities which exist between living and working conditions within the various states.

Regions in decline: Specific policies should be developed in favour of regions where economic activity has strongly slowed down following industrial restructuring and ageing of their infrastructure and of their industrial equipment, very often monostructured. This situation is accelerated by the worldwide competition resulting from the new international division of labour.

Coastal areas and islands: The development of mass tourism and transport in Europe and the industrialisation of coastal areas, islands and the sea, demand specific policies for these regions in order to ensure their balanced development and coordinated urbanisation, bearing in mind the requirements of environmental conservation and regional characteristics. Regard must be given to the specific role and functions of coastal areas in the land-sea relationship and of sea-transport possibilities.

## **Recommendation Rec (2002) 1 of the Committee of Ministers to the Member States of the Council of Europe on the Guiding Principles for Sustainable Spatial Development of the European Continent**

*Adopted by the Committee of Ministers on 30 January 2002 at the 781st meeting of the Ministers' Deputies*

The Committee of Ministers of the Council of Europe, under the terms of Article 15.b of the Statute of the Council of Europe,

Believing that social cohesion in Europe, which was defined as one of the main objectives of the Council of Europe by the heads of state and government of the member states of the Council of Europe at their Second Summit on 10 and 11 October 1997, has to be accompanied by sustainable spatial development policies that bring the social as well as the economic requirements to be met by the territory into line with its ecological and cultural functions;

Considering that one of the aims of the Council of Europe is to strengthen local and regional democracy in Europe by means of a territorially more balanced development of the European continent;

Considering that the Council of Europe is the European Organisation in which all the states of Europe can co-operate on an equal footing and that the European Conference of Ministers responsible for Regional Planning of the member states of the Council of Europe (CEMAT) and its Committee constitute a suitable political body to contribute to the co-ordination of common, Europe-wide territorial development goals and strategies;

Convinced that the trans-European, inter-regional and transfrontier co-operation between states, regional authorities and local authorities in the sphere of spatial development has to be strengthened, especially between the countries of west Europe and central and east Europe in order to ensure the social and territorial cohesion of the European continent as a whole;

Having regard to the legal texts existing at international level in the field of protection and management of the natural and cultural heritage, regional and spatial planning, local self-government and transfrontier co-operation, in particular the European Cultural Convention (Paris, 19 December 1954), the 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), the European Convention on the Protection of the Archaeological Heritage (revised) (Valletta, 16 January 1992), the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities (Madrid, 21 May 1980) and its additional protocols and the European Charter of Local Self-government (Strasbourg, 15 October 1985);

Taking into consideration the Recommendation No. R (84) 2 of the Committee of Ministers to the member states of the Council of Europe on the European Regional/Spatial Planning Charter (Torremolinos Charter);

Considering Recommendation No. R (2000) 1 of the Committee of Ministers to the member states of the Council of Europe on fostering transfrontier co-operation between territorial communities or authorities in the cultural field and Resolution (98) 4 of the Committee of Ministers on the cultural routes of the Council of Europe;

Considering the Guiding Principles for Sustainable Spatial Development of the European Continent as adopted by Resolution No. 1 on A 10-point programme for greater cohesion among the regions of Europe at the 12th Session of the European Conference of Ministers responsible for Regional Planning held in Hanover (Germany) on 7 and 8 September 2000 and as they appear in the appendix, to be:

- a major contribution for implementation of the strategy of social cohesion adopted at the Second Summit of Heads of State and Government of Council of Europe member states in 1997;
- a policy framework document which takes into account the relevant activities of the Council of Europe and its bodies, and in particular the work of its Parliamentary Assembly and its Congress of Local and Regional Authorities of Europe (CLRAE), in the field of continental spatial development policy and which could contribute to strengthen the European integration process by means of transfrontier, inter-regional and transnational co-operation;
- a coherent strategy for the integrated and regionally balanced development of our continent, while based on the principles of subsidiarity and reciprocity, strengthens competitiveness, co-operation and solidarity among local and regional authorities across borders, thereby making a contribution to democratic stability in Europe;

Recalling its decision of 7 February 2001 (740/9.1 – CM(2001)6) to take into consideration the Guiding Principles for Sustainable Spatial Development of the European Continent when giving its opinion on projects with spatial impacts,

Recommends that the member states of the Council of Europe:

- use the Guiding Principles for Sustainable Spatial Development of the European Continent, as they appear in the Appendix, as a basis for planning and spatial development measures;
- implement these Guiding Principles in spatial development projects as appropriate;
- continue in establishing regional governmental and administrative bodies in order to facilitate better spatial integration of the various regions of Europe.

## **Appendix to Recommendation Rec(2002)1**

### **Guiding principles for sustainable spatial development of the European continent**

#### **Foreword**

1. The past decade has witnessed decisive and historic steps for European integration; new tasks and priorities for the Council of Europe result from this. In adopting the Guiding Principles for Sustainable Spatial Development of the European Continent, the European Conference of Ministers responsible for Regional

Planning (CEMAT) is making its contribution to a strategy of social cohesion. The Guiding Principles stress the territorial dimension of human rights and democracy. Their objective is to define spatial development policy measures through which people in all the member states of the Council of Europe can achieve an acceptable standard of living. This is an essential precondition for the stabilisation of democratic structures in Europe's regions and municipalities.

2. The Guiding Principles are based on the European Charter for Regional/Spatial Planning (Torremolinos Charter, 1983). This charter sets out principles for national and European policies designed to improve the spatial organisation of the then 22 member states of the Council of Europe and to resolve problems extending beyond national frontiers.

3. The Council of Europe now includes 41 member states and covers – with a few exceptions – the European continent as well as northern parts of the continent of Asia. For the first time, almost all European states are united in supporting human rights and democracy; the Council of Europe has gained a continental significance. The Guiding Principles aim to ensure that all regions and municipalities can actively participate in this process of European integration and democratisation. In this respect, the gap between the “two Europes”, that is, between the old and the new members of the Council of Europe, including their regions and municipalities, should be rapidly bridged.

4. The European continent is characterised by diversity. The implementation of sustainable development principles valid at Europe-wide level, must be organised equally at national, regional and local levels. The Guiding Principles advocate the subsidiarity and reciprocity principles as a prerequisite for democracy and also as a means of preserving the “unity in diversity” bequeathed to Europe by its history and geography.

5. The Guiding Principles for Sustainable Spatial Development of the European Continent offer the member states of the Council of Europe – including their regions and municipalities – a flexible and forward-looking framework for co-operation. They represent a vision or concept for sustainable development aimed at the various political and societal bodies working at various levels inside and outside governments and administrations, preparing our future through their activities. Acceptance of these policy guidelines is based on voluntary co-operation. They are not legally binding.

### **I. Contribution of the Guiding Principles to the implementation of the social cohesion policy of the Council of Europe**

6. In 1989 Europe emerged from several decades of political division, in which not only economic systems but the whole way society was organised totally diverged. Since then, democratic Europe has grown from 22 to 41 countries, so that the area of the Council of Europe now has 770 million inhabitants representing nearly 14% of the world's population (see Table 1). With the accession of new states, economic disparities between the member states of the Council of Europe have increased. The GDP per head (measured in purchasing power parity) is above US\$20 000 in 14 old member states while it is below US\$5 000 in 11 new member states (see Table 2). Considered in absolute and worldwide terms, Europe's GDP, which amounts to

US\$9.9 trillion (1995), is higher than that of the states belonging to the North American Free Trade Agreement (Nafta) (US\$7.9 trillion). However, when expressed in relation to population, it amounts to US\$12 000 which is clearly below the level of Nafta (US\$20 000). It is, however, higher than that of Mercosur (US\$5 000), the Latin American free trade zone.

7. In response to these differences in social conditions, the heads of state and government declared at the Council of Europe's Strasbourg Summit in October 1997 that "social cohesion is one of the foremost needs of the wider Europe". They instructed the Committee of Ministers "to define a social cohesion strategy to respond to the challenges in society". The European Conference of Ministers responsible for Regional Planning (CEMAT) should also make its contribution to the attainment of this objective, promoting the sustainable and regionally-balanced development of all European regions. This should contribute to the reinforcement of democratic structures in the Council of Europe's regions and municipalities and to the improvement of Europe's international competitiveness.

8. The Guiding Principles for Sustainable Spatial Development of the European Continent take account, in accordance with the concept of sustainability, of the needs of all the inhabitants of Europe's regions, without compromising the fundamental rights and development prospects of future generations. They aim in particular at bringing the economic and social requirements to be met by the territory into harmony with its ecological and cultural functions and at contributing in this way to long-term, large-scale and balanced spatial development. The implementation of the Guiding Principles therefore requires close co-operation between spatial planning and sectoral policies, which influence through their measures the spatial structures in Europe (spatial development policy). The Guiding Principles also take account of international co-operation at global level, as for instance in the context of the United Nations Commission on Sustainable Development.

9. The Guiding Principles draw conclusions from a variety of Council of Europe documents. These are in particular the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities, the 1983 Torremolinos Charter, the analytical work for a European regional planning strategy, the European Charter of Local Self-Government and the draft charter of regional self-government. The document also takes account of the European Union's European Spatial Development Perspective (ESDP), the Baltic Agenda 21, and existing regional development strategies for individual areas of Europe, such as the Vision and Strategies around the Baltic Sea (Vasab 2010 – 11 co-operating countries), the Structure Scheme for Benelux (three co-operating countries) and the Strategy for Integrated Spatial Development in Central, Adriatic and Danubian Europe (Vision Planet – 12 co-operating countries at present).

## **II. Spatial development policies in Europe: new continent-wide challenges and prospects**

10. Recognising the continental dimension of the Council of Europe opens up new prospects for spatial planning policy, and at the same time exposes it to new challenges. In a world subject to growing globalisation, the European continent must maintain and confirm its economic position. Specific potentialities of the European



continent, which should be more fully exploited, may be seen in the range of landscapes and cultures that have shaped its territory, the development of mutual support and co-operation in the different areas of the continent and in the integration of western, eastern, southern and northern Europe.

### *1. Intercontinental relationships as strategic elements for European spatial development policy*

11. Particular development opportunities on the European continent result from its geographical situation. This is characterised by an increasingly permeable link with Asia and by nearly 100 000 km of coastline.

12. Since Asia is the most densely populated continent in the world and its economic growth rate is generally high, the opportunity arises to promote the potential offered by the land bridge between the Council of Europe's eastern member countries (particularly the Russian Federation, those bordering the Black Sea, and Greece) and the Middle and Far East, especially through the development of new trading corridors. The eastern fringe of Europe could then become a focus for trade and co-operation between Europe and Asia. The development and organisation of energy and transport networks are particularly significant in this context.

13. Trade flows between Europe and the emerging new economic blocs on other continents, such as Mercosur, NAFTA and ASEAN, are steadily growing in the context of economic globalisation. The oceans are considered as an important resource for the future and sea transport is increasingly competitive. Many coastal regions and islands should benefit from the development of a modern maritime economy, which goes well beyond shipping activities to include, for example, specific new technologies, the exploitation of marine resources and sustainable international tourism. A prerequisite is the presence, in the coastal areas on the continent, of dynamic ports with efficient hinterland connections.

14. Europe's proximity to North Africa, which is increasing, thanks to new means of communication and transport, and the rapid population growth on the southern shore of the Mediterranean, make closer co-operation between all European and African countries bordering the Mediterranean necessary. This concerns, in particular, more intensive co-operation in the economic and tourism field as well as a greater use of the natural and cultural heritage in urban and regional development. In order to enable a more balanced, sustainable and integrated development of the Euro-Mediterranean region to take place, economic and social development in the European part of the Mediterranean region should also be accompanied by a corresponding spatial development policy. In the field of co-operation programmes, efficient synergies and co-ordination between the appropriate European Union assistance programmes, Interreg and Meda, should be made possible (see paragraph 72).

15. Moreover, with 290 million visitors from outside Europe in 1992, Europe is the world's leading international tourist destination and available forecasts indicate a doubling of the number up to 2020. With its opportunities and its risks, the international tourism economy is therefore an important strategic element in Europe's spatial development. Tourism development focuses on the most attractive, but also the most environmentally and culturally sensitive areas in Europe. This

applies particularly to coastal areas, above all the Mediterranean, islands, certain valleys, the Alps and other mountain ranges, many natural areas and various historic towns and other valuable sites from the standpoint of the history of civilisation.

## *2. The multiplicity of cultures*

16. The European continent is characterised by a multiplicity of cultures with regional, national and transnational importance, of which the roughly 60 languages spoken are simply one indication. The diversity of cultures has influenced the forms of expression (languages, music, painting, architecture, etc.) as well as the specificity of economic activities, housing, leisure and mobility. These cultures have shaped to a considerable extent the diversity of landscapes, towns and settlement patterns, as well as the architectural heritage of Europe. This cultural diversity, which has been in the past a source of tension and conflict, nowadays represents an inestimable potential for sustainable spatial development. Modern forms of socio-economic and technological development should not level down cultural identities. The Granada Convention on the Conservation of the Architectural Heritage of Europe (Council of Europe, 1985), the Valetta European Convention on the Protection of the Archaeological Heritage (Council of Europe, 1992) as well as the Florence Charter on the Protection of Historic Parks and Gardens (Icomos-Ifla, 1981) contain important principles for the conservation and enhancement of the cultural heritage in the context of sustainable spatial development.

## *3. Large European regions as a basis for mutual support and co-operation*

17. Europe's social cohesion is strengthened by transnational co-operation within large European regions. One of the co-operation partners is the European Union, for which the European Spatial Development Perspective (ESDP) defines spatial development principles and co-operation objectives. Within the European Union there are, in turn, several areas of international co-operation such as the Alps and the North Sea region. For several years, these regions have been the focus of numerous co-operation projects aimed at strengthening balanced regional development. Outside the European Union or overlapping with it, transnational co-operation is taking place in the Baltic Sea region, in South-Eastern Europe and in the Danubian region, as well as in the Barents Sea region and the region of the Northern Dimension Initiative (see paragraph 71).

18. In the context of economic integration and globalisation, in addition to the desired economic growth impetus, negative impacts – for instance, on environmental conditions and social cohesion – are also found. There is a risk, in particular in the new member states, that only isolated growth areas around metropolitan regions are being developed and that other areas within the Council of Europe with towns and cities of varying size and rural areas are being disconnected from the growth process. However, Europe has the potential for achieving a polycentric development pattern, with a number of significant growth areas, including ones on the periphery, organised as urban networks, which will create a dynamism and the necessary external economies of scale to attract further investment. Polycentric development also contributes to the lowering of environmental pressures and social tension and helps to stabilise democratic structures. Simply reproducing a centre-periphery model across Europe would be equally damaging for the centre and for the periphery

and would not correspond to the historical development of the continent's settlement pattern. Greater integration of settlement areas within and between Europe's large regions is essential for the establishment of new growth processes in the outlying parts of Europe, which can lead to the long-term strengthening of its urban structure and make it more competitive.

19. In addition to the metropolitan areas, the gateway cities through which communications and trade with other continents flow (for instance, cities with ports, airports, trade fairs and cultural centres) represent a step towards a polycentric, continent-wide growth model. While gateway cities developed in the past, in particular along Europe's western and southern coasts, opportunities for the emergence of gateway cities in Europe's eastern periphery result nowadays from the development of new transport and energy corridors towards Asia.

20. The European Union's Trans-European Transport Network, the Pan-European Corridors and Areas, and the Transport Infrastructure Needs Assessment (Tina) network in the associate countries (the spine of which is provided by the pan-European corridors) together provide a framework for Europe's transport infrastructure. Their priority is to link up the metropolitan areas. The Pan-European Transport Network reflects the European Union's decisions and the work of the three pan-European transport conferences and of the working group responsible for the assessment of priority infrastructure needs in the associate countries. A true pan-European transport policy is all the more urgent as traffic congestion reaches unacceptable levels, the railway networks need urgent modernisation in many European regions, waterways, short-sea shipping and maritime routes are under-utilised and pressure on the environment does not seem to be decreasing.

21. In this respect, the growth in trade between areas that are geographically remote from each other makes a review of the organisation of transport systems necessary. When all the options are considered from a continental point of view, alternative routes, particularly in conjunction with currently less-used modes of transport, could turn out to be competitive over long distances.

#### *4. Integration of the old and new member states*

22. The economic integration of the old and new member states of the Council of Europe is progressing rapidly. In spite of significant progress already achieved in moving closer together, significant challenges still remain on the way towards social cohesion in Europe, resulting mainly from East-West differences in living standards. Most effort has to be devoted to improving the infrastructure, developing border, rural and backward regions and strengthening small and medium-sized towns, etc. Policy must be directed towards growth, based on closer integration with regional and transport policy and on more co-operation with the private sector and should take into account the requirements of environmental protection through appropriate environmental impact assessments. The development of new communications technologies is also likely to contribute significantly to the integration of old and new member states of the Council of Europe through the increasing exchange of information and know-how.

### **III. Specific role of the private sector in spatial development**

23. Private investments are among the driving forces of social, and therefore of spatial, development. One of the most significant tasks of spatial planning policy consists in providing private investors, in accordance with the objectives of planning policy, with forward-looking development perspectives and planning security. Together with the relevant sectoral policies, spatial development policy should also contribute to increasing the attractiveness of municipalities and regions for private investments at regional and local levels in a manner compatible with public interests.

24. Privately-financed large-scale projects should be harmonised with the development perspectives of “their” region at an early stage. In this way, large projects such as high-speed railways together with their nodal points, freight centres, airports and congress/conference centres, when based on appropriate long-term spatial planning, can produce significant dynamism in the field of economic development in the surrounding areas and contribute to spatially balanced development. The respective administrative authorities have to ensure that the multiplier effects of large development projects benefit cities and municipalities in the surrounding areas. Spatial development policy can also contribute in this way to reducing damaging competition between local authorities, which in turn has positive effects on the investment climate.

25. The attractiveness of many European regions for foreign investments should be increased. The trends of the past decade show that foreign direct investments were unequally distributed over the European continent. Their total in the 1994 to 1996 period was almost seven times higher in the old member states than in the new member states, which are facing significant investment requirements for the modernisation of their spatial and settlement structure (see Table I).

26. Because there is insufficient public finance available to cover society’s needs, particularly for technical and social infrastructure, and their associated services, private investment will be required to make a greater contribution in the coming years to achieving the objectives of regional development. Support must be given to public-private partnerships that are developing in areas formerly confined to the public sector. This applies in particular to various infrastructure and service fields (transport, telecommunications, water supply, health, education, etc.) and the field of local development. Together with private capital, the experience of the market economy in the field of project management should also be more intensively used. Public-private partnerships should be considered in all European regions as complementing public services, which will continue to have important functions to fulfil.

27. One key to the success of public-private partnerships is an effective administrative structure not only at national level, but also at regional and local levels. It must be capable of establishing a framework for private investors and efficiently monitoring the implementation of projects. The contractual rules must therefore be clearly laid down.

28. In the context of regionally balanced and sustainable development, the housing sector has a particular part to play because of its societal function, its quantitative significance and its multiplier effects on the economy and employment. Economic

growth and demographic changes result together in changing demand for housing in quantitative, qualitative and locational terms.

29. Housing construction is, together with the renewal and modernisation of the existing housing stock, one of the most important investment sectors in the economy and is largely financed by the private sector. The promotion of rented housing and home ownership is resulting in a mobilisation of private capital several times higher than the amount of subsidies. Promoting housing is important not only in terms of housing and regional policy, but also in terms of ownership policy. This last aspect is increasingly important in relation to the necessity, resulting from demographic changes, for people to meet their financial needs in old age to a greater extent themselves.

#### **IV. Principles of a planning policy for sustainable development in Europe**

30. The development of a sustainable spatial development policy for the territory of the Council of Europe should be based on the following principles of a regionally more balanced development:

##### *1. Promoting territorial cohesion through a more balanced social and economic development of regions and improved competitiveness*

31. Spatially relevant decisions and investments should be based on a polycentric development model, both at European level and at national and regional levels. This means that the attractiveness of Europe's metropolitan areas and gateway cities should be further developed and that the attractiveness of structurally weak regions for economic investment should be strengthened. This is particularly important in the case of old industrial regions and rural areas. To achieve this, regional and local authorities should be put in a position to actively implement spatial development policy. This requires the existence of democratically-legitimised territorial authorities, a high standard of administrative practice and applied policy, as well as increased involvement of citizen and societal groups in spatial development planning.

##### *2. Encouraging development generated by urban functions and improving the relationship between the town and the countryside*

32. Urban systems and functions, including small and medium-sized urban centres in rural regions, should be developed so as to facilitate country dwellers' access to them. The establishment and strengthening of networks of towns increases the complementarity of these towns and creates synergy and economies of scale, encourages specialisation and creates benefits for economic competition while avoiding the associated pitfalls.

33. Urban-rural partnerships have an increasingly important part to play, in particular in the fields of balanced structure of the urban framework, development of public transport networks, the revitalisation and diversification of rural economies, the increase in the productivity of infrastructures, the development of recreation areas for urban dwellers and the protection and enhancement of the natural and cultural heritage. A condition for efficient urban-rural partnerships is good co-operation on a basis of equity between local authorities.

### *3. Promoting more balanced accessibility*

34. The Pan-European Transport Network has to be rapidly completed, as a prerequisite for ensuring good accessibility anywhere in the European continent, and should be reinforced (see paragraph 20). Agreements already concluded on the shaping of networks may have to be scrutinised and supplemented from the point of view of spatial development.

35. In the interests of achieving a regionally more balanced development, links between small and medium-sized towns as well as rural and island areas and the trans-European networks and transport centres (railways, motorways, navigable waterways and ports, airports or intermodal centres) should be improved. Regional accessibility must also be increased through the elimination of missing intra-regional links. Considering the ongoing growth of traffic flows, integrated strategies taking into account the various transport modes and – on an equal basis – spatial planning policy requirements, are necessary. The lower environmental impact of railways, waterways and maritime transport should be taken into account in doing this.

### *4. Developing access to information and knowledge*

36. The emergence of the information society is currently one of the most significant phenomena reshaping society and its territorial structure. Particular attention should be paid to all regions to make sure that access to information is not restricted by physical and other constraints. Telecommunications networks should be improved and extended to cover the whole area. Tariffs should not be prohibitive. Encouragement should be given to national and regional interfaces between information suppliers and potential users, such as technology parks, technology transfer institutes and research and training centres, and to the establishment of on-line data banks, covering areas such as products, skills and tourism, to enable all regions to market themselves and increase their links with the global economy.

### *5. Reducing environmental damage*

37. Environmental problems that may result from inadequate co-ordination of sectoral policies or local decisions have to be prevented. To this end, spatial planning policy must give support to preventing or mitigating various kinds of environmental harm, for example, by promoting less damaging agricultural or forestry practices, encouraging more environment-friendly forms of transport and energy systems, regenerating derelict urban areas and rehabilitating their environment, preventing industrial accidents, regenerating areas damaged by industrial pollution and former military activities as well as by containing suburbanisation.

### *6. Enhancing and protecting natural resources and the natural heritage*

38. Natural resources contribute not only to properly balanced ecosystems but also to the attractiveness of regions, their recreational value and the general quality of life. They must, therefore, be protected. The Convention on the Conservation of European Wildlife and Natural Habitats (Bern Convention, 1979) and the Pan-European Biological and Landscape Diversity Strategy must also be taken into account in a sustainable spatial planning policy.

39. Integrated strategies for managing water resources should include, among other things, the protection of surface and ground water, monitoring farmers' use of fertilisers and irrigation, sewage treatment, and so on. Inter-regional transfers of water should only be considered when the local resources are insufficient or cannot be used at an economically reasonable price. In order to protect the quality of drinking water from underground sources, it is essential to ensure that any expansion in water supply networks is matched by an equivalent increase in drainage and sewage treatment and disposal facilities.

40. Spatial planning policy is concerned with re-establishing and conserving ecosystems including ecological networks, as well as wetlands, which form part of such networks. Special attention must be paid to sensitive as well as high ecological value surfaces and spaces (wetlands and so on). In order to achieve this objective, various ecological elements, such as semi-natural areas, water resources, healthy climates and derelict industrial sites needing restoration, or buffer zones must be identified. Appropriate measures are needed to deal with them. The establishment of a coherent network of special protection areas within the European Union and the applicant countries, called Natura 2000, is one of the measures contributing to this goal. In conjunction with the European Conference of Ministers "Environment for Europe", the development of these networks should be developed on a Europe-wide scale.

#### *7. Enhancing the cultural heritage as a factor for development*

41. Increasing the appeal of localities and regions for investors, tourists and the general public by enhancing the cultural heritage makes an important contribution to economic development and to strengthening regional identity. Spatial development policy should contribute to integrated management of the cultural heritage conceived as an evolutionary process protecting and conserving the heritage and taking into account the needs of modern society. Many countries contain monuments to and bear traces of various artistic schools and movements, reflected, for example, in the Renaissance route, the routes of the Reformation and Counter-Reformation, the Venetian, Byzantine and Ottoman routes, the Hanseatic and Viking routes, the *Art nouveau* and modern art routes. Their identification and the development of common approaches to conservation, restoration and use should be the subject of a great cultural routes programme. In the same way, valuable heritage forming part of European industrial and social history could be included in the cultural routes and so be preserved for the benefit of future generations. Not only conservation of the past is at stake, but also harmony and creativity in the spatial relationship between modern architecture, urban design and the traditional heritage.

42. In many member states, there are aspects of the cultural and historical heritage which, on account of historical changes, events and changing frontiers, belong not just to one but to several nations, language communities and religious groups, some of whom no longer even live in the regions concerned. Spatial development policy has to preserve and respect the memory of every nationality, language community and religious group which has created a specific aspect of cultural heritage.

### *8. Developing energy resources while maintaining safety*

43. Spatial development policy supports the promotion of renewable energy sources as coherent, environment-friendly systems and the completion of energy transport networks at pan-European level. Particular attention should be paid to developing the transport of oil and gas from the North Sea, the Caspian Sea region and the Russian Federation.

44. In view of the high levels of energy consumption in some economies, priority must be given to more efficient use of the energy and facilities already available. The energy efficiency of conventional power stations should be improved and air pollution reduced. This also contributes to reducing global warming.

45. The security of older nuclear power plants should be increased. In addition, there are on the European continent numerous nuclear power plants whose service life will come to an end in the coming decades. The sites where they are located will have to be rehabilitated. This will result in new tasks for spatial development policy.

### *9. Encouraging high quality, sustainable tourism*

46. Spatial development policy should be aimed at using the development opportunities provided by tourism, in particular in the case of disadvantaged regions. Priority should be given to developing forms of high quality and sustainable tourism. In that regard, urban and spatial development policies play a particular role. Generally, what is needed is a thorough understanding of ecosystems and of the number of visitors an area can support, as well as new control instruments (regional impact assessments). Forms of “soft tourism” that are carefully adapted to local and regional circumstances, such as ecotourism, can offer many regions a vital opportunity for development which should be exploited in the future.

### *10. Limitation of the impact of natural disasters*

47. Natural disasters such as earthquakes, hurricanes, flooding, avalanches, forest fires and mudslides are causing considerable damage in Europe every year with serious consequences for people’s lives and health, for the economy, for the settlement structure and for landscapes. Preventive measures should be taken in the context of spatial development policies aimed at limiting the extent of damage and at making the settlement structure less vulnerable. This should include, for example, measures in the field of land use and building.

## **V. Spatial development measures for different types of European regions**

48. In addition to the principles related to a sustainable spatial development policy, more detailed spatial development measures for European cultural landscapes as well as specific measures aimed at achieving a more regionally-balanced and sustainable development in the individual regions of Europe are proposed. These areas are characterised by their very nature by a high degree of diversity and partly overlap. The actors concerned have to decide which of the proposed measures should be taken with which level of priority in spatial development policy.



## *1. Landscapes*

49. Europe is composed of a plurality of landscapes. They are a significant part of European heritage and a witness of the past and present relationships between man and his natural and built environments. Developments in production techniques in agriculture, forestry and industry and changes in town planning, transport, other types of infrastructure, tourism and leisure-time behaviour are accelerating the transformation of European landscapes and can also have a negative impact on their quality and use. This not only concerns valuable natural landscapes, but applies generally to all types of cultural landscape, especially those that are an essential component of the urban environment.

50. 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. Appropriate measures in the field of landscape protection include:

- the integration of landscape development into spatial planning as well as into sectoral policies such as those related to the economy, agriculture, infrastructure and urban development, culture, environment or social development, which all have direct or indirect effects on the development of landscapes;
- the examination and general assessment of landscapes, the analysis of their characteristics, of their ecosystems and of the forces and pressures transforming them; the definition and use of landscape-quality objectives;
- the implementation of integrated policies aimed at simultaneously protecting, managing and planning landscapes;
- the consideration of landscape development in international programmes;
- stronger cross-border, transnational and inter-regional co-operation in the fields of landscape development, exchange of experience and research projects involving in particular local and regional authorities;
- the strengthening of the awareness of people, private organisations and territorial authorities of the value of landscapes, their economic significance, their evolution and the possibilities of conserving and improving them;
- stronger integration of landscape development into training programmes in various disciplines, and interdisciplinary training programmes.

## *2. Urban areas*

51. In order to achieve the objective of polycentric development of the European settlement structure, further measures, in addition to strengthening economic potential, are proposed for achieving sustainable development in towns and cities. These include:

- developing strategies adapted to the local context and aimed at overcoming the effects of economic restructuring;
- controlling the expansion of urban areas (urban sprawl): limiting trends towards suburbanisation by increasing the supply of building land in towns and cities, activation of gap sites and use of space-saving building methods, developing

building land near traffic nodes and railway stations, promoting inner urban development, raising the quality of living and housing conditions in urban areas, which includes the conservation of existing ecosystems and the creation of new green areas and biotopes;

- regenerating deprived neighbourhoods and producing a mix of activities and social groups within the urban structure, particularly in cities where areas of social exclusion are developing;
- carefully managing the urban ecosystem, particularly with regard to open and green spaces, water, energy, waste and noise;
- developing effective, but at the same time environmentally-friendly public transport designed to contribute to sustainable mobility;
- establishing planning bodies across local authority boundaries between individual towns and communes to co-ordinate the planning and implementation of measures;
- conserving and enhancing the cultural heritage;
- developing networks of towns.

52. The towns and cities in the new member states face special challenges, such as how to finance the construction of dwellings and how to maintain and improve the housing stock, especially reconstruction and the adjustment to new needs (increased car ownership, demand for architectural quality and increasing energy efficiency). New trends towards suburbanisation and segregation resulting from the backlog demand for home ownership can be countered by increasing the supply of building land in the agglomerations.

### *3. Rural areas*

53. In order to achieve the independent development of the countryside as areas for living, carrying on economic and recreational activities and as physical regions, the following measures are proposed in addition to the principles:

- strengthening the spatial planning policy aimed at preserving a balance in the diversity of developments affecting rural areas (diversification of employment opportunities, changes in agricultural production, afforestation, tourism, nature protection);
- conserving and improving endogenous resources in rural areas with a view to diversifying the economic base and mobilising the local population and those involved in the economy;
- encouraging small and medium-sized towns as well as large villages to act as service suppliers for their rural hinterlands and as suitable locations for establishing small and medium-sized enterprises;
- increasing the accessibility of rural areas, in particular small and medium-sized towns and large villages;
- improving the living conditions of the inhabitants of rural areas and increasing their attractiveness for all population groups, for instance young people and retired

people. This requires agricultural, forestry and mining enterprises to play an active role; conserving and further developing the natural and cultural heritage; repairing damage to the environment and establishing an adequate infrastructure and new services, in particular in the field of tourism;

- improving the supply and marketing of high-quality regional agricultural, forestry and craft products from the countryside;
- encouraging farmers and foresters to adapt their land-use practices to local circumstances and contribute to preserving and restoring biological diversity and traditional landscapes; compensation may be paid where the needs of agriculture or forestry differ from those of nature protection and the conservation of the landscape;
- encouraging the creation of highly qualified job opportunities as part of the economic diversification process, in particular in developing employment opportunities outside agriculture through the use of new information and communications technologies.

54. In some Council of Europe member states a high proportion of the population still lives in the countryside. Effective rural development policies are required to prevent undesirable large-scale outward migration from these areas. The aim should be to diversify rural employment and establish new urban–rural partnerships. To this end, processing industries and other employment generators, for example tourism, should be developed in the private sector. Rural lake districts and archipelago regions are confronted with similar problems and also require co-operation and the exchange of experience.

#### *4. Mountains*

55. Mountain regions represent an exceptional potential for Europe and fulfil numerous ecological, economic, social, cultural and agricultural functions. Spatial development policy should give special and suitable consideration to the preservation and development of mountain regions. The Parliamentary Assembly and the Congress of Local and Regional Authorities of Europe pay great attention to mountain regions in the context of the social cohesion strategy.

56. Many spatial development policy measures for urban and rural areas are also valid for mountain regions. An integrated policy for mountain regions should, however, be an autonomous part of a Europe-wide spatial development policy which should include measures of economic and social development, the protection and management of natural resources and the respecting of local traditions and cultures. It should take account of the fact that mountain regions, in spite of their diversity, which should be preserved and promoted, experience common economic, social and environmental problems because of their altitude, topography and climate. It should also consider the fact that the environmental conditions of the mountain regions represent not only a constraint, but also an opportunity for the populations living there, and that it is necessary to find the right balance between their economic and social development and the protection of the environment. Integrated development policy for mountain regions should take into account the transfrontier character of some mountain regions and the need to implement a coherent policy on both sides of the border. The Salzburg Convention of 1991 on the Protection of the Alps and the

Pan-European Biological and Landscape Diversity Strategy contain important principles for spatial development policies in mountain regions.

57. Spatial development policy as a co-ordinating activity should draw the attention of various sectoral policies to the special conditions of mountain regions. These include:

- economic policies, which should promote diversification and multiple job-holding, crafts and SMEs as well as co-operation between small enterprises;
- agriculture and forestry, where marketing activities should be strengthened and development policy based on quality products. Agricultural and forestry initiatives contributing to the protection and management of the environment should be supported. The protection, development and sustainable use of forests should be encouraged;
- initiatives contributing to the development of quality tourism, respectful of the natural, economic, social and cultural environments of mountain regions should be fostered and supported;
- the provision of public services, with no discrimination against mountain regions as compared with the rest of the territory;
- the promotion of rail transport, in particular for international and inter-regional traffic;
- the protection and sustainable management of land, water, air and landscapes, the conservation of fauna and flora and their habitats, and their rehabilitation where necessary;
- the maintenance and promotion of the identity of mountain populations and the diversity and richness of their cultural heritage.

##### *5. Coastal and island regions*

58. Europe's coastal regions are not only sensitive natural heritage areas but also important focuses of economic and commercial activities, prime locations for industry and energy conversion, a starting point for the exploitation of maritime and underwater resources and particularly attractive areas for tourism.

59. Since such a range of activities in coastal strips can generate numerous conflicts, an integrated and sustainable spatial development policy, covering not only the coastal strip but also the hinterland, is essential for such regions. The concept of the integrated management of coastal areas is intended to take into account the interaction between economic activities and social and environmental requirements when making use of natural resources in coastal areas and hence facilitate the decision-making process in assessing investments. Integrated coastal management should be a systematic component of regional planning at the various levels concerned. Cross-border and transnational co-operation beyond the sea are of particular importance in this respect.

60. Most island regions in Europe, although very different in terms of geographical situation and development level, will experience additional development pressure on account of their limited resources and accessibility. There is a close relationship

between the sustainable development of island regions and strategies to integrate them into international and European markets while at the same time protecting local identities and maintaining a balance between economic efficiency, social justice and environmental protection. The following policy aspects are of particular significance:

- the diversification of employment opportunities through the enhancement of endogenous resources and the development of services, in particular on islands too dependent on tourism. Priority should be given to developing permanent jobs in this context;
- the improvement of the quality of the environment as a strategic element of local identity and of regional and international competitiveness. In this context, attention has to be paid to industrial activities in coastal states, whose cross-border impacts may affect the environmental quality of islands, in particular in the Mediterranean;
- the development of innovative systems in the field of water, energy and waste management, taking into account the scarcity of local resources as well as the sensitivity of the environment;
- the improvement of transport connections to the mainland as well as between islands.

#### *6. Eurocorridors*

61. The impetus given to local and regional economies by transport investment in the Eurocorridors is of great importance (“regional incentives”). From a spatial development policy standpoint, the latter must not be viewed solely as elements of the overall provision of transport infrastructure. Their interaction with the settlement structure, regional economy, regional transport networks and the needs of environmental and landscape protection must also be taken into account. Major transport projects should not therefore be undertaken without assessing their direct and indirect territorial impact. Structural planning measures must be taken to reduce any negative effects and highlight their positive territorial impact. Such measures should include spatial and environmental impact assessments for plans, programmes and projects, the co-ordination of regional and inter-regional infrastructure, large-scale landscape planning, securing protected areas, or the concentration of roads, railway lines and navigable waterways in a single corridor.

62. Major transport nodal points, such as motorway intersections, important stations, freight distribution centres, airports or inland ports, can have a particular significance for spatial development. Their impact extends beyond their immediate environment to include their entire region. The Eurocorridors should be considered as more than simply transport corridors. In the future, consideration must be given to the interaction between transport facilities and settlement development with a view to integrating spatial development and transport policies. If comprehensive plans take account of the impact of Eurocorridors on spatial development, that is, on urbanisation, population and economic trends, this could generate substantial added value in the social, environmental and economic spheres.

### *7. Flood plains and water meadows*

63. Flood plains and water meadows present a particular challenge to spatial planning, as they are concentrated on relatively narrow strips of land. They are characterised by significant and highly valuable natural elements (water courses, wetlands with rich and sensitive ecosystems and high-quality landscapes, etc.) and by intensive and diverse human activities such as industrial production and urban settlement, transport infrastructure and traffic flows, energy production, including hydroelectric and nuclear power stations, sand and gravel quarries, regulated water courses, drainage, leisure-time activities and recreational facilities. They are quite often landscapes shaped in the course of centuries and possessing a high economic and ecological potential. The contribution of spatial planning to the reduction of periodic flooding, affecting many European river systems, is not yet adequately recognised. The whole catchment area of the river should be taken into account in this context. Economic damage could be reduced in this way.

64. Conflicts between the different functions of flood plains are assessed and reduced in integrated spatial development policy. The following elements are of foremost importance:

- protecting particularly vulnerable ecosystems;
- more sustainable management of the water system in the whole catchment area, paying particular attention to water quantity, which should be related to retention, infiltration and the resistance of the river bed, of the main river and of its tributaries;
- integration of water-system management for the whole catchment area into spatial planning at the various levels;
- preventing flooding and water pollution by encouraging co-operation on the integrated and sustainable management of transfrontier and transnational river basins;
- limiting the expansion of towns in environmentally valuable areas and those with a potential flood risk;
- drawing up programmes to preserve the very small number of natural or semi-natural river courses still existing in Europe, particularly in the new member states.

### *8. Redundant industrial and military sites*

65. The globalisation of the economy is leading to the rapid obsolescence of many industrial plants in Europe and to the dereliction of the areas concerned. The development of a security strategy and the reduction of military forces are resulting in the abandonment of military areas all over Europe which need to be put to new use. The task of spatial development policy is to rehabilitate the former industrial and military sites and their surroundings and to make them available for other uses, in order to limit the development of new land which is less acceptable from an environmental point of view. Spatial development policy measures for urban areas should also be applied here to create an attractive environment for investors. Economic diversification should be promoted particularly by:

- regenerating the environment of areas damaged by industrially polluting activities;

- regenerating towns and cities in industrial regions, particularly by providing services, cleaning up contaminated industrial sites and improving the urban environment;
- retraining and further education of unemployed workers;
- developing technopoles and technology centres concerned with technology transfer and the creation of new businesses using advanced technologies;
- improving accessibility and developing information and telecommunications technology;
- organising inter-regional and transnational co-operation to reduce isolation and generate new initiatives and a new impetus for growth.

### *9. Border regions*

66. Transfrontier co-operation in the field of spatial development has developed considerably between the old member states of the Council of Europe in recent decades thanks to the action of the states, regions and local authorities. Transfrontier co-operation now represents a particular challenge to the new member states, given that their frontiers were closed for several decades, new borders were created and the border regions were generally very marginalised. The development of transfrontier co-operation is an essential precondition for the economic development of border regions and their political and social cohesion, especially since numerous minorities live on either side of their respective frontiers. About 140 Euroregions have been set up in the meantime throughout the continent, which are doing pioneering work in transfrontier co-operation.

67. Specific spatial development policies in border regions and transfrontier co-operation involve the adoption of a joint approach to development in the form of transfrontier structure schemes and joint plans. Such an approach should be based on thorough analysis of relevant border regions' functional relations network, and centred on homogeneous development of the region's territories on both sides of the frontier. Particular attention should be paid to:

- developing transfrontier transport and telecommunications infrastructures and services;
- transfrontier conservation and sustainable use of natural resources (particularly in the case of mountain and coastal regions, forests and wetlands, etc.) and of water resources;
- taking the cross-border dimension of supplying public and private services into account;
- coherent planning of transfrontier conurbations, cities, and settlement areas of ethnic communities;
- organising transfrontier employment catchment areas;
- combating the cross-border impact of pollution.

## **VI. Strengthening of co-operation between the member states of the Council of Europe and participation of regions, municipalities and citizens**

### *1. Possibilities of conceiving a development-oriented spatial planning*

68. Spatial development is a political task of co-operation and participation. The Guiding Principles are a basis for the assessment of projects and measures which are important from a spatial development policy point of view and which affect several states. The great diversity of structural and spatial measures in the context of spatial development policy requires inter-disciplinary integration and co-operation between the relevant political bodies and authorities. Their function consists in creating a framework for transnational, inter-regional and intercommunal decisions. Contradictions should be avoided and synergies increased. Long-term and large-scale planning concepts transcending national borders should offer a comprehensive and forward-looking development perspective for the region that can serve as a frame of reference for individual projects and measures. This is particularly important in the case of the new Council of Europe member states, where development is currently often based on projects promoted at local level by international and national bodies, although such projects have not yet been integrated into a larger development framework and are not accompanied by sufficient consultation of citizens and local authorities.

### *2. Developing Europe-wide co-operation activities on the basis of the Guiding Principles*

69. Some European areas have already gained initial experience of co-operation in the field of spatial development. The adoption of the European Spatial Development Perspective (ESDP) was an important step taken by the European Union member states for their future co-operation. In the Baltic region, the Conference of Ministers responsible for Spatial Planning has proposed a series of measures aimed at implementing the spatial vision for the Baltic Sea region (Vasab 2010 Plus). In carrying out the Vasab 2010 Plus Project, spatial vision is being updated on the basis of experience and new information, and transformed into a revised action programme for the spatial development of the region. In this way, priorities are being defined for the Interreg IIIB Community Initiative Programme for the period 2000 to 2006 and key projects are being prepared. Close co-operation in the field of spatial planning is also starting in the Central, Adriatic, Danubian and South-Eastern European Space (Cadses). The reference document in this context is the report entitled "Strategies for an integrated spatial development" (Vision Planet) presented by a group of experts. In the medium term, all member states of the Council of Europe, such as the states bordering the Black Sea and the states of the Caucasus regions as well as other regions of the Russian Federation, should be involved in this co-operation.

70. Co-operation in the spatial development field between international organisations, particularly the institutions of the Council of Europe and the European Union, must now be intensified. At the meeting of the European Union Ministers responsible for Spatial Development, in Tampere, Finland in October 1999, the European Union member states and the European Commission proposed to strengthen political and technical co-operation with the applicant countries and



with neighbouring non-member states. Positive reaction should be given to this proposal.

71. In accordance with the existing bodies of spatial development co-operation, it is advisable to proceed step by step in developing future co-operation activities, to rely on existing co-operation structures and experience and to exploit their specific potential. Transnational co-operation areas have developed in the context of the European Union Interreg Programme; they include most member states of the Council of Europe. The selected projects are intended to facilitate the implementation not only of the European Spatial Development Perspective (ESDP) but also of the Guiding Principles.

72. The European Union also provides specific support to spatial development in third countries through the Phare, Tacis, MEDA, Sapard, and ISPA programmes. The EU should present appropriate proposals for co-ordinating the Interreg Programme with the support programmes, in order to facilitate transnational, inter-regional and cross-border co-operation between regions of the EU and areas in third countries.

73. The preparation of regionalised comparable spatial information, in particular in the new member states of the Council of Europe, is particularly important as a first step in transnational and cross-border co-operation. This could form the basis for comparative analyses of trends in spatial development (spatial monitoring) in all the Council of Europe's member states. Spatial monitoring should be concerned not just with quantitative indicators but also with qualitative information, particularly relating to the endogenous resources and potential of regions. The approach should be as pragmatic as possible, with a technical organisation or a small group of experts from each member country. Trend analyses should be carried out every year on a limited number of topics, accompanied by a comparative synthesis of the findings. The ECE and OECD have already produced important contributions which should be further developed.

74. In addition, projects relevant to spatial development policy can be supported by international financial institutions: the World Bank, the Council of Europe Development Bank, the European Bank for Reconstruction and Development and the European Investment Bank should be more closely involved in European co-operation activities in the field of spatial development.

### *3. Horizontal co-operation*

75. In preparing spatial development projects, horizontal co-operation with sectoral policies having significant geographical impacts (for example, transport, agricultural and environmental policies), is particularly important. In order to be able to assess large-scale impacts of sectoral decisions better at an early stage, procedures such as the regional impact assessment of large infrastructure projects will be applied in various member states. A particularly important task of horizontal co-operation is the cross-border co-ordination of development projects among the member states of the Council of Europe, including their regional and local authorities.

76. Horizontal co-operation is, however, not confined to sectoral policies related to the infrastructure sector. It also concerns economic, financial and social policies as a whole. The various spatial conditions and the territorial impacts to be expected from

their programmes and measures should be taken into account from the outset when decisions in these sectors are being prepared.

#### *4. Vertical co-operation*

77. Co-operation between the various administrative levels is of particular importance for European spatial development policy. It should be organised in such a way as to enable local and regional authorities to adapt their spatial development objectives to measures decided on at a higher level, while the national authorities in turn take the objectives, plans and projects proposed at regional and local level into consideration in their decisions (reciprocity principle).

78. While national authorities focus mainly on general issues of transnational, national and inter-regional significance, the regional tier is responsible, in conjunction with local authorities and the public, for ensuring the sustainability and coherence of spatial development. All levels are required to work together in order to ensure sustainable spatial development.

79. The subsidiarity and reciprocity principles in spatial development policy can only function if appropriate powers are devolved to the regional level. Regional and local authorities have, in accordance with the European Charter of Local Self-Government and the draft European charter of regional self-government, a particular responsibility for spatial development policies.

80. The correct application of the subsidiarity and reciprocity principles is therefore particularly important for all member states of the Council of Europe. Although regionalisation has made significant advances in recent decades in the majority of the older Council of Europe member states, the new member countries are only starting to establish regional bodies. In view of the geographical polarisation of economic development and the growing regional disparities in many new member states, a strengthening of the regional tier of the political and administrative system is essential if a more sustainable and regionally-balanced form of regional development is to be achieved. Progress in implementation of regional structures in these countries must be accompanied by a corresponding transfer of power in the field of spatial development.

81. Increased co-operation, particularly between regions and cities of the old and new member states of the Council of Europe, for instance in the form of regional twinning arrangements, is extremely useful. The new member states have considerable experience of spatial planning and development. However, their experience is still limited in relation to the way market forces influence spatial development processes, the challenges posed by transnational spatial planning and associated procedures for co-ordinating activities. Providing know-how and technical assistance to spatial planning authorities should be a systematic and integral part of co-operation between old and new member states. A training programme in this field should be established without delay.

#### *5. Broadly-based participation of society in the spatial planning process*

82. As early as 1983 the European Regional/Spatial Planning Charter drew attention to the need for active public participation in the spatial planning process. The intervening years have confirmed this need. Apart from such participation in local,

regional and supraregional projects, the involvement of European society and socio-economic actors, for example through non-governmental organisations, has become necessary. Their involvement at an early stage of the process makes a significant contribution not only to increasing the planning process's chances of success but also to avoiding unproductive investments. Societal consensus is very important, not only for the success of local and regional initiatives; it also creates a dynamic environment for outside investors and economic actors. The involvement of the younger generation in the planning process increases the chances of interesting the public in the long-term planning of their home region and in efficient and innovative participation. This is essential in gaining wider acceptance of the "European idea".

## **Outlook**

83. Europe's spatial integration is the result of an ongoing process of small steps in which co-operation, transcending national boundaries among the member states of the Council of Europe, and especially among European regions and municipalities, plays an essential part. As a vision of an integrated Europe, the Guiding Principles represent the policy reference document for numerous spatial development measures and initiatives taken on the European continent, and in particular for transnational and international co-operation. The spatial development activities of the European Conference of Ministers responsible for Regional Planning (CEMAT) within the Council of Europe establish an important basis for Europe's harmonious integration by drawing attention to the territorial dimension of democracy and social cohesion. Adopting the Guiding Principles for the Sustainable Spatial Development of the European Continent and taking them into consideration in spatial development policy decisions will significantly facilitate Europe-wide co-operation aimed at creating a regionally-balanced and sustainable Europe.

**Table 1**  
**Europe compared with other world regions**

	Population in thousands 1995	Share of world population 1995	GDP at 1995 market prices in US\$1000 billion at current prices	Share of world production 1995	GDP at market prices/head 1995 in dollars at current prices	Direct foreign investments 1994-1996 (in million US\$)	Share of the total Investment volume	Direct foreign investments 1994-1996 in US\$ per head
Europe	807 246	14.2	9 852.4	35.2	12 205	340 994	39.7	422.4
<i>Of which: Accession to the Council of Europe before 1990</i>	445 711	7.9	9 052.7	32.3	20 311	306 249	35.6	687.1
<i>Accession to the Council of Europe since 1990</i>	325 532	5.7	756.5	2.7	2 324	33 754	3.9	103.7
Applicant countries	36 003	0.6	43.2	0.2	1 199	991	0.1	27.5
Japan and Republic of Korea	169 434	3.0	5 590.7	20.0	32 996	6 061	0.7	35.8
<i>Of which: Japan</i>	124 439	2.2	5 134.3	18.3	41 260	1 151	0.1	9.2
Asean	470 686	8.3	749.6	2.7	1 593	67 854	7.9	144.2
Mercosur	202 002	3.6	995.6	3.6	4 929	30 419	3.5	150.6
Nafta	384 111	6.8	7 875.9	28.1	20 504	243 975	28.4	635.2
<i>Of which: Canada and Mexico</i>	121 221	2.1	846.3	3.0	6 982	53 815	6.3	443.9
United States	262 890	4.6	7 029.6	25.1	26 740	190 160	22.1	723.3
<b>World</b>	<b>5 674 432</b>	<b>100.0</b>	<b>28 012.3</b>	<b>100.0</b>	<b>4 937</b>	<b>859 912</b>		

Source: World Bank: World Development indicators 1998; United Nations: Statistical Yearbook, 42nd issue, 1995

**Table 2**  
**Real GDP/head in PPP terms (\$ 1997)**

<b>Countries</b>	<b>Real GDP per head (PPPS) 1997</b>	<b>Countries</b>	<b>Real GDP per head (PPPS) 1997</b>
Albania	2 120	Moldova	1 500
Belgium	22 750	Netherlands	21 110
Bulgaria	4 010	Norway	24 450
Denmark	23 690	Austria	22 070
Germany	21 260	Poland	6 520
Estonia	5 240	Portugal	14 270
Finland	20 150	Romania	4 310
France	22 030	Russian Federation	4 370
Georgia	1 960	Sweden	19 790
Greece	12 769	Switzerland	25 240
Ireland	20 710	Slovak Republic	7 910
Iceland	22 497	Slovenia	11 800
Italy	20 290	Spain	15 930
Croatia	4 896	Czech Republic	10 510
Latvia	3 940	Turkey	6 350
Lithuania	4 220	Ukraine	2 190
Luxembourg	30 863	Hungary	7 200
Malta	13 180	United Kingdom	20 730
“The former Yugoslav Republic of Macedonia”	3 210	Cyprus	14 201

No data available for Andorra, Monaco, San Marino

Source: UNDP World Development Report 1999

## **II. Texts adopted by the Council of Europe Conferences of Ministers responsible for Spatial/Regional Planning (CEMAT-Council of Europe)**

### **1st European Conference of Ministers responsible for Regional Planning (CEMAT) (Bonn, Federal Republic of Germany: 9-11 September 1970) on “Foundations of a European regional planning policy”**

#### **Presentation**

During the first European Conference of Ministers responsible for Regional Planning, the emphasis was put on government responsibility in the field of global spatial planning of national territory and on the European dimension of spatial planning. It was considered that it must be thought of in terms of future European society, of the quality of life for citizens and must have as a central objective to serve the European integration process.

Considered as “One of the essential political tasks”, planning should be done via the development of less advanced areas, the economic integration of natural areas divided by borders, and by a balance between urban and rural areas, as well as between economy and ecology.

The conference took into account the basic factors in building a balanced development in the European zone:

- environment quality;
- urbanisation and town–countryside balance;
- problems of rural areas;
- problems specific to some regions (border regions, mountain regions, rural areas with difficult access, industrial redeployment areas, internal peripheral regions of states);
- problems of European peripheral areas;
- communications and transport network;
- the population’s participation through regional and local communities.

The ministers defined the fundamental factors of European co-operation in the field of regional planning, with the aim of guaranteeing a better balance in the European zone and harmonious development of its various regions. They therefore decided to co-operate in the following fields:

- agreement in the field of prospective research and in creating a regular collaboration of public research bodies that participate in spatial planning;
- co-ordination of plans and various measures concerning spatial planning;
- meetings and exchanges between persons in charge and researchers in the field of spatial planning;

- harmonisation of terminology, statistics and cartographic methods.

In that sense, it was considered necessary:

- to prepare a list of spatial planning problems to deal with at the European level;
- to identify, among these problems, the ones that are of interest for preparing a conference;
- to study together with the Council of Europe Co-operation Committee for Municipal and Regional Matters the tasks specific to local authorities in spatial planning policy.

### **Resolution No. 1 on The foundations of a European regional planning policy**

1. The European Conference of Ministers responsible for Regional Planning, held in Bonn from 9 to 11 September 1970, provided the ministers and representatives of the governments of 19 states – Austria, Belgium, Cyprus, Denmark, France, Federal Republic of Germany, Ireland, Italy, Luxembourg, Malta, Netherlands, Norway, Sweden, Switzerland, Turkey, United Kingdom and, as observers, Finland, Spain and Yugoslavia – for the first time with an opportunity to discuss the main options open at the present time and the long-term objectives of national regional planning policies.

2. This discussion, by bringing out the common aims as well as the differences, has clearly indicated the need for a long-term conception of regional planning in Europe.

3. In this situation, two subjects for study, comprising complementary aspects of the same fundamental problem, particularly engaged their attention:

- urbanisation and the formation of zones of high concentration in the central part of Europe;
- the development of the predominantly rural regions, in particular those situated in the outlying areas of Europe.

4. The ministers observed the existence of a bond of functional solidarity between the various regions, whether geographically favoured or otherwise, and the need for a common European regional planning policy capable of ensuring a more balanced development of all parts of the continent.

5. The conference reached the following conclusions:

6. The economic and social expansion recorded throughout Europe has not reduced the historical imbalance between the industrial and urban centre of gravity in north-west Europe and the structurally weak and economically backward outlying regions of the continent.

7. The experience of recent years has shown that European integration, the liberalisation of trade and manpower movements and tendency towards concentration of industry may, if unaccompanied by a common conception of regional planning and development policies, aggravate geographical differences still further. This trend towards concentration may lead to serious impairment of the environment and of living conditions and cause grave losses to the community and to individuals:

- in the areas characterised by excessive concentration of activity, housing and traffic, because of the high financial and social costs involved, such as market tensions and labour costs;
- in the peripheral regions, because the local human and economic resources are not used to the full, with the result that the natural heritage deteriorates and, finally, important cultural and historical values are neglected;
- in the whole of Europe, because of the social cost of constant subsidies to peripheral regions, and even the outright loss of factors of production which may occur through emigration to countries outside Europe.

8. On the other hand, the benefits which Europe could draw from a better balance between its more highly developed central regions and the other regions, deriving mainly from a distribution of investments that is more closely related to labour market requirements, are numerous:

- it would contribute to strengthening Europe's economic and social structures, to widening its productive base and to expanding its trade;
- simplifying problems arising out of the high urban and industrial concentration of certain regions.

9. In this context, the conference is gratified by the priority given by international institutions to the balanced development of the regions of Europe. The Preamble to the Treaty of Rome, for example, emphasises the member states' intention to "strengthen the unity of their economies and to ensure their harmonious development by reducing the differences existing between the various regions and by mitigating the backwardness of the less favoured".

### **Resolution No. 2 on The factors to be taken into account in promoting balanced regional development in Europe**

10. The conference considers that in the pursuit of this objective the following essential factors should be taken into account:

#### *The quality of the environment*

11. Economic development and preservation of the environment are two complementary aspects of a single aspiration.

12. At a time when, in the age of the industrial society, the natural environment is being impaired by uncontrolled and indiscriminate use of space and by irrational exploitation of resources, governments should give high priority to the rational management of the environment and to effective conservation of natural resources.

13. Regional planning can make an important contribution to the creation or preservation of a proper environment. It makes it possible to control the various factors which can make or mar the quality of the environment. It has a special advantage of being able to do away with or mitigate the consequences of certain forms of pollution and to prevent any deterioration in the environment. Finally, it enables the community to draw greater benefit from the limited natural resources that are at its disposal.



14. In this connection, governments should give most careful attention to the proposals contained in the Declaration on the Management of the Natural Environment of Europe, adopted by the European Conservation Conference (Strasbourg, February 1970).

15. The present variety and size of recreational areas should be safeguarded and further developed. In particular, it should be made impossible for open spaces and undeveloped land available for recreation to be split up, as may happen as a result of uncontrolled urbanisation or a dispersal of individual facilities such as secondary dwellings.

16. Special importance should be attached to improving the quality of the environment in urban and suburban areas. The provision of open spaces and green belts remains one of the essential means of action.

17. Long-term plans for rational and restrictive land development should be drawn up to enable a land policy to be implemented in rural and suburban areas.

18. As has been emphasised by the Conference of European Ministers responsible for the Preservation and Rehabilitation of the Cultural Heritage of Monuments and Sites, held in Brussels from 25 to 27 November 1969, the rehabilitation of historical and artistic monuments and sites can, if integrated with a general regional planning policy, make an important contribution to the improvement of the environment.

19. The improvement of the environment should not be restricted to piecemeal efforts outside the main stream of the trends towards industrialisation and urbanisation. It should be one of the main conditions of government policies in the fields of economic, social and physical planning.

20. Pollution in all its forms is today attaining such distressing proportions that it is becoming a serious social danger and is hampering technical and economic development. The campaign against pollution therefore must not be regarded as negative and sterilising in its influence, but as a factor for progress. It must be conducted on the European scale not only because the consequences of pollution may spread beyond frontiers, but above all with a view to general effective action.

#### *Urbanisation and the balance between town and country*

21. There are grounds for thinking that the trend towards urbanisation will continue in Europe, as the corollary to economic development, and will jeopardise the necessary balance between town and country, the development of which must remain complementary, unless governed by a rational plan.

22. The disorderly concentrations liable to appear in particular urban areas or on certain central trunk routes must be avoided. Any policy for the creation of preservation of an urbanisation pattern should be included in a general policy for the balanced development of urban and rural areas with a view to reducing the prosperity differentials between regions, encouraging decentralisation of the population and protecting the quality of the environment.

23. Similarly, for the highly industrialised regions a programme is required which will promote their equilibrium and the quality of their environment. In particular,

many town centres should be adapted to future needs and the harmonious development of outlying districts should be assured.

24. As requested, for example, by the Consultative Assembly in Recommendation 556 on land-use problems in town planning, governments should promote a series of effective land-policy measures.

#### *Problems of rural areas*

25. Agriculture, forestry and fisheries will continue to be essential and important branches of production in the economy as a whole. An attempt must be made to strike a proper balance between local possibilities and the economic prospects for productive crops, with due heed to the requirements of soil protection and to the restoration of forestry and pasturage.

26. In rural regions, where a part of the labour force is freed as a result of structural changes in agriculture and handicrafts, new employment opportunities and standards of living comparable to those of city dwellers should be afforded to the local population:

- by stimulating the growth of well-situated regional centres suited for that purpose,
- by establishing new concerns carefully selected and sited in order to attract the further development desired,
- by improving the standard and quality of services provided for the population,
- and by developing tourism.

27. To secure an adequate population basis for public and private service facilities, transport systems should be developed in such a way as to offer the population easy access to the service facilities of the centres.

#### *Special problems of particular regions*

28. In frontier regions divergent population and economic trends often form obstacles to the process of harmonisation. The conference requests governments to co-ordinate their planning policies and measures in these regions with the participation of those directly concerned, in particular by creating regional committees to hold periodic meetings in order to co-ordinate the preparation and timing of regional plans. Such concertation could also deal with the tracing of sources of pollution whose effects extend beyond the frontier, and the means to control and eliminate these, and also air and road infrastructures, hospital and health facilities, and urban structures.

29. In mountain regions more than elsewhere, the development of tourist centres should harness local initiative and make use of the manpower available on the spot, while also taking advantage of public financial aid and infrastructure development.

30. In remote rural areas where at present no prospect of economic development can be foreseen, governments should be aware of the need for the conservation of nature but for which these regions would be liable to be reduced to a state of desolation having due regard to the part that the local population can play in appropriate cases.

31. In industrial redevelopment areas, new industries and services must be attracted which can afford employment opportunities by replacing the declining industries, while at the same time avoiding further excessive concentration and restoring an acceptable environment.

32. In the peripheral regions within national states, the conference considers that governmental action should take account of the approach indicated in the section below concerning the European peripheral regions.

33. Regions characterised by a balanced economic and population structure should be developed in an orderly way, so as to maintain their equilibrium.

#### *Problems of European peripheral regions*

34. The conference feels that special attention must be given to a number of outlying areas whose development suffers from their geographical remoteness and from the considerable employment and standard of living problems which result from it.

35. These comprise certain areas situated around the Mediterranean basin where a large reserve of labour is available on the Atlantic shore, in the Nordic countries, and in areas along the border of eastern Europe, a border which should not however represent an insuperable obstacle to future regional planning in Europe.

36. Governments' action in these relatively backward regions should include:

*a.* a series of financial measures aimed at influencing the machinery of accumulation and distribution of capital and the location of industry which will take special account of the need to make incentives fully effective according to circumstances;

*b.* a national policy which as a whole does not conflict with the development of these regions;

*c.* the formulation of transport and telecommunications infrastructure programmes which take full advantage of technical progress;

*d.* the co-ordination of measures for industrial development, for the transformation of agriculture and for tourist amenities;

*e.* the development of new sources of energy, permitting more opportunities for regional industrialisation;

*f.* the rational exploitation of the seaboard;

*g.* the development of facilities for socio-cultural activities, general education and vocational training;

*h.* the establishment of scientific and research centres for the purpose of calling a halt to the habitual drain on these regions' intellectual resources;

*i.* the creation of an urban structure focused on a number of growth centres.

37. The conference wishes to emphasise that one of the best ways of accelerating economic development in these areas is the use of the latest technological discoveries; new techniques must be applied particularly in the field of transport and communications, as urged by the Brest Symposium of peripheral regions and

municipalities of Europe (May 1970), which regarded distance as no longer constituting an insurmountable obstacle, while it is increasingly urgent to restructure transport systems particularly as regards relations with non-European countries.

38. However, despite the considerable efforts made at national level to help these areas, the fact that there is still a gap between the more highly developed and the less favoured regions demonstrates that a European approach is needed to narrow this gap.

#### *The transport and communications network*

39. A really fast and well-balanced transport and communications network is one of the essential conditions for the harmonious development of Europe, its human institutions and its trade.

40. When extending and co-ordinating national communications networks, governments should take into account the future requirements of Europe as a whole, the potential of less highly developed and peripheral regions and new possibilities opened up by modern means of communication.

41. In urban areas special attention should be paid to the advantages of public transport so as to limit the use of private vehicles.

#### *The participation of the public through local and regional authorities*

42. Since the region is the framework best suited to the preparation and implementation of overall regional planning projects, as observed by the European Conference of Local Authorities, governments should encourage effective regional structures to enable the population to play a part in the preparation and implementation of regional programmes.

### **Resolution No. 3 on The foundations for European co-operation in the field of regional planning**

43. Wishing to build common foundations for a European regional planning policy, with a view to ensuring a more balanced use of the European territory and a harmonious development of its various regions, the ministers have agreed here and now to co-operate in the following fields:

*a.* institution between the participating countries of a standing exchange of information on policy, legislation, experience and current developments in the field of regional planning;

*b.* co-operation in the field of long-range forecasting and establishment of regular co-operation between public research institutes concerned with regional planning;

*c.* co-ordination in time and space of plans and measures relating to regional planning in frontier areas;

*d.* meetings and discussions between officials and research workers in the field of regional planning, in order to harmonise and improve their training and to familiarise them with the policies and techniques in use in other European countries (these meetings and discussions would provide the opportunity for study and

research on subjects of special importance such as, for example, the results of various policies for promoting growth centres);

e. harmonisation of terminology, statistics and cartographical methods.

44. The ministers resolve to communicate the present resolution to the Committee of Ministers of the Council of Europe, under whose auspices the conference was held, with the request that it shall be taken into account when preparing the Council's two-yearly work programme, and be referred to the Consultative Assembly and the European Conference of Local Authorities.

45. The ministers resolve to meet again within a reasonable period. They also accept France's invitation to hold this meeting on its territory.

46. In view of the complexity of the problems involved, they instruct the Committee of Senior Officials to prepare forthwith the implementation of this resolution, giving priority to points (c) and (e) above.

47. They therefore instruct the committee:

i. to draw up a list of regional planning problems to be dealt with at European level;

ii. to specify which of these problems are directly of interest to a conference;

iii. to study with the Council of Europe Committee on Co-operation in Municipal and Regional Matters the specific role of local authorities in regional planning policy;

iv. to propose an agenda and a date for a future conference in order to allow the participating states time to choose and prepare their contribution.

48. They further instruct the Committee of Senior Officials to examine what advantage could be drawn from the Council of Europe Resettlement Fund to assist rural areas.

49. The ministers request the Committee of Ministers of the Council of Europe to place at the disposal of the next conference and of the Committee of Senior Officials all the administrative assistance they may require.

50. The ministers extend their thanks to the international organisations which have assisted them in their work, and they hope that this co-operation may continue. They have taken careful note of what those organisations have had to say. In the interest of better harmonisation of all national and international activities in regional planning, they express the wish that the conference and the Committee of Senior Officials may continue to be kept regularly informed of the work of these organisations which, in various capacities, are concerned with the complex problems of regional planning. For their own part, they request the Committee of Ministers of the Council of Europe to give their proceedings the widest possible publicity.

51. They thank the Government of the Federal Republic of Germany for the generous hospitality extended to the conference.

## **2nd European Conference of Ministers responsible for Regional/Spatial Planning (CEMAT) (La Grande Motte, France: 25-27 September 1973) on “Objectives of a European regional planning policy”**

### **Presentation**

The second session of the European Conference of Ministers responsible for Regional Planning specified long-term objectives for the local and regional levels: the focal points should be an increase in human well-being and a flourishing level of activities in terms of both economic development and quality of life. This made it essential:

- to achieve in the regions social and environmental conditions that were as satisfactory as possible, and comparable levels of employment and income;
- to encourage development of every peripheral region that was in danger;
- to preserve vital parts of the infrastructure in regions that were in decline;
- to protect the environment from all forms of pollution and harm.

The guidelines adopted with a view to economic and social balance imply a balancing process that could only be achieved by attracting capital and initiatives to those regions with human resources available, and by eliminating the obstacles to their growth.

It was decided that, to fulfil these objectives, regional planning in Europe would have to be democratic, functional, comprehensive and forward-looking, requiring participation by the population groups concerned and their elected representatives, taking account of regional consciousness, transcending the artificial constraints imposed by boundaries, aiming to achieve the well-being of human beings and the success of their communities, and assessing with greater clarity long-term economic, social, cultural and environmental developments, through constantly renewed forward-looking research.

Wishing to translate these objectives into reality, the ministers examined their application to the three major problems which arose Europe-wide:

- transport policy,
- border regions,
- mountain regions.

### **General Resolution**

#### **I. Preamble**

1. The second session of the European Conference of Ministers responsible for Regional Planning, held at the invitation of the French Government in La Grande Motte, from 25 to 27 September 1973, was attended by the ministers and government representatives of the following 15 member states of the Council of Europe – Austria, Belgium, Cyprus, Denmark, France, Federal Republic of

Germany, Ireland, Italy, Luxembourg, The Netherlands, Norway, Sweden, Switzerland, Turkey and the United Kingdom – and, as observers, those of Finland, Spain and Yugoslavia. Seven international organisations were represented by observers, namely: the Commission of the European Communities, the Organisation for Economic Co-operation and Development, the United Nations Economic Commission for Europe, the European Conference of Ministers of Transport, the International Labour Organization, the World Health Organization and the Food and Agriculture Organization. Its purpose was to give consideration, at the highest level, to European regional planning problems and to lay the foundation for closer and more effective co-operation.

2. The conference expresses its warmest thanks to the French Government for its organisation of the conference and for its generous hospitality. It also wishes to pay tribute to the Secretary General of the Council of Europe who has provided his administrative services, and thanks the Committee of Ministers, the Consultative Assembly and the European Conference of Local Authorities of the Council of Europe for their valuable support.

## **II. Objectives of a European regional planning policy**

3. At the 1st Conference (Bonn, 1970), the balanced development of European regions was unanimously recognised as the main aim of regional planning policy at European level. At La Grande Motte, the ministers affirm that the long-term objectives of a European policy should be based on an improvement in man's well-being and on the expansion of activities in terms both of economic development and of the quality of life. To this end they declare that it is essential:

- to provide the inhabitants of the different European regions with the best possible social and environmental conditions and comparable standards of employment and income;
- to encourage by appropriate means the growth of all regions, in order to counterbalance the excessive attraction of the central regions of Europe;
- to be aware of the need to maintain infrastructure in regions in decline, thus ensuring possibilities for new economic take-off;
- to protect the environment and to safeguard natural resources.

4. The achievement of the economic and social equilibrium recommended above involves working towards a certain territorial balance which can be achieved only by channelling capital and enterprise into areas with available manpower; otherwise the future progress even of the most developed areas could be jeopardised. Such efforts should be accompanied by measures to control economic growth and urban concentration in the most overcrowded regions, which attract population drift, as well as a programme of decentralisation and expansion of activities to promote backward areas and to remove certain obstacles to the growth of intermediate regions.

5. To achieve these aims, regional planning must be based on a democratic, functional, comprehensive and long-term approach:

- democratic, since regional planning must allow participation by the population concerned and by their political representatives; it must take account of the regional consciousness based on common values, common culture and common interests;
- functional, since the area and content of any regional plan or any project for regional development should be determined by the requirements of the situation and should not be subject to artificial restraints imposed by administrative or territorial boundaries, but should take into account the institutional realities of each country;
- comprehensive, since regional planning must also set its sights generally on promoting individual welfare and flourishing communities, taking account of economic, social, cultural, ecological and other factors;
- long-term, since research and forecasting, continually reviewed and re-assessed, enable social, economic, cultural and environmental development to be more clearly envisaged, and facilitate the elaboration of short- and medium-term planning in relation to spatial development.

6. In general terms, regional planning should be seen as a way of promoting the development of communities and helping them adapt to new situations.

### **III. Three types of application**

7. Wishing to give practical effect to these broad objectives, the ministers have examined their application to three important problems on a European scale, namely:

- transport policies,
- frontier regions,
- mountain regions.

#### *A. A comprehensive transport policy, based on the principles of a European regional planning policy*

8. The aims of regional planning are undoubtedly closely interwoven with those underlying the organisation of the transport system.

9. Overall objectives of a European transport policy should be defined to harmonise with regional planning and environmental policies. A comprehensive approach to transport policy is necessary for the purpose of promoting and strengthening economic development by means of a more balanced distribution of population and activities between European regions.

10. Several European institutions and, in particular, the Economic Commission for Europe of the United Nations, the European Communities and the European Conference of Ministers for Transport are endeavouring to harmonise transport policies on a European scale. Various measures already taken by these institutions in the transport sector show a close connection between, on the one hand, the transport aspect and, on the other, the regional planning aspect. The ministers warmly welcome the intention of these institutions to intensify their efforts to take further into account the requirements of a coherent regional planning on a European scale.



11. By the adoption of a special Resolution No. 1 on the principles which should guide transport policy, the ministers, aiming to take account of the needs of European regional planning, wish to stress the following principles on which investment programmes and organisational systems should be based:

- a communication system should be developed that takes into account a comprehensive approach to regional planning;
- the centripetal tendency characteristic of the transport system to date should be restricted or corrected, thus developing, for example, communications outside (or at a tangent to) the main areas of concentration;
- economic resources and opportunities for productive investment should be exploited in all regions of Europe, especially in those regions where abundant manpower is available, particularly by means of improved facilities for communications and trade, not only with the central areas, but also with countries outside Europe;
- new transport techniques should be used to improve intermetropolitan and urban links;
- the quality of life in urban areas and the diverse role of towns should be respected;
- the environment and the multiplicity of land uses in rural areas should be taken into account in the planning of communication routes.

*B. Frontier regions as testing grounds for regional co-operation at European level*

12. The ministers are aware that the solution of difficulties facing frontier regions is one of the prerequisites for the achievement of the European ideal of an open society. In order to achieve a sense of their own identity, realise their potential and also ensure the well-being of their population, frontier regions need a policy which will deliberately disregard the artificial divisions of history and make open frontiers a reality.

13. This policy depends on the willingness to co-operate on both sides of frontiers; here, responsibility lies with national, regional, and local authorities working to bring about a rapprochement between the peoples of Europe and to make their external or maritime frontiers as open as possible. A series of recommendations designed to further this policy have been set out in a special Resolution No. 2.

14. Government action in frontier areas, on a bilateral or multilateral basis, should be directed towards:

- i. improved exchange of information;
- ii. permanent collaboration, including the reduction of legislative and administrative obstacles to joint action in regional planning and development, and
- iii. joint use of infrastructure and amenities (sewerage, hospitals, sports facilities, etc.).

15. International organisations, too, can play an active part in the definition of the practical objectives of trans-frontier co-operation. The ministers would wish to see

the kind of repeated and sustained efforts made by the Council of Europe continued and intensified.

### *C. Mountain regions*

16. Recognising, on the one hand, that mountain regions in certain parts of Europe are faced with loss of population, economic decline and growing threats to the natural environment, and, on the other hand, the growing importance of their function as an ecological counterbalance and as recreation areas, the ministers consider the solution of the problems of some mountain regions as a matter of European concern. They believe that special attention should be given to mountain areas situated in economically under-developed regions where the process of physical and social-economic deterioration is more pronounced.

17. The ministers recommend that governments of countries participating in the conference should ensure, within the framework of bilateral and multilateral co-operation, the co-ordination of development plans in mountain regions.

18. The ministers instruct the Committee of Senior Officials to create the necessary conditions for studying the problems of mountain regions at their third conference. To this end, they adopted a special Resolution No. 3.

## **IV. Establishment of working instruments**

19. The ministers are aware that the establishment of certain essential working methods is the prerequisite for the implementation of a regional planning policy at European level. With this in mind, at the time of the Bonn Conference, the ministers asked their Committee of Senior Officials to examine the possibilities of organising and co-ordinating at European level and according to their needs, forecasting research, cartography, statistics and terminology. The programmes which they now recommend for implementation are contained in two special resolutions, Nos. 4 and 5.

### *A. European forecasting*

20. Because it sets out problems in an overall and long-term context, forecasting should play a continuous and increasingly important part in the search for solutions to a growing number of problems with European implications which influence national regional planning policies, notably problems of urbanisation, major peripheral regions, reconversion areas, multinational firms, migrant workers and mass tourism.

21. There are a number of possible approaches to the difficult task of long-range forecasting. All of them may be needed in order to clarify the likely futures for European regions and populations, and to help therefore the responsible authorities to assess the range of policies open to them.

22. In order to overcome the difficulties of a technical and methodological nature, which make European co-operation in this area especially arduous, the ministers resolve to pursue and intensify their joint efforts in this field.

### *B. Cartography*

23. The ministers reaffirm that cartography, which the Bonn Conference designated as a priority area for co-operation, is an essential tool for their future work. Having taken note of the work programme in this area, they resolve to organise systematic co-operation for the compilation of thematic maps on a European basis. The new techniques of automated cartography – currently at the experimental stage in several countries – should also be compared as soon as possible at European level.

### *C. Harmonisation of statistical data*

24. Although the Bonn resolution designated the harmonisation of statistics as a priority area, in order to avoid duplication of work on other organisations, no work has been done in this field within the Council of Europe. Given the fact that any progress in the area of forecasting research and cartography is dependent on the establishment of new statistical systems for regional planning and the environment, and on comparable regional statistics, the ministers instruct the Committee of Senior Officials to seek a solution to this question without delay, in conjunction with the European Conference of Statisticians of the United Nations Economic Commission for Europe, OECD and the Statistical Office of the European Communities, and to submit an action programme at their next conference.

### *D. Terminology*

25. The work done since the 1st Conference has confirmed that a harmonised or common terminology is essential to European co-operation. The ministers accordingly instruct the Committee of Senior Officials to continue their studies with a view to harmonising regional planning terminology, beginning with long-range forecasting and cartography.

## **V. A new phase**

26. Thanks to the work of the Committee of Senior Officials, this 2nd Conference marks the beginning of a new phase in co-operation between European ministers responsible for regional planning. Statements of general principles have paved the way for a definition of more specific goals and the will to accomplish concrete results.

### *A. The European context*

27. Since the Bonn Conference, a number of European events at various levels have helped to accelerate and intensify the realisation that the quality of life must be improved, by means of a concerted regional development and environment policy in which regional planning plays a special part.

28. The future action of the European Conference of Ministers responsible for Regional Planning will need to be approached against the background of this new situation.

i. The European Communities

29. An event with far-reaching implications for the conference is undoubtedly the decision taken by the Conference of Heads of State or Government, in Paris in October 1972, to give high priority to a European regional policy. The ministers are convinced, however, that a European regional policy cannot be confined within the boundaries of the Communities' member countries but hope that the results of experiments made within the "Nine" will prove of benefit to the European countries represented at the present conference.

30. Considering that the conference and the European Communities have as a common objective the balanced development of the regions of Europe and that their activities will need to complement each other to this end, it will be essential to establish effective links at all levels and to define the priority tasks of the conference in taking advantage of the methods proper to intergovernmental co-operation.

ii. The European Conference of Ministers of Transport

31. Resolution No. 1 on Regional planning and communications policies establishes a dialogue between the European Conference of Ministers of Transport and the European Conference of Ministers responsible for Regional Planning. Contacts between the two will need to be sustained and intensified.

32. A joint meeting of the two conferences could take place at a convenient date.

iii. Council of Europe

a. *Consultative Assembly of the Council of Europe*

33. The ministers noted with satisfaction that the Consultative Assembly, in its debate on the role of the Council of Europe, recommended that its priority tasks should include:

the protection of nature and the historic heritage and the right to an environment and living conditions conducive to the full development of the human personality in the framework of a European regional planning policy.

b. *The European Ministerial Conference on the Environment*

34. The ministers were gratified that the first European Ministerial Conference on the Environment (Vienna, 1973) followed the Bonn resolution in stressing the close interdependence between regional planning and environmental problems; they found confirmation of their belief that a resolute policy was needed at European level to provide contemporary society with an environment which, whilst opening up a full range of economic activities, in no way destroys the ecological balance.

c. *European Architectural Heritage Year 1975*

35. The aims of European Architectural Heritage Year 1975 as defined by the Council of Europe – to give the conservation of the historic and cultural heritage of monuments and sites in Europe its rightful place in the framework of town and

country planning – provide a further valuable contribution to the definition of a European regional planning policy.

*d. Resettlement Fund of the Council of Europe*

36. The ministers acknowledge the present role of the Resettlement Fund in stemming rural depopulation through the provision of employment, housing, training schemes and other aids, and instruct the Committee of Senior Officials to examine in their preparations for the 3rd Conference, how the fund might assist in social and economic projects undertaken in peripheral, frontier and mountain regions.

37. They express their satisfaction at the creation by the Committee of Ministers of the Council of Europe of a mixed working party to examine the possible uses of the Resettlement Fund in assisting those regions suffering from problems of rural exodus, and instruct the Committee of Senior Officials to arrange for their representation on it.

iv. Possibilities for co-operation with all European countries

38. The ministers are further aware that regional planning at European level should extend to all European countries, including those of eastern Europe. They express the hope that there will be ever increasing possibilities for effective co-operation, and believe that regional planning provides a valuable framework in which to explore and promote arrangements for co-operation since it entails seeking solutions on as extensive a geographical scale as possible.

*B. Status and future action of the conference*

39. The ministers express their determination that their conference should continue to play a pioneering role in regional planning at European level, as an instigator of new ideas and as a forum for the promotion of co-operative action of common interest to them.

40. The ministers will continue to direct and promote multilateral co-operation within the sphere of their competence.

41. To this effect, the ministers express their wish that the conference's current "special working relationship" with the Council of Europe be maintained. Their recommendations with regard to the execution of the programme described in resolutions Nos. 2, 3, 4 and 5 have been set out in Resolution No. 6, which is addressed to the Committee of Ministers of the Council of Europe.

42. The ministers accept with gratitude the invitation of the Italian minister to hold their third session in Italy, and instruct their Committee of Senior Officials to prepare the 3rd Conference of Ministers responsible for Regional Planning.

43. They further took note with satisfaction of the invitations for the 4th and 5th Conferences extended to them by the Turkish and British governments.

44. They instruct the Committee of Senior Officials to prepare the 3rd Conference, which is to take place in Italy in 1975 or 1976, taking into account the importance they attach to the two following questions:

- the problem of urban development and its impact on the environment;
- the problem of regional economic disparities.

### **Resolution No. 1 on Regional planning policies and communications policies**

The ministers,

1. Having acknowledged at their 1st Conference (Bonn, 1970) the importance of a fast and well-balanced transport and communications network to the harmonious development of Europe (Final Resolution, paragraphs 39-41);
2. Having at their 2nd Conference considered the report on Regional planning policies and communications policies, and other documents prepared by the Committee of Senior Officials and its specialised working party;
3. Recognising that regional planning presents many complex problems which fall within the responsibility of ministers for transport in member countries and of various international bodies, in particular the European Conference of Ministers of Transport, and recognising that their recommendations should be considered in the context of the need to ensure that the regional planning aspects of transport problems should be taken into account by the responsible transport authorities;
4. Again emphasising the need for a transport policy which takes into account the overall regional planning context and which is designed to conserve the natural environment and improve the quality of life;

Adopt the following recommendations:

5. Having regard to the reciprocal relationship between transport and regional planning, general guidelines for European transport infrastructure should be established for the purposes of economic development and regional planning policy, with special reference to the importance of providing transport infrastructure for the economic development of backward regions.

#### **I. Surface transport**

6. The important part played by rail networks as a whole underlines the need for adapting these networks to economic developments in the various regions of Europe. Restrictions on services, or closure of secondary lines, should not be decided solely according to criteria of profitability but also by taking into consideration infrastructure and transport services capable of replacing them as well as foreseeable consequences of such measures on the economic activity of the regions concerned; railway lines may in reality help maintain or create decentralised activities and thus stabilise the population of these regions.
7. Progress made in developing convoy propelling techniques supports the plan for the broad extension of certain European waterways, provided that investments are justified from the viewpoint of saving transport costs. These developments should be co-ordinated in recognition of the effects which they can have on the siting of activities and on the structure of other transport networks at European level.

8. The development of seaports, whether principal or secondary, underlines the need to make a special effort to improve roads, railways and in certain countries waterways serving the respective hinterlands.

9. Europe's petroleum and gas supplies, originating in the main from outside Europe, call for the creation of a coherent European network of oil and gas pipelines. Such a network could help lessen the strain on other modes of transport and promote the maintenance or creation of industries in regions far from the coast.

10. Public passenger transport should be given preferential treatment in large conurbations and cities in order to provide an acceptable alternative and necessary supplement to private transport. To this end the better part of existing public transport networks should be maintained with a view to protecting town centres; where necessary there should be additional urban rapid transit systems. In order to reduce congestion caused by private vehicles, the introduction of these public transport systems should be co-ordinated with the development of residential space and places of employment.

11. Adaptation of road infrastructures to the growing traffic volume demands that highways should be graded according to their special functions. The basic network, which consists of high-capacity roads (motorways or expressways), promoting inter-regional and international communication, must be planned as part of the existing and envisaged axes of development. Generally speaking, a coherent transport network must be planned not only in transport economy terms but also in the light of regional planning considerations and social factors and criteria. Especially in the case of regions which lag or are liable to lag behind general economic development, the motorway network must contribute to the promotion of economic activity and consolidate the effects of other more specific measures.

12. Since the chief function of motorways is to form high-speed links between the main European economic and urban centres, increased effort must be made to remove the most serious disparities existing today between national motorway systems, and to develop their frontier links more rapidly; special attention must be paid to the development of trans-Alpine and trans-Pyrenean communications as part of a concerted European programme.

13. Some European countries, furthermore, concerned with problems of congestion in the most densely populated areas, are currently examining the possibilities offered by new technological methods of rapid transit systems, with a view to improving, in particular, passenger transport and reducing any adverse effect on the environment. It should be borne in mind, however, that by reason of their high-speed performance, these new modes of transport only make sense if developed on a European scale. In planning the basic layout of any such transport system, prior consideration must be given to the positive and negative effect on the areas both affected and not affected by it.

## **II. Sea transport**

14. Expansion of trade between Europe and other continents on the one hand, and the natural tendency towards concentration of industries on the other, lead to an increased role for seaports in the economic development of the regions of Europe. Owing to the greater specialisation of seaports and the development of certain

coastal regions currently of only marginal importance economically, these conditions underline the need for harmonisation of ports policies pursued by the countries of Europe. Such an orientation might imply a long-term redistribution of traffic flows in inland Europe.

15. For the same reason it would for example be opportune to strengthen economic ties and shipping towards and within the Mediterranean basin as a whole, thus facilitating links with developing countries on the southern and eastern seaboard of the Mediterranean.

16. Owing to the growing tendency of European industry to obtain its energy and raw materials from outside Europe, and the increasingly heavy tonnage of ships thereby needed for transport, there is a concentration of specialised harbour amenities in a small number of port areas possessing the requisite technical facilities.

17. Certain of these locations could be designated as industrial zones for heavy industries. Such industrial port zones should be reserved essentially for industries demanding proximity to ports. Industries which are less dependent on port amenities should preferably be set up in the hinterland.

18. The planning of industrial port areas and industries selected should be developed with the utmost concern for reducing pollution and for environmental protection, and for working and living conditions in these areas.

19. Besides the large port complexes and industrial ports, other ports should be developed by being made the focus of a specialised national or regional interest (fisheries, leisure etc.). The European-scale development of modern coastal traffic promoting more regular and frequent high-speed cargo and passenger – including tourist – communications over medium distances could be an important factor of expansion for some of these ports.

### **III. Air transport**

20. In organising passenger transport on the basis of international and inter-regional communication, consideration must be given to the growing role of air links and their relevance to decisions governing the location of industrial and tertiary activities.

21. The rapid evolution of air traffic demands that airports should be evenly spaced over the territory and should be adapted to the various categories of traffic for which they must cater. It is equally desirable that any necessary expropriation of land for expanding and modernising existing airports or for constructing new airports should be made well ahead; the choice of site for the airports and restriction on building in the vicinity of airfields should be determined on the basis of the need for air traffic safety and the protection of the public against noise.

### **IV. Work programme**

22. The ministers stress the importance of national transport plans and policies that take into account an overall regional planning strategy and are based on similar or, at least, comparable methods such as to permit harmonisation on a European scale. Such plans could be harmonised by means of concerted action by this conference and the European Conference of Ministers of Transport.



23. They instruct the Committee of Senior Officials accordingly to examine what studies should be undertaken to harmonise transport and regional planning policies at both national and European level.

### **Resolution No. 2 on Frontier regions and regional planning**

The ministers,

1. Having at their 1st Conference (Bonn, 1970) requested governments:

to co-ordinate their planning policies and measures in these regions with the participation of those directly concerned, in particular by creating regional committees to hold periodic meetings in order to co-ordinate the preparation and timing of regional plans (Final Resolution, paragraph 28);

2. Having at their 2nd Conference considered the main report, Co-operation in frontier regions, as well as the series of background papers prepared by the Committee of Senior Officials;

3. Noting with satisfaction that several commissions have been set up or are planned, but that experience has shown that their functions, working methods and composition should be clearly defined;

4. Recalling Consultative Assembly Recommendation 470 (1966) on a draft convention on European co-operation between local authorities;

5. Having noted the results of the European Symposium on Frontier Regions organised at Strasbourg in 1972 by the Council of Europe Consultative Assembly and European Conference of Local Authorities and having noted Consultative Assembly Recommendation 693 (1972) on the European Symposium on Frontier Regions;

6. Considering that the Council of Europe has been chiefly concerned with co-operation on either side of the internal frontiers of its member states, and that external frontiers could become a first point of contact enabling Europe to achieve an open-mindedness;

7. Considering that, as was stated in Recommendation 693 (1972), the assembling and dissemination of information on the various existing or planned methods of transfrontier co-operation would undoubtedly meet a need and that a systematic attempt to assemble and disseminate information would assist such co-operation both in the context of ways and means and by encouraging favourable attitudes on the part of the populations concerned;

Adopt the following recommendations:

#### **I. Prior consultation**

8. Consultation at the stage of procedures preparatory to the adoption of regional plans is a suitable way of solving the problems of imbalances in frontier regions and of harmonising physical and regional planning in frontier regions.

9. Participating states should, whether unilaterally or on the basis of international agreements, take measures to ensure that the competent planning authorities consult

their counterparts in neighbouring countries during the preparatory phase in the drawing up of plans which, at various levels, concern frontier territories.

10. Such consultations should deal with development plans and structural blueprints for frontier regions with regard either to the overall development of regional planning or to specific matters such as the functional relationships between towns, communications networks, location of industries, residential and recreation areas, social and cultural amenities etc.

11. The said plans and blueprints should if practicable be in accordance with the joint methods and techniques recommended by the European Conference of Ministers responsible for Regional Planning.

12. The ministers hope that such unilateral undertakings or international agreements, through their cumulative effect, will lead to permanent concertation at the various levels of regional planning, particularly through bi- or multilateral regional commissions.

## **II. Bilateral and multilateral regional commissions**

13. Bilateral and multilateral commissions, set up if necessary after international agreement, should:

14. Make a comprehensive study of the whole network of functional relationships in frontier regions, work out a common approach, and suggest overall solutions to be presented in the form of transfrontier structural blueprints and joint plans;

15. Ensure the representation of the various decision-making bodies and include representatives of governments, regional and local authorities;

16. Be open to consultation with, or the participation of, representatives of the population concerned, of economic, social, cultural, ecological and other interests, and transfrontier associations.

## **III. Joint local action**

17. One of the most tangible demonstrations of transfrontier co-operation is the joint implementation of planning and regional policy operations at regional, intermediate and local authority level;

18. Believing that in fact the systematic organisation of procedures affording recourse to private law in the case of services, supplies and other work for the provision of public, social and economic amenities, as well as the association of municipal and intermediate administrative authorities across frontiers for the execution of practical planning projects, would foster experiments which, while limited, in area, would be such as to encourage an active form of transfrontier co-operation;

19. Recommend that fresh steps be taken to define procedures and machinery to make such forms of co-operation possible in accordance with the spirit of Recommendation 470 (1966) of the Consultative Assembly of the Council of Europe concerning a draft convention on European co-operation between local authorities while reducing legal or constitutional obstacles.

#### **IV. External frontiers, whether land or sea**

20. Interested governments should enter into contact with European countries not represented at the conference with a view to examining the problems of their common frontier regions, and to establishing bilateral or multilateral collaboration in questions of regional planning and the environment.

21. Recommend the Committee of Ministers of the Council of Europe to create within the Council of Europe a new body or expand an existing one to take responsibility for the following tasks:

- to assemble and keep up to date all information on current activities and methods of transfrontier co-operation between the member states of the Council of Europe, especially in regional planning matters;
- to communicate the information assembled to regional organisations and the national, regional and municipal authorities concerned;
- to make this documentation available to the various bodies within or attached to the Council of Europe.

Instruct the Committee of Senior Officials:

22. To continue their work in the field of transfrontier co-operation;

23. To ensure the necessary link with the various bodies of the Council of Europe studying the problem of frontier regions, in particular the European Conference of Local Authorities, the Committee on Co-operation in Municipal and Regional Matters, the Consultative Assembly Committee on Regional Planning and Local Authorities, the European Ministerial Conference on the Environment, the European Committee for the Conservation of Nature and Natural Resources etc;

24. This essential co-ordination should serve the purpose of:

- a.* determining the goals;
- b.* defining the conditions necessary for the harmonisation of regional planning systems at different planning levels;
- c.* allocating and co-ordinating work among the various bodies within or attached to the Council of Europe.

#### **Resolution No. 3 on Mountain regions and regional planning**

The ministers,

1. Recalling that at their 1st Conference (Bonn, 1970) they expressed concern for the special problems of particular regions, including mountain regions (Final Resolution, paragraph 29);

2. Having at their 2nd Conference noted with great interest the report entitled "Mountain regions" and the series of background papers, thanking in particular the Committee on Co-operation in Municipal and Regional Matters for placing at their disposal the analysis of European mountain regions;

3. Acknowledging that mountain regions in certain parts of Europe are faced with loss of population, economic decline and growing threats to the natural environment;
4. Affirming that mountain regions often provide a vital ecological and recreational counterbalance to the growing concentration of population and economic activity in other regions;
5. Considering that, on an uncontrolled and massive scale, residential development can, in the most beautiful and easily accessible regions, impair the character and recreation potential of the areas concerned;
6. Recognising that these regions are assuming a growing importance for the well-being of populations in all parts of Europe;
7. Recognising that the search for solutions to the problems in many of these regions must transcend national boundaries, and should thus be approached at all administrative levels, as well as being prepared and co-ordinated at the European level on a bilateral and multilateral basis;

Adopt the following recommendations:

8. A policy for mountain regions should be taken into account in the formulation of national, regional and local planning of the countries concerned:
  - a. a wider economic base should be sought for their rural population in order to ensure demographic stability in these regions;
  - b. the development of tourism and other industries, and the planning and upkeep of recreational areas in mountain regions should, with due regard to their role as an ecological counterbalance, be conceived in an overall context;
  - c. the natural landscapes and wildlife as well as water and oxygen resources of mountain regions should be actively conserved.
9. Having regard to the particular importance of the problem of mountain regions, it is desirable that the governments of the countries concerned arrange forthwith for the co-ordination of mountain region development plans by means of bilateral and multilateral co-operation.
10. They instruct the Committee of Senior Officials to create the necessary conditions for studying the problems of mountain regions, particularly in European frontier areas, at the 3rd Conference of Ministers responsible for Regional Planning, while ensuring co-ordination with the activities of the Committee on Co-operation in Municipal and Regional Matters, and to draw up guidelines and a set of general principles for regional planning policies in the mountain regions of Europe.

#### **Resolution No. 4 on Long-range forecasting and regional planning**

The ministers,

1. Having acknowledged at their 1st Conference (Bonn, 1970) the vital importance of co-ordinating long-range forecasting at European level, with a view to providing guidelines for a regional planning policy (Final Resolution, paragraph 43 b);

2. Having considered with great interest at their 2nd Conference the report on “European co-operation in the field of long-range forecasting for regional planning” and the background papers prepared by the Committee of Senior Officials;
3. Expressing the view that the work carried out in France on “European regional planning scenarios” be continued, and hoping that the forecasting methods employed in that work be compared at European level with the methods developed in other countries for the benefit of all countries participating at the conference;
4. Taking formal note of the great difficulties during the period between sessions which have hindered co-operation in long-range planning for methodological, material, political and even psychological reasons;
5. Emphasise once again the importance of long-range forecasting in drawing up regional planning policies aimed at a balanced development in Europe;
6. Believe that forecasting promotes and benefits the elaboration of short- and medium-term planning in relation to spatial development by enabling long-term social, economic, cultural and environmental development to be more clearly appraised;
7. Note that progress made in forecasting is fruitful for the development of European co-operation and thereby for the future of Europe;
8. Consider that forecasting should play an increasingly important part in the search for solutions of a growing number of problems with European implications which influence national regional planning policies, notably problems of peripheral regions, reconversion areas, multinational firms, urban growth, migrant workers and mass tourism;
9. Consider it necessary to lay the foundations for continued and intensified European co-operation in questions of forecasting and regional planning chiefly with a view to comparing and co-ordinating long-term plans and studies; and to prepare the scientific instruments and methods needed for long-range forecasts and studies intended to serve the shaping of regional planning policies at European level.
10. Instruct the Committee of Senior Officials
  - i. to put the following programme into effect:
    - a. harmonise the time horizons of forecasting and its preliminary research;
    - b. harmonise and improve regional statistical data on social, economic, cultural and environmental matters;
    - c. provide the means, at both national and European level, whereby general information on questions of regional planning and development can be exchanged;
    - d. ensure co-operation with the international organisations concerned;
    - e. ensure co-operation with specialised research institutions when deemed necessary;
    - f. discuss long-term national plans relating to regional development;

g. launch a study programme on the themes mentioned in paragraph 8, to include:

- studies undertaken jointly;
- studies pursued simultaneously according to criteria which facilitate their comparability;
- pilot projects carried out by those countries which have taken the initiative and responsibility, but discussed with other countries;

h. improve facilities for the translation of documents essential to work undertaken in this field, at a national and European level;

ii. to entrust this work to a committee of experts comprising officials in charge of forecasting in the field of regional planning.

### **Resolution No. 5 on Cartography, statistics, terminology and regional planning**

I. The ministers,

1. Recalling that at their 1st Conference (Bonn, 1970) they decided to put into effect a programme of co-operation in the field of regional planning cartography, statistics and terminology and to give it priority (Final Resolution, paragraphs 43-46);

2. Having, at their 2nd Conference, considered the report entitled “European co-operation in the field of regional planning cartography, statistics and terminology” and the series of background papers prepared by the Committee of Senior Officials;

3. Again stressing the importance they attach to the use of thematic cartography (automated as far as possible) as a means of expressing and illustrating a European regional planning policy;

4. Considering that appropriate administrative, technical and scientific machinery should be set up to enable work on cartography, regional statistics and terminology to go forward;

5. Considering that the creation of a specialised institute could, in the long term, offer the best solution;

6. Instruct the Committee of Senior Officials

i. to see to the execution of the following programme:

a. to continue its work and to prepare an initial series of European thematic maps;

b. to make a more detailed study of the application of computer techniques to regional planning cartography;

c. to analyse the role played by cartography, statistics and terminology in the preparation of national physical planning strategies and thereby to attempt a synthesis which could help identify regional planning problems occurring at European level;

- d.* to institute a framework for close co-operation between cartographers (in their capacity as users) and statisticians (in their capacity as producers of data), particularly in association with the specialised international organisations;
  - e.* to organise European co-operation in the management of statistical data (data banks) through an exchange of software and the organisation of a European network for the assembly of statistical data, suited to the requirements of automated cartography;
  - f.* to continue work on the harmonisation of regional planning terminology in connection with the preparation of European thematic maps;
  - g.* to organise a series of European seminars comprising a short-term, medium-term and long-term programme, for the benefit of cartographers and national officials responsible for regional planning; the first seminar of this series due to be held at the Institute of Cartography in Enschede, Netherlands, in 1975;
  - h.* to study the possibility of creating an institute specialising in European cartography, subject to having established beforehand that its objectives cannot be achieved by cartography institutes already in existence in member countries;
- ii. to entrust this work to a committee of experts answerable to the Committee of Senior Officials and through that committee to the Conference of Ministers responsible for Regional Planning.

**Resolution No. 6 on The status and future action of the European Conference of Ministers responsible for Regional Planning**

I. The ministers,

1. Having noted the provisions of Resolution (71) 44 of the Committee of Ministers of the Council of Europe, concerning Conferences of Specialised Ministers, and in response to that Committee's invitation to state their views on the future status of the conference;
2. Express their satisfaction with its present status, whereby:
  - a.* the plenary sessions of the conference are organised at the invitation of a member government of the Council of Europe;
  - b.* the business of the conference between sessions is conducted by a Committee of Senior Officials appointed and financed by the ministers themselves;
  - c.* secretarial services for the conference and the Committee of Senior Officials are provided by the Secretary General of the Council of Europe;
3. Ask that this status be maintained and request the Committee of Ministers of the Council of Europe:
  - a.* to renew their instructions to the Secretary General of the Council to provide secretarial services for the conference;
  - b.* to provide the resources necessary for such services.

## II. The ministers,

4. Having taken cognisance of the proposals put forward by the Committee of Senior Officials, in accordance with the recommendations of the 1st Conference, intend to instigate European co-operation in the spheres falling directly within the competence of the conference, and having adopted accordingly special resolutions Nos. 1-5;

5. In view of the importance granted to frontier regions and mountain regions at the Bonn Conference, instruct the Committee of Senior Officials to supervise the implementation of the activities set out in resolutions No. 2 and No. 3; they further request the Committee of Ministers of the Council of Europe to include those activities in the Council's work programme in order to further the closest possible co-ordination in this field between the work of the Committee of Senior Officials and of the competent Council of Europe bodies;

6. Instruct the Committee of Senior Officials to supervise the implementation of the programmes set out in resolutions No. 4 and No. 5, concerning:

- Long-range forecasting,
- Cartography, statistics and terminology;

7. Recommend the Committee of Ministers:

*a.* to make arrangements, in accordance with the organisation's financial regulations, for financing by means of a subsidiary budget to the general budget of the Council of Europe

*i.* the expenditure of all kinds arising out of the implementation of the programme of co-operation, as entrusted to the Committee of Senior Officials, mentioned in paragraph 6 above;

*ii.* the additional administrative expenditure entailed by the new work entrusted to the Council by this resolution;

*b.* to authorise that the implementation of those activities of the conference which are limited to certain member states can be carried out in accordance with the regulations laid down in Resolution (51) 62 on Partial Agreements;

8. It is their intention to finance this subsidiary budget, in accordance with the internal financial regulations of their countries, and in conformity with the arrangements to be laid down by the Committee of Ministers of the Council of Europe;

9. Request the Committee of Ministers of the Council of Europe to authorise non-member countries of this organisation participating as observers in the work of the conference:

- to take part in the activities referred to in paragraph 6 and to contribute to their financing on conditions to be determined by the committee;
- to be associated with the activities mentioned in paragraph 5.



### **3rd European Conference of Ministers responsible for Regional Planning (CEMAT) (Bari, Italy: 21-23 October 1976) on “Urbanisation and regional planning”**

#### **Presentation**

The ministers of the Council of Europe member states responsible for regional planning, joined by some observers from non-member states and from other intergovernmental organisations, held their 3rd Conference in Bari.

Turning their attention to the problems associated with the management of urbanisation in the regional planning context, the ministers took the view that it would be appropriate to:

- endeavour to solve urban growth problems in the context of a comprehensive regional planning policy;
- define with clarity the overall objectives of regional planning and urban development;
- promote a balanced urban structure at national, regional and local levels;
- give public authorities the resources they need to manage the development of towns and their surrounding areas;
- improve co-operation and co-ordination among public authorities;
- ensure that master plans for transport and regional development are more closely interlinked;
- adopt positive measures to avoid space being used unnecessarily;
- ask local and regional authorities to take the requisite measures to protect the environment;
- place greater emphasis than in the past on better use of existing building land.

In view of the importance of urban renewal in the context of urban development, the conference defined a comprehensive urban renewal policy and recommended that a European campaign on urban renewal be organised.

A second resolution emphasising the need to involve the population more in the preparation and implementation of urban and regional planning policies said that it was vital to:

- publish plans and decisions, so that the population would become aware of them and then would discuss and evaluate them;
- improve the methods and techniques used to inform and consult the groups concerned;
- understand better, encourage and accept citizens’ views on planning matters.

Where issues relating to mountain regions arose, the ministers identified how the regional planning of the areas concerned should be designed. They noted that it was necessary to continue to study these problems with a view to defining European

solutions, and inter alia to examine the means of giving mountain regions and their populations equal opportunities for economic development and for quality of life improvements. They expressed a wish for proposals to be put to them in this respect.

The Bari Conference was an appropriate European follow-up to the 1976 Vancouver Conference (organised by the UN) on human settlements. It afforded an opportunity to look at the real possibilities for future co-operation in Europe on the basis of the principles set down at the 1975 Helsinki Conference on Security and Co-operation in Europe.

## **Resolution No. 1 on Control of urbanisation within the context of regional planning**

### **I. Preamble**

1. The 3rd European Conference of Ministers responsible for Regional Planning was held at Bari from 21 to 23 October 1976 at the invitation of the Italian Government, and was attended by ministers and government representatives from the following member states of the Council of Europe: Austria, Belgium, Cyprus, Denmark, France, Federal Republic of Germany, Greece, Ireland, Italy, Luxembourg, Netherlands, Norway, Portugal, Sweden, Switzerland, Turkey and the United Kingdom, together with, as observers, Finland, the Holy See, San Marino, Spain and Yugoslavia.

Four international governmental organisations were represented: the Commission of the European Communities, the European Conference of Ministers of Transport, the Organisation of Economic Co-operation and Development and the European Free Trade Association.

2. The Conference expresses its warm thanks to the Italian Government, and to the regional authorities of Puglia, for its organisation of the conference and for its generous hospitality, and to the rapporteur delegations for their considerable work in the preparation of the conference.

It also wishes to pay tribute to the Secretary General of the Council of Europe and to the conference secretariat for their conscientious effort and spirit of commitment throughout the preparation of the conference, and requests the secretariat to give the proceedings of the conference as widespread a distribution as possible.

Its thanks are also due to the Committee of Ministers of the Council of Europe, the Parliamentary Assembly and the Conference of Local and Regional Authorities of Europe for their invaluable support.

### **II. Control of urbanisation within the context of regional planning**

3. The European Ministers of Regional Planning have examined at the conference the phenomenon of urbanisation, the problems it causes and the part that regional planning can and should play in solving these problems.

4. The urban explosion is closely bound up with the development of secondary and tertiary activities, whose dynamic forces give rise to ever-increasing urbanisation, and, in many towns, is also bound up with the attraction towards an urban way of life.

The ministers,

1. Having agreed at their 1st Conference to promote the balanced development of Europe's regions and having defined at their 2nd Conference the main objectives of European regional planning, undertook at their 3rd Conference to analyse the problems of urbanisation in Europe and to draw conclusions regarding the framing of a European urban development policy within regional planning;
2. Emphasising that urban problems cannot be seen solely as a sectoral concern, but in conjunction with related socio-economic factors and that the urban process must be considered part of regional planning;
3. Acknowledging that some urban problems are best solved by specific urban policies, but remaining nonetheless convinced that most urban policies must be drawn up as an integrated part of any national and regional planning policies;
4. Having studied the following themes, namely:
  - a. urban development trends in Europe
  - b. urban development and urban renewal
  - c. control of urban growth,

and the theme on mountain regions and urbanisation, draw attention to the following main points:

A. The link between urban growth and demographic development is a complex, inter-related phenomenon. While intensive urbanisation over the last 25 years has taken place in most countries in Europe against a background of general population growth, in certain countries population growth has recently been slowing down. The effects of this should be taken into account in the formulation of urban and regional policies. The fall in overall population growth may cause changes in the ways towns develop, owing both to the substantial reduction in population drift away from rural areas and to the shift in age-patterns among the urban population.

B. Urbanisation in Europe is uneven. In some countries, there are marked disparities between highly congested urban areas and less densely populated regions. In others, the structure is relatively homogeneous. Intra-regional and inter-regional balance in Europe imply greater homogeneity in the European urban structure. The major industrial regions raise not only problems of disharmony with other less densely populated regions, some of which are becoming under-populated and under-developed, but also problems of urban congestion.

C. The development of tertiary activities in towns has become an important factor in urban growth and has led to a concentration of services and an intensification of infrastructure. This concentration, in an excessive form, affects the social organisation of the towns in question, and the conditions of life of their inhabitants.

D. A significant urban development phenomenon of recent times has been the growing importance, in most European countries, of medium-sized towns (the size varying according to country). These towns have major advantages from the point of view of the general organisation of urban structure in relation to regional planning and in terms of the conditions and qualities of life for the population.

E. The urban network in Europe no longer seems to require the creation of as many new towns as in the past. Instead, it requires the better use of existing urban resources and the improvement of quality, whether in town centres, in the suburbs, in small towns or in the countryside. Urban renewal operations should not cause disturbances in the social structure nor permit property speculation.

F. In all countries the conditions governing the consumption of space are of growing importance, because usable space is a limited commodity. This applies not only to towns' growing space, but also to space used by city-dwellers in areas which may be distant from the towns. It is consequently important to control the consumption and use of space, especially in and around towns where there is a fairly general tendency to increase the areas used for infrastructural purposes or for economic activities, causing pressure on agricultural land and green spaces. It is accordingly important to take appropriate steps to control the consumption of all space and the conditions governing it, and to devise policies and standards for environmental protection.

G. Given the many tasks to be faced by local authorities in their control of urbanisation, special attention must be given to the problems of local authority finance in order to achieve adequate management of towns and ensure balanced investment in different economic and social sectors.

5. The ministers therefore consider:

A. That an overall regional planning policy is the context in which the problems of increased urbanisation should be remedied:

The role, needs and requirements of most towns and metropolitan areas can only be viewed within their national and regional context.

B. That the overall objectives of regional planning and urban development should be clearly defined:

The overall objectives should be clearly defined at national, regional and local levels and should be embodied in strategic and indicative plans and programmes, which take account of all the aspects of urbanisation -environmental social, economic and cultural.

C. That a balanced urban structure should be encouraged at national, regional and local levels:

National, regional and local authorities should have particular regard to the development of land-use controls and economic incentives.

Another main instrument towards achieving this goal is development of towns of medium size. Not only do these towns offer advantages in their social structure and in the conditions and quality of life of their inhabitants, but they also have a beneficial effect on the organisation of the urban structure. For these reasons their development should be promoted by increased economic activities and by the provision of necessary infrastructures and services.

Where appropriate, other measures of decentralisation should be adopted in the encouragement of a balanced urban structure.

D. That public authorities should have means to permit them to control development of towns and surrounding zones. These means should concern:

- the management of inner urban areas;
- suburban growth;
- control of urban physical expansion;
- balancing the general urban pattern;
- formulating policies for environmental protection

In general, “medium size” means towns between 40 000 and 150 000 population, but will vary according to country.

To enable this to be achieved, the necessary social, economic and technical expertise, and appropriate legal and financial provisions, would have to be developed. In particular:

*i. Land-use control*

Public authorities should have specific powers to control the development and change of use of land within their territory. In particular they should control land use so as to ensure that increases in value arising from the adoption of master plans, and through urbanisation, fall to the public. They should also have the power to acquire building land at current use value, irrespective of any subsequent rise, either real or potential.

*ii. Precise restrictions and regulations*

These should include control of buildings, the classification of certain types of land, and land-zoning in order to preserve its character. In particular, a system of development permits and planning permissions would be required to ensure conformity to an overall scheme of control. The more such mechanisms are part of an overall urban plan, the more effective they are.

*iii. Housing policy*

The objectives of an urban housing policy should include the improvement of housing standards, the provision of physical and social infrastructure, the increase in the overall housing stock of a standard and price acceptable by and accessible to all the population, and the definition of priority action areas.

E. That a system of co-operation and co-ordination between public authorities be further developed:

For the improvement of management of towns and their national and regional balance within the region, it is essential to improve the systems and procedures for co-ordination and co-operation between public authorities within a given region.

This would apply especially in respect of transport and communications networks, open and green spaces, protection of natural resources, land-use planning and reserves, leisure and recreational zones and facilities. This would thus enable a rational use of land resources to be made.

To these spheres of co-operation should be added those of economic planning and administrative management in those areas where the size and number of urban

concentrations warrants it, namely in large metropolitan areas and their immediate hinterland.

F. That transport strategy and regional planning should be more closely linked:

The influence of transport networks on urban and regional planning is so profound that no urban and regional planning can realistically be formulated without consideration of associated communications policies and equally no major transport infrastructure should be contemplated without detailed analysis of urban and regional planning criteria.

G. That positive steps be taken to avoid the unnecessary use of land:

The rapid and unplanned consumption of space is one of the most pressing regional planning and urban problems. This must be avoided, by defining strategies for the location of major industrial and transport infrastructures, which are among the main users of land in general and urban land in particular.

H. That regional and local authorities should take the necessary steps to protect the environment:

As a corollary to controlling urban growth, the necessary measures for the protection of the environment should be taken. These measures should aim:

- a.* to improve existing urban conditions;
- b.* to reduce the pollution of the primary natural resources of air and water, mainly by more rational land-use planning, and by the use of modern technologies;
- c.* to maintain and enhance the social environment in central and inner areas of large towns, particularly through the residential functions of such areas;
- d.* to reduce the use of undeveloped land (and particularly land of high agricultural quality) for urban development.
- e.* That more emphasis than in the past should be placed on the better use of the existing building stock.

Public authorities should wherever possible orientate their planning policies around the recycling, re-use and improvement of existing resources rather than contemplate major new schemes and constructions.

## **Resolution No. 2 on Urban renewal and urban development**

The ministers,

1. Having taken note with great interest of the conference report, theme B “Urban renewal and urban development”;
2. Noting that the rising cost of urban land leads to the replacement of the existing urban fabric by increased commercial activities and more intensive land use, forcing residents to leave central urban areas and to settle in new suburbs on the outskirts, and believing that this tendency can be altered by a careful and selective urban renewal policy based on the rehabilitation of the existing housing stock;

3. Taking due note of the principles behind the campaign for European Architectural Heritage Year in 1975, in which it was emphasised that retention of the existing architectural fabric helps preserve a community identity;
4. Wishing to underline that rehabilitation avoids the destruction of the physical environment which has often been found damaging to community life, and may result in the preservation of the familiar and humane environment;
5. Stressing that the economic advantages in using such a type of renewal policy would be considerable through direct saving by the recovery and improvement of existing buildings and through indirect saving, owing to a more balanced urban growth;
6. Emphasising that in view of the decrease in the rate of population growth, (a feature noticeable in nearly all of the industrialised countries of Western Europe), the existing network of urban structures should be made more viable rather than new development centres created, and that this inevitably means an increased emphasis on rehabilitation of the physical housing stock, instead of its destruction;

Therefore consider:

A. That urban renewal policies should become a fundamental part of comprehensive policies for urban planning:

Urban renewal should not be considered as an isolated sectoral activity, but as a major element in urban planning to promote the well-being of the community, and as an important element in policies to control urbanisation within regional planning.

B. That urban renewal is a policy for all towns and existing buildings:

Urban renewal policies should be developed not only for large towns but also for medium and small towns.

Equally, urban renewal measures should not be confined only to buildings and areas of historic interest, but must include, wherever possible, existing housing so as to ensure that the overall values and social capital of built-up areas are not neglected.

C. That urban renewal policies should be more orientated towards rehabilitation:

Present and future urban renewal policies should concentrate on the improvement and rehabilitation of the existing housing stock and should focus particularly on the social aspect of such policies.

Thus intervention in the urban fabric should have the fundamental aim of rehabilitating old districts while respecting the specific social structures and characteristics of neighbourhoods.

D. That urban renewal policies should be devised and implemented on the basis of existing social structures:

Urban renewal must not have the effect that rehabilitated buildings and districts go to high-income groups or to tertiary enterprises to the detriment of those living and working in the area, who in most cases run the risk of being forced to leave their original and familiar surroundings. If however a population shift is unavoidable, for instance as a result of existing overcrowding or excessive density, the interests and

preferences of the households and enterprises moving out must be carefully respected.

E. That an essential precondition of urban renewal activities is the formulation of an overall plan based on accurate knowledge of the urban structure:

Detailed surveys should be undertaken with a view to listing not only the physical conditions, but also the needs of the inhabitants of an area. These should be the deciding factor in both the type and the timing of renewal programmes.

F. That financial and fiscal policies should be adequate in order to enable urban renewal policies to be more effectively implemented:

Public authorities should accord adequate financial support and fiscal incentives to urban renewal schemes, particularly those based on the rehabilitation and improvement of existing buildings and areas. Such credits should be as high a proportion of the total costs as those credits allotted to new buildings.

G. That the implementation of revised concepts of urban renewal requires appropriate administrative and legislative means and structures:

Together with increased financial support by central and local authorities, administrative and legal structures should enable revised concepts of urban renewal policies to be implemented. These structures should be adequate to control all aspects of the renewal process, to avoid both social segregation and speculation in property.

H. That a European campaign on urban renewal should be organised:

The ministers propose that 1980 be designated as “European Year on Urban Renewal”.

### **Resolution No. 3 on Public participation in the planning process**

The ministers,

1. Wishing to reiterate their view, as expressed at their second session at La Grande Motte, on the democratic character that regional planning should be given;
2. Stressing the necessity of increasing public participation in the formulation and implementation of urban and regional policies and hence underlining the importance of improving the procedural and technical methods of participation;
3. Convinced that participation of the population concerned is a necessary element in a genuine democratic process;
4. Considering that there is a clear obligation on public authorities, their elected representatives and officers, to consult and inform the population for which their responsibility is engaged on planning decisions;
5. Consider it essential

A. That schemes and decisions be made public so that they are known, discussed and appreciated by the population:



In closely associating the population with decisions affecting their environment, public authorities have a duty to seek and take account of the views of citizens in an area covered by a plan and should ensure that these plans are discussed openly.

There should also be appropriate forms for appeal within the planning and decision process.

B. That the methods and techniques for informing and consulting interested groups of people should be improved:

In order to achieve genuine participation, plans and projects should be rendered comprehensible in such a way as to enable members of the public to appreciate the inter-related factors in them; greater use should be made of exhibitions and public meetings. The development of institutions such as citizens advice bureaux and urban information centres should be encouraged.

Information should be orientated to and, where appropriate, directly or indirectly channelled through all groups of citizens (for example political organisations, trade unions, educationalists, tenant societies, resident associations, community groups, amenity societies and other groups).

C. That the views of citizens in planning be better understood, encouraged and accepted:

Public authorities should increasingly encourage and take into account the views of the public in the formulation and implementation of plans. The views of the public on any given scheme may not only take the form of objections to specific issues, but fundamentally challenge the policy on which the plan might be based and may result in alternatives that have as much right to be considered as the original proposals. In this respect, it is necessary to recognise the role played by spontaneously formed groups putting forward the demands of a community.

For urban renewal schemes, local authorities should consult in advance with the population concerned, to justify the scheme, and should keep them informed of its progress; similar consultation is necessary for proposals affecting the built-up environment, for housing schemes and for renewal programmes that involve the removal of inhabitants.

#### **Resolution No. 4 on Problems of mountain regions in respect of urbanisation**

The ministers,

1. Recalling Resolution No. 3 on Mountain regions and regional planning, adopted at their 2nd Conference, (La Grande Motte: 25-27 September 1973), Resolution 570 (1974) of the Council of Europe Parliamentary Assembly on the European Functions of the Alpine Regions, Resolution (74) 7 of the Committee of Ministers on the Economic and Social Problems of Mountain Regions and Resolution (75) 9 of the Committee of Ministers on Endangered Alpine Regions and the Ecological Charter on Mountain Regions in Europe;

2. Having taken note, at their 3rd Conference, of the special report and working papers on mountain regions and urbanisation presented by the Austrian and Swiss delegations, and considering that Alpine regions are ideal for the study of the problems of mountain regions;

3. Noting with interest that the Committee on Co-operation in Municipal and Regional Matters of the Council of Europe is studying the problems of the development of tourism in mountain regions, and particularly methods for enabling the local population to participate in economic, social and cultural development;

4. Applauding the fact that co-operation between Alpine regions has increased in the last few years, as was pointed out in the final declaration of the representatives of Alpine regions in Grenoble;

5. Anxious to co-ordinate efforts still more effectively both in those regions and in other European mountain regions where the problems arise in a different manner;

6. Believing that the Alpine range performs a specific function, because of its situation between the major industrial and demographic concentrations of Europe, as a social and ecological compensation area and also as a transit area;

7. Pointing to the many and varied effects of growing urbanisation in Europe on the development of the Alpine area;

8. Noting with satisfaction that the Alpine countries are endeavouring:

- to enhance recreation areas;
- to use the resources offered by nature;
- to reinforce the major transversal axes without thereby damaging irreversibly the specific and basic features of the Alps;

9. Make the following conclusions:

A. Regional planning in the countries concerned needs to be conceived in such a way as to:

*a.* protect and develop mountain regions as areas providing the resident population with a livelihood and living space;

*b.* enable the indigenous population to benefit from the economic and social effects of the development of tourism;

*c.* protect the ecological function of Alpine regions as a source and storehouse of natural resources;

*d.* maintain the social role of the Alpine regions as recreation areas of European importance;

*e.* consolidate the functional nature of Alpine regions as a zone of transit between the major European centres of demographic concentration, in favour of the local population and mountain economy without, however, impeding the other functions.

B. In addition it must ensure:

*a.* that the local population is encouraged to remain by the guarantee of job opportunities spread over the different occupational sectors; as well as by collective facilities and readily accessible services;

*b.* that there are adequate leisure and recreational opportunities for tourists, but without the implantation into mountain regions of large-scale tourist infrastructure

and without a disproportionately high amount of investment coming from sources outside mountain regions;

- c.* that natural resources are rationally husbanded, protected and regenerated;
- d.* that the viability of mountain regions at inter-regional and European level is improved by the planning and building of a national network of communication routes for transit purposes;
- e.* that within the framework of national policies and a European agricultural policy, a substantial effort should be made to offset the disadvantages of mountain farming and to compensate the farming community for the essential function they perform in protecting land and landscape in the mountains.

C. Given these occasionally rival aims, it is necessary:

- a.* to analyse and plan with great care the development of the urban network in mountain regions, gearing it to urban patterns in Europe;
- b.* to promote land-use policies that preserve landscape diversity, maintain the productive capability of land, ensure its protection against damage from natural sources and ensure a balance between urban development and rural needs;
- c.* to investigate and define the capacity of mountain regions and take steps to guarantee this development while not allowing that capacity to be exceeded, paying special attention in so doing to the greatest concentrations of tourist traffic in time and space;
- d.* to develop in the Alpine region concerted planning programmes and particularly in this respect the development of transfrontier co-operation.

And instruct their senior officials

- e.* to pursue the study of these problems with a view to devising solutions to them at European level, and particularly to examine the measures which would give to mountain regions and their population equal chances of economic development and improvement in the quality of life, and to submit proposals to this effect.
- f.* The ministers gratefully accept the offer by the Austrian and Swiss delegations to continue the studies on mountain regions and to hold a seminar on the subject in 1978, in co-operation with the Council of Europe.

#### **Resolution No. 5 on The role and status of the conference and its future activities**

The European ministers responsible for regional planning, having carefully studied the problems and possibilities of technical co-operation in regional planning in Europe, adopt the following resolution. They transmit the resolution to the Council of Europe and invite its Committee of Ministers to establish the necessary administrative and budgetary framework for the implementation of such co-operation, and to address the resolution to international intergovernmental organisations working in this field in Europe, who are invited to take note of it and, where appropriate, apply the principles of it in the formulation of their own programmes.

## **Part I – The work of the conference**

The ministers of regional planning,

1. Recording with satisfaction the progress made since the last conference on technical co-operation in regional planning, as noted in the activity report of the Committee of Senior Officials, and convinced that the growing importance of urban and regional planning warrants the continuation and development of these activities at a European level;
2. Believing that a decisive step has been marked in this respect by the inclusion of a sector on regional planning into the work programme and medium-term plan of the Council of Europe;
3. Considering that the European Conference of Ministers responsible for Regional Planning constitutes the appropriate forum for the development on an increasingly wide geographical scale of co-operation in technical and planning matters;
4. Instruct the Committee of Senior Officials:

To prepare the 4th Conference.

The ministers accept with gratitude the invitation of the Turkish Minister to hold the fourth session of the conference in Turkey in 1978 and accordingly instruct the Committee of Senior Officials to make the necessary arrangements for preparing the theme of the conference according to the instructions by their respective ministers.

5. Request the Committee of Ministers of the Council of Europe to instruct the competent committee:

A. To take the necessary steps for the implementation of the resolutions of the 3rd Conference,

B. To study the necessity and possibility of creating at a European level an instrument for co-ordinating and conducting studies and research of common interest in the field of town and country planning,

C. To study the possibility of organising in 1980 a European Year of Urban Renewal,

D. To continue technical co-operation in the following fields:

### *i. Long-range forecasting*

Stressing the crucial importance of long-range forecasting to regional planning, the ministers agree that forecasting studies should be continued; in particular such studies should be undertaken for population, demographic structures and employment prospects and for trends in areas of depopulation and concentration.

Consideration should also be given to methods of forecasting and to the statistical instruments necessary to them, with a view to facilitating their closer alignment and harmonisation by means of symposia and regular meetings of experts.

## *ii. Cartography*

Congratulating the Committee of Senior Officials on the production of harmonised maps on urbanisation for the 3rd Conference, the ministers invite the Committee of Ministers to instruct the competent committee to continue with the harmonisation of cartographic methods, the study of the application of automated techniques to cartography, the preparation of thematic maps and the pursuance of a seminar series for regional planners and cartographers, following the success of the first, held in 1975 at Enschede, Netherlands.

## *iii. Regional statistics*

Underlining that all work in technical co-operation requires common statistical data, the ministers invite the Committee of Ministers to instruct the competent committee to continue the promotion of European co-operation in this field, conducted where necessary through co-operation with international organisations and institutions.

## *iv. Terminology*

Underlining that intensified efforts in the harmonisation of terminology in regional planning is necessary for the further development of a common understanding, the ministers request the Committee of Ministers to instruct the competent committee to place an increased emphasis on this aspect of its technical work.

## **Part II – The role and status of the conference**

### *A. Within the Council of Europe*

Mindful that the extent of the work as described in this resolution underlines the increasing importance of regional planning in Europe, and therefore conscious that this development reinforces and expands the political role that the conference must therefore play as an instrument of European intergovernmental co-operation, the ministers invite the Committee of Ministers of the Council of Europe:

- i. to continue to draw up and further develop the regional planning sector of the Council of Europe work programme and medium-term plan;
- ii. to give the secretariat the necessary resources for the implementation of the conference resolutions and the regional planning sector of the work programme of the Council of Europe.

### *B. With the European Communities*

The ministers urge the establishment of closer dialogue and co-operation with the European Communities in fields of common interest.

### *C. With the European Conference of Ministers of Transport*

The Committee of Senior Officials should continue to explore the pursuit of a joint programme with the European Conference of Ministers of Transport (ECMT), the elements of which to be defined at joint meetings between this committee and the Committee of Deputies of the ECMT.

The ministers welcome the work already undertaken for a first joint seminar, which could be held in 1977, as a step in the establishment of the future programme of co-operation.

The ministers also welcome the generous offer of the Turkish Government to act as host for a joint conference between ministers of regional planning and these of transport. They instruct the Committee of Senior Officials to study the possibilities of realising this conference.

*D. With the Organisation for Economic Co-operation and Development (OECD)*

The ministers welcome the close co-operation that has developed with the OECD and requests the Committee of Ministers to ensure the continuation of this co-operation.

*E. With the UN Economic Commission for Europe*

The ministers encourage close co-operation with the work of the United Nations Economic Commission for Europe.

The ministers also wish to see the continuation of full co-operation with the work on regional statistics being done by the Conference of European Statisticians.

## **4th European Conference of Ministers responsible for Regional/Spatial Planning (CEMAT) (Vienna, Austria: 5-7 October 1978) on “Planning of rural areas in Europe”**

### **Presentation**

Meeting in Vienna, the ministers responsible for regional/spatial planning reaffirmed:

- that their general aim was to examine current political issues in greater depth, in the context of an ongoing exchange of experience and information about regional/spatial planning policies;
- their wish to strive together for a harmonious spatial distribution of human activities and for a balanced development of regions.

They therefore outlined a European concept of regional/spatial planning in the broadest possible geographical framework.

On a more practical level, following on from the work done on urban issues at the Bari Conference, the Vienna Conference also looked at the question of rural areas. It identified three main objectives of rural planning:

- making living conditions in different regions as equal as possible in terms of employment, income, housing, social services, etc;
- good management of agriculture and natural resources;
- the taking into account of the requirements of ecological balance and the problems of long-term resources.

The achievement of these objectives was considered to require:

- co-ordinated measures at regional and local level, taken with the active participation of the population and allowing for different levels of intervention;
- national planning setting out a framework for the use of natural resources of national interest, and a general plan for the development and functioning of the various centres;
- regional/spatial planning at the European level, so that an appropriate framework for concerted national and regional policies could be devised.

Finally, the Conference decided to prepare a European Regional/Spatial Planning Charter.

### **Resolution No. 1 on The guidelines for the planning of rural areas in Europe**

#### **I. Preamble**

1. The 4th European Conference of Ministers responsible for Regional Planning was held in Vienna from 5 to 7 October 1978 at the invitation of the Austrian Government. It was attended by ministers and government representatives from the following member states: Austria, Belgium, Cyprus, Denmark, France, Federal

Republic of Germany, Greece, Ireland, Italy, Luxembourg, Netherlands, Norway, Portugal, Spain, Sweden, Switzerland, Turkey, United Kingdom.

Representatives of Finland, Liechtenstein, Yugoslavia and the Commission of the European Community, and representatives from the Organisation of Economic Co-operation and Development (OECD) and the European Conference of Ministers of Transport (ECMT) were also present as observers.

2. The conference expresses its deepest appreciation to the Austrian Government for organising the fourth session and for its generous hospitality, and to the Committee of Ministers of the Council of Europe for its support.

3. It expresses its sincere thanks to the Parliamentary Assembly which has consistently encouraged it in the promotion of European co-operation in the field of regional planning and reaffirms its considerable interest in the dialogue between parliamentarians and ministers on subjects of common interest.

4. It also thanks the Conference of Local and Regional Authorities of Europe for its valuable support, and in this connection emphasises the importance that, in accordance with the ideas developed at La Grande Motte and Bari, it attaches to the democratic nature of regional planning.

5. Its thanks go to all those international organisations that regularly follow its meetings, whose efforts to achieve their common objectives it greatly appreciates.

6. Finally, it wishes to pay tribute to the Secretary General of the Council of Europe and the secretariat of the conference for the commitment and devotion they have evidenced throughout the preparatory work for this session, and for the effective support they have given to all the activities of the conference.

## **II. Towards a European regional planning policy**

1. With a view to concerting national regional planning policies in Europe, the ministers decided to meet regularly and consider the major problems raised by the evolution of European society and the contribution that regional planning could make towards solving them.

2. The ministers recall that the general objective of their meetings was, in the framework of the constant exchange of experience and information on regional planning policies, to explore in depth questions of political topicality and to strive jointly towards a harmonious distribution of human activities and therefore towards a balanced regional development, thus laying the foundations of a European strategy for regional planning.

In this context, they express the hope that their co-operation will develop in as wide a geographical framework as possible, according to the provisions of the Final Act of the Conference on Security and Co-operation in Europe.

3. Having defined at their first two sessions (Bonn 1970 and La Grande Motte 1973) the major options of regional planning policies, and following up with their 3rd Conference on the control of urbanisation (Bari 1976), at their fourth session the ministers examined the major objectives to be adopted for the future development of rural areas, bearing in mind the relationship of town and countryside and particularly



the organisational consequences for rural areas of metropolitan areas and main development and communication axes.

4. The ministers, having seen the joint report presented by the Belgian and German delegations, and taking into account the national reports on the situation and the policies implemented in the various countries, thank the two delegations for their fruitful co-operation which has led to a convergent approach and to the introduction of a new dimension into their discussions on European regional planning.

### **III. Problems of rural areas in Europe**

#### *A. The general situation*

1. The ministers note the severity of the problems caused in the rural world by modern society which, by undue polarisation of human activities and the increasing concentration of facilities in large conurbations, is causing rural depopulation.

2. They consider that rural areas have a vital part to play in contemporary society, by performing a multiplicity of functions that are critical for social, economic – particularly as concerns agriculture – and cultural development. They recall that this role is performed not only at regional and national level but at a European level, and they are therefore led to attach particular importance to those wide areas whose balanced development is at present endangered.

3. The ministers stress that the decline or underdevelopment in rural areas cannot be regarded as an isolated phenomenon but represents a significant factor in the operation of the present socio-economic system, which calls for special policies for rural areas within the framework of an overall regional planning policy.

4. These policies are based on the following observations:

*a.* Agriculture is a major user of rural land and it is consequently important to maintain an economically viable agricultural system.

*b.* The decline of the countryside and the loss of population to urban areas threatens to add to economic and social imbalance, and consequently to aggravate the present economic crisis.

*c.* The rural exodus causes deterioration of infrastructure and facilities in rural-areas, although the trend towards the depopulation of rural areas is not always general nor inevitable.

*d.* The planning of rural areas based on their own system of values and specific potential – particularly as concerns agriculture – can be regarded as an important contribution towards remedying the present socio-economic imbalances.

*e.* The economic dependence of the rural world on the town, in particular of agriculture with industry, goes hand in hand with cultural dependence; the rural world is frequently subjected to cultural forces from the town, and man in a rural environment borrows his development models from the town. This can lead to loss of cultural identity and an absence of community projects.

*f.* Both at national and at European level, rural areas constitute an extremely important agricultural asset and biogenetic reserve, valuable both for the

maintenance of the economic and ecological balance and for social and cultural development.

g. The problems of rural areas arise in Europe in accordance with a characteristic geographical pattern, which should be taken into account in any future European set of regional planning guidelines:

- the regions of the Scandinavian peninsula,
- the regions of central western Europe,
- the coastal peripheral and Mediterranean regions,
- the mountain areas.

#### *B. The effects on rural areas of metropolitan areas and the axes*

1. The ministers, basing their considerations on the close interdependence of rural and urban development, tried to define the effects on the rural world of metropolitan areas and axes and to draw general conclusions for the formulation of a specific development policy for these areas.

2. A study of the situation in the various countries reveals that the phenomenon of axes and metropolitan areas develops whatever use is made of the strategy of hierarchical axes and metropolitan areas as a regional planning instrument, and the following distribution became apparent:

- a zone in Central Europe with a high concentration of metropolitan areas and main lines of communication;
- a less-developed zone of metropolitan areas and main lines of communication around that central zone;
- a peripheral coastal zone with few or no metropolitan areas and main development axes.

3. The influence of metropolitan areas and main development axes on rural areas may be negative or positive. It is negative if it leads to urban concentration of development potential which, instead of being distributed throughout all the hierarchical levels of the structure, is mainly fostered in the metropolitan areas and around the main development axes. It is positive when it performs highly qualified and specialised functions in the exchange of goods and services for the products of the rural world.

Metropolitan areas and main development axes can have the following negative effects:

- aggravation of disparities between rural areas and local centres leading to intensification of the drift from the land by an absorption effect;
- more acute shortages of infrastructure facilities in rural areas, resulting in supplementary transport costs;
- an increase in the flow of exchanges of goods and services on communication axes between areas of urban concentration, to the detriment of rural areas;

- disorganisation and destruction of rural areas by the construction of high-speed routes between major urban centres.

On the other hand they can have the following positive effects on the development of rural areas:

- gradual reduction of infrastructure imbalances and shortages; connection of rural areas, particularly peripheral regions, with the long-distance exchange of goods and services, eradicating shortcomings in transport infrastructures;
- improvement of access for industrial products necessary for agriculture and for transport of agricultural produce to other regions;
- increased incentives for the establishment of industrial and commercial activities;
- improved access to recreation and relaxation areas and equal access for inhabitants of rural areas to the services offered by large urban areas;
- encouragement of decentralisation within highly concentrated areas to the benefit of rural areas;
- stimulus of the development of the whole territorial structure through priority development centres situated on development axes.

4. An inventory of the metropolitan areas and main development axes of the countries taking part in the conference is an important element in preparing a comprehensive scheme for regional planning in Europe. Although metropolitan areas and main development axes constitute only one element in a policy for planning rural areas, it is not possible to invest rural areas with necessary facilities nor assure their development if no account is taken of the positive or negative effects of urban centres and axes.

#### **IV. Strategies and policies**

The ministers consider that it is important to create a situation in which:

- the living conditions of different regions are as equivalent as possible, from the point of view of employment, income, housing, social services etc;
- an efficient management of agricultural natural resources is ensured;
- the requirements of ecological balance and the long-term problems of resources are taken into account.

These are the three main objectives of the planning of rural areas.

The attainment of these objectives entails:

- co-ordinated measures at regional and local level taken with the active participation of the population and taking account of different planning levels; it is only thus that decisions can be adjusted to the aspirations and traditions of rural society;
- planning at national level, setting out a framework for the use of natural resources of national importance and a general outline for the development and

functions of the various centres; in this, planning guidelines should be adopted at the highest possible political level;

- a search for a regional planning policy at European level in order to provide an appropriate framework for the concertation of national and regional policies.

#### *Towards more balanced development of rural areas*

1. Any policy for rural areas must aim at developing a certain regional impetus, with a view to enabling country-dwellers to decide their own future.

The inability of the centralised system in nearly all cases to solve all the problems that result from the present-day development of society and to do away with regional imbalance calls for the definition of an appropriate policy of regionalisation and decentralisation. A part of this policy would be the attribution of public funds to the different levels of authorities as an instrument to foster rural regions.

2. The future of rural areas must be ensured by an overall regional planning policy applicable to these particular areas and to their various constituent parts. In following this line, the different functions of rural areas, their economic, ecological and socio-cultural aspects, must be regarded as of equal importance.

3. Present development trends can create conflict between the interests and aspirations of town and countryside. Accordingly, it is important for political bodies and institutions responsible for planning at all levels to have general powers relating to the development of both rural and urban areas, in order that the various interests can be dealt with equitably.

#### *Develop economic aspects*

4. Starting from the consideration that the rural population should be able to work and to make a living in its own region, the ministers believe that:

- the greatest effort should be made to promote a developed and adapted agriculture;
- insofar as preservation of its primary activities permits, the rural environment should be subject to the establishment of industrial and tertiary activities which can counterbalance the inflationary pressures linked with excessive urban and industrial concentration;
- with this in view, in order to create employment, grants and special assistance should be provided with a view to discovering special types of work such as home industries and the combination of different jobs;
- in addition, industries using advanced technology and recruiting skilled labour can be located in rural areas near to those with a developed urban infrastructure;
- in view of the structural diversity of these areas, it is necessary to promote a wide range of activities insofar as they can be adjusted satisfactorily to local resources;
- a policy to attract executive and skilled staff in centres situated in rural areas must be pursued, making it possible in this way to create new tertiary activities.

5. In rural areas, the increase of agricultural productivity must be combined with the creation of an industrial structure corresponding to the supply of labour force. A preference can be given to the installation of industries with high added value which have no major problems so far as siting is concerned.

6. In case establishment and employment grants made for the purposes of regional development do not cater adequately for the most sparsely populated areas, steps should be taken to rectify this.

7. Disparities in living and employment conditions in town and countryside are due mainly to different developments in tertiary activities in the town and in rural areas, so it is essential to ensure that country people have a maximum amount of services and facilities available at acceptable distances, including adequate socio-cultural facilities.

In order to ensure satisfactory social and commercial services, it is desirable to provide economic help so that existing services can be maintained and urgently needed services created.

#### *Improve communications*

8. Rural areas must be adequately linked with major economic and cultural centres. These communications should be supplemented by an improvement in intra-regional relations and communications.

It is also desirable to strengthen the communications infrastructure in order to afford improved access to jobs and services.

9. The establishment of high-speed routes to major growth centres across rural areas frequently undermines their structure. It should be accompanied by an appropriate policy to ensure that they are harmoniously integrated.

#### *Improve the environment, protect ecological balance and preserve cultural life*

10. A good rural living environment requires the cultivation of the landscape by agriculture and forestry. Where human settlements are to be sustained, it is therefore essential to enable the agricultural population to make a living and fulfil these socially necessary tasks of cultivation.

11. Rural regions must be regarded as an important element of the European countryside, which is by no means confined to the functional role involved in rural exploitation.

The protection of the specific character of rural areas constitutes a priority objective for any regional planning policy designed to conserve the potential for city dwellers' recreation and relaxation, to preserve the ecological balance and to protect areas of natural beauty and scientific importance.

12. The conservation and protection of a high-quality living environment in rural areas calls for measures to counteract trends towards the increasing consumption of natural resources.

A strict land-use policy is essential in order to restrain encroaching suburbanisation. Tourist projects and the establishment of second homes in rural areas must in particular be directed so as to ensure their better integration in the environment.

The social right of access to nature must be secured in particular by limiting the private appropriation of land and natural resources.

13. The special character of a country district, as shown particularly in regional architecture, must be respected. In this connection, reference should be made to the conclusions of the Council of Europe Symposium on Rural Architecture in Regional Planning, and the Granada appeal made at the close of that symposium should be supported.

14. Certain aspects of the pattern of rural living need to be safeguarded as an alternative to the urban pattern of living. The main objectives of a rural planning policy must be based not only on economic criteria but on criteria which cannot be assessed in financial terms, based on man's needs in his traditional cultural context.

The rural world must develop its own dynamism and an active local economy in order to be sure of economic development that is independent of the town.

The unilateral pressure of town-dwellers' needs must not be an exclusive criterion for rural planning. The planning of rural areas should reflect man's real needs in his own region.

#### *Organise transfrontier co-operation*

15. A number of problems in rural areas concern regions overlapping national frontiers. It is also obvious that the development of certain parts of Europe has considerable effects on that of other parts. European co-operation at national, regional and local level is necessary in order to:

- permit the co-ordination of efforts with a view to solving the problems of rural development in certain regions;
- increase the knowledge and awareness of the reciprocal effects of development in various European regions.

#### *Metropolitan areas and main development axes*

16. With a view to defining an adapted policy for rural areas it is necessary to use selectively planning instruments and measures and take into consideration economic, infrastructural and demographic characteristics (increase, stagnant or dwindling population) of European regions and their different levels of development.

17. Regarding metropolitan areas and main development axes in regions characterised by a growth situation, it is desirable to implement:

- measures to check development in the densely populated centre of Europe;
- measures to foster development in the less densely populated regions surrounding the centre of Europe;

– energetic measures to stimulate development in the rural regions of southern Europe.

18. In the regions that fulfil the conditions for development potential, it is desirable to continue territorial organisation by developing existing centres and axes of varying sizes.

In this way development, concentration and guidance will influence the territorial development potential while preserving open spaces to meet the needs of ecological balance, agriculture, recreation and the protection of landscapes. It will be necessary to establish the criteria to be respected for these various areas.

19. In regions showing signs of stagnation or decline it is necessary:

- to develop stimulative measures for stabilising the situation in rural areas;
- to devise policies to prevent increased urban concentration.

## **Resolution No. 2 on The work and role of the conference**

### **Part I: The work of the conference and the committee**

The ministers,

#### *A. Having considered the interim report*

presented to the conference by the Committee of Senior Officials covering the intersessional work of the committee and its working parties,

Welcoming the further development of technical co-operation within the conference, and within the Council of Europe's Work Programme on Regional Planning,

Convinced that the importance of regional planning in Europe merits further development of such activities,

Considering that the conference represents the most appropriate forum for an increasingly wide geographical scale of co-operation in such planning matters,

Acclaiming the inclusion into the Council of Europe's Activity Programme on Regional Planning of a certain number of proposals made by the conference,

Adopt the following resolution addressed to the competent bodies of the Council of Europe, to their own Committee of Senior Officials, and to the international intergovernmental organisations working in this field.

#### *B. Instruct their Committee of Senior Officials:*

##### **I. To prepare the 5th Conference**

The ministers accept with gratitude the invitation of the British minister to hold the fifth session of the conference in the United Kingdom in 1980 and accordingly instruct the Committee of Senior Officials to make the necessary arrangements to prepare the conference.

- The ministers request that an analysis of the results of the work of the conference over the ten years of its existence should be undertaken in order to permit orientation

of their future work. In the light of this analysis, they will discuss a first draft of a European Regional Planning Charter.

– The ministers decide that the 5th Conference should be the occasion for the launch and discussion of the Council of Europe campaign on urban renewal.

## II. To continue political and technical co-operation

The ministers express their gratitude to the Committee of Senior Officials and its subordinate groups for the work accomplished in the two years since the Bari Conference and ask that this political and technical co-operation should be continued and further developed.

Such work should be carried out by the committee on the following subjects, along the lines drawn up in the activity report of the committee, as presented to the conference.

### *i. Long-range forecasting*

The ministers note with satisfaction the results of the seminar, organised in November 1977 by the committee's Group of Experts on Long-Range Forecasting, on Territorial planning and long-range forecasting. The ministers note the proposals made at the seminar for future work and they accordingly instruct the Committee of Experts on Long-Range Forecasting to submit to the Committee of Senior Officials a future programme of work in this field for 1979 and beyond, taking into account the proposals made at the seminar and those made already by delegations to the committee.

The Committee of Senior Officials is asked to draw up terms of reference for its group of experts, ensuring that its work is orientated for the most part to the needs and themes of the ministerial conference.

### *ii. Cartography, statistics, terminology*

The ministers recall the need to develop an appropriate system of working instruments for regional planning, particularly those for cartography, statistics and terminology, and they note with satisfaction that the first set of harmonised thematic maps are being used for the present conference.

They note that an exchange of information and experience within these subjects has been developed between European countries, through a number of technical meetings and a series of specific seminars, and express the wish that this exchange of information should continue.

They express their appreciation to the French authorities for having organised the 2nd European Seminar within this series, held in Toulouse in 1977 on the subject of regional planning and remote-sensing.

They accept with gratitude the invitation of the Spanish Government to organise the next seminar, on "Regional planning and information systems".



The Committee of Senior Officials is asked to renew the terms of reference of the Expert Committee on Cartography, Statistics, Terminology in such a way that this important work will continue.

*iii. Transport and regional planning*

The ministers record their satisfaction with the work on transport and regional planning undertaken by the Committee of Senior Officials and in particular the organisation of a joint seminar with the European Conference of Ministers of Transport (ECMT) held in November 1977 following the request made by the ministers at the Bari Conference (Resolution No. 5).

Noting the proposals made at this seminar for future work, the ministers accordingly instruct the Committee of Senior Officials and its Working Party on Transport,

- to continue the close co-operation with the ECMT and to explore the possibility of holding a second seminar in the joint series;
- to study and pursue the most appropriate methods for the better integration of the principles of regional planning into transport policy in Europe.

*iv. Frontier regions*

The ministers underline the importance they attach to the co-ordination of regional planning in frontier regions, particularly between regional and local authorities.

They note the progress made in recent years in transfrontier co-operation and they express their firm interest in the European Convention on Transfrontier Co-operation, which they hope will soon be approved by the Committee of Ministers of the Council of Europe.

They accordingly instruct the Committee of Senior Officials to follow closely and associate itself with the development of transfrontier co-operation in Europe.

*v. Mountain regions*

The ministers recall the resolution at Bari concerning urbanisation and mountain regions, and particularly that part of it dealing with the organisation of a European seminar on development problems in mountain regions.

They note with satisfaction the results of the seminar on this subject organised in Grindelwald by the Swiss and Austrian authorities and express their gratitude to those authorities for having co-operated in an exemplary fashion in this exercise.

*vi. Rural regions*

The ministers draw attention to Resolution No. 1 of the conference, which represents a concerted ministerial view on the problems and strategies for rural regions in Europe, and instruct the Committee of Senior Officials to explore the most appropriate manner in which to follow up this work.

### *vii. Urban problems*

The ministers recall the work done at the Bari Conference on urbanisation and express their interest in the continued study of urban issues by the Committee of Senior Officials, and in particular request the committee to co-operate with and give every assistance to the Council of Europe and the appropriate intergovernmental committee in the organisation, conduct and exploitation of the Council of Europe campaign on urban renewal.

### *viii. The planning of coastal regions*

The ministers expressed their gratitude at the proposal of the Italian delegation to the Committee of Senior Officials to organise a seminar in 1979 in Italy on the planning of coastal regions and they note that such a proposal reflects the growing interest in and concern, within the committee and elsewhere, for the problems of planning for coastal regions in Europe. The ministers request the Committee of Senior Officials to consider in the light of the seminar to be held in Italy, the most appropriate way of further developing work on the subject.

### III. To study the possibilities

of achieving for the conference appropriate budgetary and secretariat provision and to present the results of this study at the fifth session.

### *C. Invite the Committee of Ministers*

of the Council of Europe to recommend to the Steering Committee for Regional Planning and Architectural Heritage (CDAT):

*a.* to continue and further develop its technical work in regional and urban planning in co-operation with the Committee of Senior Officials and its working parties, in the following fields:

- i. the objectives of European regional planning,
- ii. urban issues,
- iii. transport and regional planning,
- iv. mountain regions,
- vi. cartography, statistics and terminology,
- vii. long-range forecasting,
- viii. the planning of coastal regions, and
- ix. rural regions.

*b.* to continue the study series on European regional planning in co-operation with the Committee of Senior Officials; to examine the results achieved so far; and to define selective criteria to enable the studies to be geared to the objectives of the conference.

The ministers invite the Committee of Ministers of the Council of Europe:

Concerning the Ministerial Conference for Regional Planning

- to assure the preparation of their periodic sessions and the continuation of the permanent technical co-operation of the conference and its Committee of Senior Officials,
- to strengthen the secretariat and budgetary support of the conference, thus underlining its special political and technical role.

Concerning intergovernmental work

- to find an arrangement whereby the Committee of Senior Officials would act as the Council of Europe's Steering Committee for Regional Planning with responsibility for the initiation, guidance and execution of Sector 17 of the Council of Europe's work programme;
- to consult the Committee of Senior Officials before undertaking any future reform related to the structures of the committees of the Council of Europe concerned with regional planning, given the close interaction between the activities of the conference and those of the CDAT.
- to give political and administrative support to the programme on rural regions to be organised as part of the Council of Europe's activities in the period 1979-80;
- to increase the funds available for carrying out the work programme of the Council of Europe on regional planning matters;
- to take into consideration the results of the work already done, and to be done, on subjects proposed above when drawing up the second medium-term plan, 1981-85.

**Part II: Relations of the conference**

*A. With the Council of Europe*

i. With the Committee of Ministers

The ministers express their gratitude to the Council of Europe for having provided the secretariat of the conference and for the preparatory Committee of Senior Officials and its working parties, and welcome the continuation of the relationship between the conference and the Council of Europe, as governed by Resolution (71) 44 of the Committee of Ministers of the Council of Europe, and the fact that this resolution maintains a strong link between the conference and the Council of Europe while maintaining the necessary margin of independence.

The ministers draw attention to those subjects mentioned above in [Part I] paragraphs B(II), i-viii, which have been incorporated in one way or another into the Council of Europe's work programme, and express the hope that such collaboration will continue in the future.

ii. With the Parliamentary Assembly

The ministers thank the Parliamentary Assembly for its interest shown since the beginning in the development of the conference and its technical co-operation. They are grateful to the Parliamentary Assembly for its support that it has always given.

The ministers express the hope that this co-operation continues and welcome the project of a joint meeting between the Committee of Senior Officials and the Assembly's Committee for Regional Planning and Local Authorities.

iii. With the Conference of Local and Regional Authorities of Europe

The ministers express the desire that their Committee of Senior Officials follow closely the work of the CLRAE, particularly its analysis of European regional policies and the balanced development of European regions.

iv. The European Ministerial Conference on the Environment

The ministers note the preparatory work being done for the next session of the European Ministerial Conference on the Environment, due to be held in Bern, Switzerland, from 19 to 21 September 1979, and requests the Committee of Senior Officials to consider, with the preparatory Committee of Senior Officials of the Environmental Ministerial Conference, the most appropriate way of promoting co-operation between the two respective committees.

v. The Conference of European Ministers responsible for Local Government

Given the interest in the subject of public participation as evinced by the ministers at the Bari Conference, the ministers request the Committee of Senior Officials to examine the results of the Conference of European Ministers responsible for Local Government, held in Stockholm in September 1978, on the theme of citizen participation and local government.

*B. With other organisations*

i. With the Commission of the European Community

The ministers applaud the close co-operation that has been established between the conference and the Commission of the European Community, as expressed by the regular participation of members of the Commission secretariat in the preparatory work for each conference and by the regular presence of the member of the Commission responsible for regional policy at sessions of the conference.

In particular, the ministers recognise with gratitude the financial contribution made by the Commission of the European Community to the Seminar on "Territorial planning and long-range forecasting" held in Strasbourg in November 1977.

This co-operation between the conference and the Commission of the Community should be further developed in the spirit of Resolution (71) 44 of the Council of Europe. In addition they express the wish that a closer link be established between the Committee of Senior Officials and the Committee for Regional Policy, with a view to proceeding jointly on a detailed analysis of the problems of balanced regional development in Europe.

ii. With the European Conference of Ministers of Transport

The ministers applaud the close co-operation that has been established with the ECMT in order to bring together transport policy and regional planning.

In particular, they express their satisfaction at the organisation of a joint seminar and trust that other seminars will be organised in order to draw up a common approach to transport and regional planning policies.

iii. With the Organisation for Economic Co-operation and Development

The ministers welcome the close co-operation that has developed with the OECD and particularly with the Regional Policy Working Party of the Industry Committee and the Sector Group on the Urban Environment of the Environment Committee.

The ministers request that such co-operation be continued.

iv. With the UN Economic Commission for Europe

The ministers applaud the co-operation that has developed with the UN Economic Commission for Europe and particularly with its Committee on Housing, Building and Planning, and its working parties.

In addition, the ministers welcome the fruitful co-operation between the conference and the Conference of European Statisticians in the field of harmonisation of regional statistics. The ministers trust that such co-operation will continue and be further developed in the future.

The ministers take note with gratitude of the invitation of the Turkish and Spanish governments to act as hosts for forthcoming sessions of the conference.

## **5th European Conference of Ministers responsible for Regional Planning (CEMAT) (London, United Kingdom: 21-22 October 1980) on “Achievements and prospects for regional planning in Europe”**

### **Presentation**

The ministers responsible for regional/spatial planning expressed the view that European co-operation on regional/spatial planning had intensified in the previous ten years, enabling a better understanding to be developed between participating countries. They noted that the final resolutions adopted at their four previous sessions had laid down certain guidelines for a European approach to regional/spatial planning and had made a significant contribution to North–South dialogue on balanced development in Europe. It was decided that the conference should move into a second phase of work in order to put into practice the major principles set down. It therefore decided:

- to study the impact of the major problems that would arise for regional/spatial planning in Europe in the years ahead, and therefore to prepare a medium-term reference programme for future work;
- to consider the possibility of preparing a European Regional Planning Strategy;
- to intensify relations with the European Communities and the intergovernmental organisations concerned.

The conference discussed the draft charter, deferring possible adoption of the final version to its subsequent session.

### **Resolution No. 1 on Achievements and prospects of regional planning in Europe**

#### **Preamble**

1. Ten years after its first session (Bonn, 1970), the European Conference of Ministers responsible for Regional Planning held its fifth session in London on 21 and 22 October 1980 at the invitation of the Government of the United Kingdom. The conference was attended by ministers and government representatives from the following Council of Europe member states: Austria, Belgium, Cyprus, Denmark, France, Federal Republic of Germany, Greece, Ireland, Italy, Luxembourg, Netherlands, Norway, Portugal, Spain, Sweden, Switzerland, Turkey and United Kingdom, and in observer capacity of Finland and Yugoslavia. Five international governmental organisations were represented: the Commission of the European Communities, the European Parliament, the European Conference of Ministers of Transport, the Organisation for Economic Co-operation and Development, and the European Free Trade Association.

2. The conference expresses its deepest appreciation to the Government of the United Kingdom for organising the fifth session and for its hospitality.

3. The conference wishes to thank the Council of Europe and its various organs for the very fruitful working relationship established with them, and in particular the

Committee of Ministers, the Parliamentary Assembly and the Conference of Local and Regional Authorities of Europe and also thanks all those international organisations which regularly contribute to its work.

4. In view of the commitment demonstrated by participating countries, the different Council of Europe bodies and the interest shown by other intergovernmental organisations which have co-operated with CEMAT from the start, the conference reaffirms its determination to follow up and intensify the European co-operation achieved in the field of regional planning which should take place in the broadest possible geographical and institutional framework, and in this way to provide man and his communities with the environment necessary for the development of democratic societies in Europe.

### **Decisions**

The ministers,

participating in the fifth session of the European Conference of Ministers responsible for Regional Planning,

1. having taken note of the report on “Achievements and prospects for regional planning in Europe”, presented by the Austrian delegation,
2. considering that European co-operation in the field of regional planning has intensified over the past ten years and has created a better understanding between the participating countries,
3. noting that the final resolutions adopted at their four previous sessions have defined certain guidelines for a European approach to regional planning,
4. noting that the main principles of European regional planning as laid down by CEMAT make an important contribution to the North–South dialogue on balanced development in Europe which has been initiated within the Council of Europe,
5. believing that CEMAT represents, as they have already emphasised at their previous sessions, the most suitable platform for establishing and developing ever-widening European co-operation in the field of regional planning at political, institutional and technical levels, and that the conference must, ten years after its inception, embark on a second stage of its work by implementing the major principles that have been defined so far,

#### *I. Recommend to the Committee of Ministers of the Council of Europe:*

6. to give high priority to work and action in the field of regional planning by reinforcing the “regional planning” sector within the Council of Europe work programme and to provide it with the necessary means, within the budgetary possibilities of the Council of Europe, to enable proposals for this sector made by the ministers responsible for regional planning to be efficiently implemented.

#### *II. Instruct their Committee of Senior Officials:*

7. to study, in the light of the debates of the 5th CEMAT, the impact of the main problems which will confront regional planning in Europe in the coming years, and

accordingly, to draw up a medium-term frame of reference for the future work of the conference,

8. to examine in its future work the possibility of drawing up a European Regional Planning concept,

9. to pursue closer co-operation with the European Communities and interested intergovernmental organisations,

10. to intensify working relations with the Parliamentary Assembly and the Conference of Local and Regional Authorities of Europe with a view to organising joint meetings with the competent committees.

### **Resolution No. 2 on The European charter on regional planning**

The ministers,

1. welcoming the various initiatives on the preparation of a European Regional Planning Charter, notably stemming from the Parliamentary Assembly and the Conference of Local and Regional Authorities of Europe,

2. taking the view that future political and technical work in the field of regional planning should be based on a text defining the main regional planning objectives and the means of their implementation,

3. considering that this charter could provide guidelines and a frame of reference for all bodies concerned with regional planning,

4. further considering that the charter could open up new perspectives on the role of regional planning and its potential for preventing problems resulting from economic, social and cultural organisation, and the living environment of citizens,

5. welcome the draft charter submitted to their discussions and

request the preparation of a final version for their next session to be held in 1982. It will then be decided whether the adopted text shall be called a charter or declaration.

### **Resolution No. 3 on The organisation of the 6th session of CEMAT**

The ministers participating in the fifth session of the conference,

1. wishing to deepen and intensify their co-operation within the framework of the periodical sessions of their conference,

2. welcoming the invitation from the Spanish Government to organise the next session of their conference,

3. instruct their Committee of Senior Officials to make the necessary arrangements in preparation for this session.

4. wish their sixth session to deal mainly with:

i. the final version of the European Regional/Spatial Planning Charter,

ii. either the Mediterranean basin and its role in the North–South European relationship, or the planning of the European coastline,



iii. the future status of the conference, the future work programme and the financial implications.

5. request the Committee of Ministers of the Council of Europe to place at the disposal of the secretariat of the conference the administrative, operational and technical assistance needed for the organisation of its next session and for the preparatory work of its committees. The choice between the two proposed themes is left to the Committee of Senior Officials.

#### **Resolution No. 4 on Urban renaissance**

The ministers,

1. recalling previous discussions on urban matters and regional planning, notably at their third session (Bari 1976),

2. stressing that the organisation of the European Campaign for Urban Renaissance is regarded as an important CEMAT-instigated activity, which will be further pursued by the study of urban problems within the regional planning context as a priority of the Committee of Senior Officials and its groups of experts,

3. considering that the problems of urban organisation, development and renewal depend to a large extent on balanced regional development and a harmonious relationship between town and country,

4. convinced that urban change will continue in Europe, but for social and economic reasons future urban development must show greater respect for the human and material values of the existing urban fabric and make better use of its resources,

5. recognising therefore that town planning and urban management problems and the mastery of urban development call for new policies based on the economic, social, cultural and ecological needs of citizens, following a long-range-orientated democratic and interdisciplinary political approach,

#### **Decisions**

6. welcome the launching of the Council of Europe's Campaign for Urban Renaissance on the occasion of their fifth session and hope that it will receive widespread support from those concerned with regional planning, urban development and the organisation of urban community life,

7. ask the Committee of Senior Officials to follow the various events planned in connection with the campaign, and in particular to attend and contribute to those bearing on fields of special interest to CEMAT,

8. wish the campaign to take account of their past recommendations and hope to be able to contribute to the closing conference (1982),

9. instruct their Committee of Senior Officials to report on the campaign's relevant results at their next plenary session.

## **6th European Conference of Ministers responsible for Regional Planning (CEMAT) (Torremolinos, Spain: 19-20 May 1983) on “Prospects of development and of spatial planning in maritime regions”**

### **Presentation**

The conference stood out as the one at which the European Charter was adopted, a document setting out at European level fundamental objectives for regional/spatial planning.

On this basis, and in the context of the future work programme, the ministers responsible for regional/spatial planning reaffirmed the guidelines drawn up at their previous conference, in London, and attached particular importance to the work on preparation of a European Regional Planning Strategy, placing the short- and medium-term emphasis on, inter alia:

- the conclusion of studies on the final concept of the strategy, or, in other words, on the production of an initial document in this field;
- discussion of the possibility of drawing up regional/spatial planning strategies at national and regional levels;
- assessment of the impact of certain regional/spatial planning projects.

The conference also adopted a resolution setting out the aims which should in future underlie any regional/spatial planning policy adopted by maritime regions. The general objectives to be pursued in the framework of a regional/spatial planning policy were defined:

- balanced development of maritime regions;
- a new concept of coastal zones;
- protection of coastal zones;
- the principle of in-depth planning;
- integrated planning of “terrestrial/marine systems”;
- co-ordination of maritime activities;
- maritime planning: development of a prudent and progressive approach;
- controlled urbanisation;
- the combating of pollution;
- control of industrial activities;
- rational organisation of tourism;
- free access for all to the coasts.

The ministers also took account of the need for intensified development of European co-operation on activities at sea, on land and in the hinterland.

### **Resolution No. 1 on Planning policies in maritime regions**

The European ministers responsible for regional planning meeting in their sixth session,

1. Having considered the reports presented by the French, Italian and Dutch ministers;
2. Being aware of the importance of discussing at European level the various problems inherent in the development and protection of maritime regions of the countries meeting within the conference;
3. Emphasising that the European maritime regions are at the same time a sensitive natural heritage, an important centre for trade, a prime area for the siting of commercial and industrial activities, an area for applying energy, mining and harbour policies, a starting point for the industrialisation of the sea and a particularly attractive area for mass tourism;
4. Being aware that the different sectoral policies applied in these areas provoke conflicts which can only be resolved by a comprehensive regional development policy based on integrated planning and focusing on long-term objectives, since the protection, development and planning of maritime regions are strongly interdependent and cannot be considered in isolation;
5. Meeting in order to exchange information and pool experience with regard to national policies for maritime regions and considering it necessary, despite the many initiatives already taken by European and international institutions, to establish closer European co-operation over the protection and development of maritime regions;
6. Considering that the conclusions of the 4th European Ministerial Conference on the Environment, which is to be held in Greece in 1984 on the theme "Coastal areas, river banks and lake shores: their planning, development and management in keeping with the ecological balance", may make an indispensable contribution to the further definition of regional planning objectives for European maritime regions;
7. Considering the European Coastal Charter adopted on 8 October 1981 by the Conference of Peripheral Maritime Regions of the European Community and the Resolution adopted on this subject by the European Parliament on 18 June 1982 as an important contribution to the definition of a co-ordinated regional planning policy for maritime areas at European level;
8. Taking into account the principles set forth in Committee of Ministers Resolution (73) 29 on the protection of coastal areas and recalling the provisions of the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities;
9. Adopt the following resolution and recommend that governments, local and regional authorities, the appropriate Council of Europe bodies and the European institutions and organisations base their development and planning policies for maritime regions on the following principles:

## **1. General principles and objectives**

The ministers consider that the general objectives of a regional/spatial planning policy should be as follows:

### *Balanced development of maritime regions*

A policy aimed at the balanced development of maritime regions is essential. Policies for transforming such regions must be monitored and limits fixed to the burdens which they can be expected to bear. A balance also needs to be struck in physical planning between heavily urbanised coastal regions and less densely populated peripheral regions, taking relations between these two types of region into account.

### *A new view of coastal areas*

Henceforth regional planning policies should regard the coast not as a rigid dividing line, but as a region whose importance for mankind is determined by its proximity to the sea – and the sea not as a different and boundless world, but as a feature of our daily lives and one which, because of the resources available in the sea-bed and its subsoil, can be put to a greater variety of uses than in the past.

Land and sea were formerly seen as opposites, but nowadays the “coastal strip” has become a much wider and less static physical and, more particularly, orographic concept and one which offers ever greater scope for an evolving, relational theory of economic space.

Regional planning should further regard the continental shelf as an integral part of the land surface, that is, as a submerged area of dry land.

### *The protection of coastal areas*

Pending the conclusions of the 4th European Ministerial Conference on the Environment in 1984, the following points may at this juncture be made:

- Measures to protect European coastal regions should be taken as a matter of the utmost urgency;
- Measures to protect European coastal regions can only be effective if accompanied by a planning and protection policy in the adjoining inland areas;
- Measures to protect European coastal regions must not be confined to ecological aspects, but must also strive to preserve the distinctive socio-cultural features of each coastal area;
- The demands of the protection of coastal regions and those of their economic and industrial development must be reconciled.

### *The principle of in-depth planning*

Within the institutional framework of each country, great emphasis should be placed on the introduction of in-depth planning in two directions, namely seawards from the shore and landwards from the shore.

This principle should govern not only the use of marine resources and shipping routes but also harbour, urban, industrial and tourist policies onshore and the management of river systems and other extensive inland areas.

#### *Integrated planning of “land–sea systems”*

Planning strategies for maritime regions must give priority to the interconnection between land and sea activities as shaped by technological and economic progress. This requires effective integrated planning of land–sea systems and effective guidance of scientific research and its practical application.

This principle will have to be followed in future European and national spatial planning strategies and in planning measures at national or regional level. It can also be observed by each country in reforming political and administrative structures not particularly suited to the complex management of the new land–sea relations.

The need for a more comprehensive land–sea approach to the physical planning of coastal regions implies the need for effective administrative and legal instruments to implement these policies.

#### *The co-ordination of offshore activities*

The growth of offshore activities necessitates co-ordination of fishing, boating and commercial navigation, exploitation of energy resources, exploitation of raw materials, and military and other activities, and the taking into account of environmental factors.

#### *Maritime planning: development of a careful, step-by-step approach*

Planning of the open sea was hitherto almost non-existent. As the sea does not come exclusively under the (full) jurisdiction of the countries it adjoins or surrounds, the formulation of planning policies for non-territorial waters must be approached with a certain caution.

There are a number of differences between the situations at sea and on land:

- at sea, more allowance must be made for the vertical dimension;
- owing to the movement of water, several maritime functions and activities are not tied to a particular location;
- attention must be drawn to the legal and administrative limits of decisions applicable outside territorial waters.

#### *Controlled urban development*

The uncontrolled urbanisation of European coasts must be stopped as a matter of urgency, given the limited capacity of coastal areas.

It is necessary to concentrate and control major developments in certain zones and to restrict these developments in areas where conservation is an important priority. Control over the arbitrary spread of holiday homes and other housing is especially significant in this respect.

Within the most urbanised coastal regions, there are huge pressures on land for recreation, agriculture and nature conservation. Physical plans at regional level should allow for enough open space to enable these activities to function adequately. At the same time, regional plans should ensure that the open spaces set aside are not needlessly harmed by the excesses of activities typical of them, such as recreation, water supply, transport etc.

To this end, it would be desirable to designate an area along the coast in which no further building is permitted.

Various coastal activities associated with a high level of urbanisation (industrialisation, intensive recreation) can have a negative effect on other functions such as fishing, aquaculture, nature conservation, landscape protection and extensive recreation. Priority should be given to combating these negative effects at both national and international level.

#### *Control of industrial activities*

Industrial development in coastal areas calls for great caution, as its growth is already creating not only pollution of the atmosphere and water but also new communication routes. Industry should therefore be concentrated in selected development areas reserved exclusively for companies dependent on a coastal site. These rules should also govern regional policy strategies to promote employment in coastal regions.

#### *Pollution control*

Although marine pollution problems will be discussed at the 4th European Ministerial Conference on the Environment in 1984, it should nonetheless be stressed that planning and development policies for maritime regions need to take appropriate account of the need to combat pollution caused by solid and liquid urban waste, industry, power stations and the use of pesticides in agriculture.

#### *Rational organisation of tourism*

The development of recreation must be prevented from leading to irreversible deterioration of the precious natural environment of certain European coastal regions. Tourism should be controlled and, where necessary, limited in specific areas to prevent destruction of the environment and the population's natural surroundings and avert further ecological or aesthetic pressures on the coastline.

#### *Free access to the coastline for all*

Steps should be taken to halt the increasing private ownership of coasts and to ensure that everyone has free access to the coast.

## **2. Development of European co-operation**

Having regard to the interdependence of the problems discussed and their effects, which reach beyond national frontiers, and to the fact that harmonisation and co-operation in this field are still insufficient, the ministers stress the need to intensify their collaboration and are of the opinion that CEMAT represents an appropriate

framework especially for continuing exchanges of information and mutual consultation.

*With regard to offshore activities*

The ministers, having regard to the need to conserve natural resources and co-ordinate their exploitation, assert that:

- the co-ordination of maritime activities, which are constantly increasing, requires that international consultations and agreements be expanded and take into account the conclusions of the United Nations Conference on the Law of the Sea;
- In particular, activities at sea require fuller co-ordination in the fisheries sector, and, in the Mediterranean, binding agreements are needed between European countries and North African and Middle Eastern countries on fishing in territorial and non-territorial waters;
- The immense future potential for exploration of the seabed in order to extract hydrocarbons and minerals generally calls for enormous technical and financial resources and hence for special channels of international co-operation;
- The work done by IMCO on shipping routes and traffic separation zones should be continued in order to increase safety at sea and establish an integral system of safe sea lanes;
- since the legal and administrative framework for decision-making is limited and operations outside territorial waters are attend by uncertainty, the drawing up of maritime planning policies by way of international conventions should be treated with caution.

*With regard to onshore activities*

The ministers call for:

*a.* greater co-ordination between the European countries concerned in the preparation of development plans and programmes implemented in coastal regions at national, regional and local levels. For instance, development targets in coastal regions on the same seaboard should be jointly discussed before their final adoption in order to assess their possible consequences and interaction, to establish future transfrontier co-ordination of programmes and plans as well as specific objectives for the protection and development of coastal areas. Consideration should be given to the possibility of harmonising certain legal regulations applicable to programmes and plans for coastal regions and to the advantages this might have for the development of coastal areas;

*b.* a very detailed study of the function and role of European ports, as part of the preparatory work for a European regional planning strategy;

In view of the present competition between ports, the scope for co-operation between European ports should be studied in order to avoid certain costly excesses and possible over-equipment. This work could eventually pave the way for preparation of a European ports plan, with as comprehensive an approach as possible to ports, particularly as regards their relationship with the hinterland.

In this context, an effort must be made:

- to give or restore to medium-sized ports their rightful place, since they play (or can play) an essential role in the development of certain peripheral maritime regions;
- to strike a better balance between the Mediterranean and Atlantic seabords in continental maritime transport, by means of local, integrated and specialised port complexes; to give more importance to inshore and intermodal shipping;
- c. considering the imbalances which exist in the numbers of tourists visiting European coastal areas, a detailed study by CEMAT to identify the trend of major international tourist movements to the European coasts;
- d. recalling the possibilities offered by the Council of Europe's Outline Convention on Transfrontier Co-operation, the intensification of co-operation at regional and local level as a means of facilitating transfrontier co-ordination of specific objectives concerning the development and planning of coastal areas;
- e. a comprehensive inventory of particular pressures on the environment in coastal regions be prepared in order to facilitate the formulation of appropriate planning objectives in the framework of a European regional planning strategy and concerted measures for the effective protection of coastal areas at international level.

*With regard to the hinterland*

a. The quality of coastal communications (not only roads, railways, inland waterways, airlines and pipelines, but also telephones, data processing networks etc.) plays a vital role in the development of these regions, and particularly in the potential function of seaports in relation to their hinterland, which often extends beyond frontiers.

The growth of tourism, the present-day "oceanisation" of European economies, the demands of balanced regional development in Europe, energy needs and other pressures require constant improvements in communications between coastal (and especially peripheral maritime) regions and other parts of Europe. Comprehensive physical planning in Europe presupposes a European network of trunk communications, establishing the main priorities and acting as a framework for a European regional planning strategy.

The CEMAT must therefore continue to work along these lines, taking full account of the studies so far carried out by the Council of Europe (particularly the Parliamentary Assembly and the Standing Conference of Local and Regional Authorities Europe) and other European bodies;

b. Policies on river systems are very important for down-river coastal regions, and must take account of land-sea systems by controlling the amount of water used for many different domestic and industrial purposes.

Such policies, which lend themselves to international comparison and consultation, should cover the major river basins and river systems. Here, new policy guidelines should be drawn up, especially for the Mediterranean, to encourage economic development in large areas which lack links with the major river basins and direct access to the coast.



## **Resolution No. 2 on The European regional/spatial planning charter (Torremolinos Charter)**

The ministers,

1. Recalling their proceedings and exchanges of views at the London Conference (1980) concerning the preliminary draft of a charter prepared by the Committee of Senior Officials at the express wish of the Vienna Conference (1978);
2. Welcoming the work accomplished by the Committee of Senior Officials in accordance with Resolution No. 2 adopted in London (1980);
3. Thanking the Parliamentary Assembly for its proposal at the Vienna Conference that a charter be prepared and the Standing Conference of Local and Regional Authorities of Europe for its support and its contributions to this project;
4. Considering that this charter will have to serve as a guideline and reference framework for all who bear responsibility for spatial/regional planning in Europe;
5. Believing that the charter should initiate a new phase in European co-operation in the spatial/regional planning field and in particular serve as a basis for the work on the preparation of a European Spatial/ Regional Planning Strategy;

### **Decisions**

6. Adopt the appended European Charter on Regional Planning,

And present it to the people and to those who bear political responsibility at local, regional, national and international level;

7. Request all institutions, administrations and organisations dealing with spatial/regional planning and management to take its substance into account in their work;
8. Undertake to recommend to their respective governments that the principles and aims set forth in the charter be taken into consideration and that international co-operation be promoted with a view to achieving real European planning;
9. Request the Committee of Senior Officials and the national and European authorities concerned to do their utmost to arrange the widest possible distribution for it;
10. Decide to discuss at each plenary session the initiatives taken both in their own countries and at European level to promote the principles set forth in the charter;
11. Invite the Committee of Ministers of the Council of Europe to endorse the text of the charter.

## **Appendix to Resolution No. 2 on The European regional/spatial planning charter (Torremolinos Charter)**

### **Preamble**

The European ministers responsible for regional planning, meeting at their sixth session organised under the auspices of the Council of Europe, considering that:

1. regional/spatial planning is an important instrument in the evolution of European society and that the intensification of international co-operation in this field represents a substantial contribution towards a stronger European identity;
2. co-operation in this field calls for an analysis of national, regional and local development concepts with a view to the adoption of common principles designed particularly to reduce regional disparities and to reach a deeper insight into the use and organisation of space, the distribution of activities, protection of the environment and improvement of the quality of life;
3. the profound changes brought about in the economic and social structures of the countries of Europe and their relations with other parts of the world demand a critical review of the principles governing the organisation of space, to avoid their being wholly determined by short-term economic objectives without taking into consideration social, cultural and environmental aspects;
4. the objectives of regional/spatial planning need new criteria for the orientation and the use of technical progress, in conformity with economic and social requirements;
5. all European citizens should be enabled to participate, in a suitable institutional framework, in the introduction and application of regional/spatial planning measures;

Adopt this charter

and present it to the people as well as to policy decision-makers at local, regional, national and international level.

## **European Regional/Spatial Planning Charter**

### **The concept of regional/spatial planning**

8. Regional/spatial planning gives geographical expression to the economic, social, cultural and ecological policies of society.
9. It is at the same time a scientific discipline, an administrative technique and a policy developed as an interdisciplinary and comprehensive approach directed towards balanced regional development and the physical organisation of space according to an overall strategy.

### *Its European dimension*

10. Regional/spatial planning contributes to a better spatial organisation in Europe and to the finding of solutions for problems which go beyond the national framework and thus aims to create a feeling of common identity, having regard to North–South and East–West relations.

### *Its characteristics*

11. Man and his well-being as well as his interaction with the environment are the central concern of regional/spatial planning, its aims being to provide each individual with an environment and quality of life conducive to the development of his personality in surroundings planned on a human scale.

12. Regional/spatial planning should be democratic, comprehensive, functional and orientated towards the longer term.

- Democratic: it should be conducted in such a way as to ensure participation of the people concerned and their political representatives;
- Comprehensive: it should ensure the co-ordination of the various sectoral policies and integrate them in an overall approach;
- Functional: it needs to take account of the existence of regional consciousness based on common values, culture and interests sometimes crossing administrative and territorial boundaries, while taking account of the institutional arrangements of different countries;
- Long-term orientated: it should analyse and take into consideration the long-term trends and developments of economic, social, cultural, ecological and environmental phenomena and interventions.

*Its operation*

13. Regional/spatial planning must take into account the existence of very many individual and institutional decision-makers influencing the organisation of space, the uncertainty of all forecasting studies, market pressures, the special features of administrative systems and differing socio-economic and environmental conditions. It must however strive to reconcile these influences in the most harmonious way possible.

**The fundamental objectives**

Regional/spatial planning seeks at one and the same time to achieve:

*Balanced socio-economic development of the regions*

14. Taking into consideration the economic processes affecting Europe as a whole, the specific regional characteristics and the important role of development axes and communication networks, it should control the growth of regions which are congested or developing too fast, encourage the development of backward regions, and maintain or adapt the infrastructures that are essential to the stimulation of economic recovery in declining regions or those threatened with serious employment problems, particularly through manpower migration at European level.

Peripheral areas which have special requirements and structural potential for socio-economic rebalancing should be better linked to the industrial and economic centres of Europe.

*Improvement of the quality of life*

15. It encourages improvement in the quality of everyday life, in respect of housing, work, culture, leisure or relationships within human communities, and enhancement

of the well-being of each individual through the creation of jobs and the provision of economic, social and cultural amenities which meet the aspirations of different sections of the population and which are sited in places where they will be used to the optimum.

*Responsible management of natural resources and protection of the environment*

16. By promoting strategies to minimise conflicts between the growing demand for natural resources and the need to conserve them, it seeks to ensure responsible management of the environment, the resources of land, subsoil, air, water, energy resources, fauna and flora, paying special attention to areas of natural beauty and to the cultural and architectural heritage.

*Rational use of land*

17. In pursuit of the above defined objectives, it is concerned in particular with the location, organisation and development of large urban and industrial complexes, major infrastructures, and the protection of agricultural and forestry land. Every regional/spatial planning policy must be necessarily accompanied by a land-use policy in order to make it possible to achieve objectives which are in the public interest.

**Pursuit of regional/spatial planning**

18. The achievement of regional/spatial planning objectives is essentially a political matter.

19. Many private and public agencies contribute by their actions to developing and changing the organisation of space. Regional/spatial planning reflects the desire for interdisciplinary integration and co-ordination, and for co-operation between the authorities involved.

*It seeks co-ordination between the various sectors*

20. This effort for co-ordination concerns mainly the distribution of population, economic activities, habitat, public facilities and power supplies; transport; water supply and purification; noise prevention and waste disposal; protection of the environment and of natural, historical, cultural assets and resources.

*It facilitates co-ordination and co-operation between the various levels of decision-making and the equalisation of financial resources*

21. The various authorities involved in regional/spatial planning policy need to be given the power to take and carry out decisions, as well as adequate financial means. In order to ensure optimal co-ordination between local, regional, national and European levels, and optimal transfrontier co-operation, their action must always take into account any measures introduced or planned at the level above or below their own and, consequently, they must keep one another regularly informed.

*At local level:* co-ordination of local authority development plans, having regard to the essential interests of regional and national planning;

- At regional level:* the most appropriate level at which to pursue a regional/spatial planning policy, co-ordination between the regional authorities themselves and local and national authorities as well as between regions of neighbouring countries;
- At national level:* co-ordination of different regional/spatial planning policies and regional aid arrangements as well as harmonisation of national and regional objectives;
- At European level:* co-ordination of regional/spatial planning policies in order to achieve objectives of European importance and general balanced development.

### *Public participation*

22. Any regional/spatial planning policy, at whatever level, must be based on active citizen participation. It is essential that the citizen be informed clearly and in a comprehensive way at all stages of the planning process and in the framework of institutional structures and procedures.

### **Strengthening European co-operation**

23. The European Conference of Ministers responsible for Regional Planning (CEMAT) constitutes the ideal political instrument for co-operation and initiative at European level.

– It will intensify relations with the bodies of the Council of Europe and the European Community, as well as with the relevant intergovernmental organisations. It will present regular progress reports on European co-operation in this field to the Parliamentary Assembly and the Standing Conference of Local and Regional Authorities of Europe.

– Besides organising and intensifying political co-operation between states, it will promote co-operation in the main technical planning fields such as long-range forecasting, regional statistics, cartography and terminology. It must acquire the scientific, administrative, technical and financial tools essential to the pursuit of its aims, in particular by drawing up a European regional planning concept.

24. The ministers ask all institutions, administrations and organisations dealing with regional planning problems to have regard in their work to the contents of the charter.

25. The charter can be revised with a view to adapting it to the needs of European society.

26. The ministers undertake to recommend to their governments that the principles and aims set out in the charter be taken into consideration and that international co-operation be promoted to achieve real European planning.

## Appendix

### Specific objectives

All principles set down in the present charter have already been developed in the work of the European Conference of Ministers responsible for Regional Planning on rural, urban, frontier, mountain and coastal areas, and on islands.

1. Rural areas with a primarily agricultural function have a fundamental role to play. It is essential to create acceptable living conditions in the countryside, as regards all economic, social, cultural and ecological aspects as well as infrastructures and amenities, while distinguishing between under-developed and peripheral rural regions, and those close to large conurbations.

In such areas the development of the urban framework, of social and economic structures and of transport must take account, in all spheres, of their specific functions and in particular of the conservation and management of the natural landscape.

2. Urban areas contribute greatly to the development of Europe and usually present the problem of controlling their growth.

A balanced urban structure requires the systematic implementation of plans for land use and the application of guidelines for the development of economic activities for the benefit of the living conditions of town dwellers.

Special attention should be paid to the improvement of living conditions, the promotion of public transport and all measures to curb excessive movement of population away from town centres to the periphery.

Rehabilitation of architectural heritage, monuments and sites must be an integral part of an overall town and country planning policy.

3. Frontier areas, more than all others, need a policy of co-ordination between states. The purpose of such a policy is to open up the frontiers and institute transfrontier consultation and co-operation, and joint use of infrastructure facilities. States should facilitate direct contacts between the regions and localities concerned, in accordance with the European Outline Convention on transfrontier co-operation between territorial authorities in order to promote increasingly close contacts between the populations concerned.

In the frontier areas, no project which could have harmful consequences for the environment of neighbouring countries should be carried out without previous consultation of those states.

4. Mountain areas: In view of the importance of these areas for the ecological, economic, social, cultural and agricultural functions they fulfil, and their value as depositories of natural resources, and of the many constraints from which they suffer in these fields of activity, spatial management policy must give special and suitable consideration to the preservation and development of mountain regions.

5. Regions with structural weaknesses where living and working conditions have made little progress, particularly for historical reasons, or which could be left behind

by changes in their economic base, need special assistance related to the disparities which exist between living and working conditions within the various states.

6. Regions in decline: Specific policies should be developed in favour of regions where economic activity has strongly slowed down following industrial restructuring and ageing of their infrastructure and of their industrial equipment, very often monostructured. This situation is accelerated by the worldwide competition resulting from the new international division of labour.

7. Coastal areas and islands: The development of mass tourism and transport in Europe, and the industrialisation of coastal areas, islands and the sea, demand specific policies for these regions in order to ensure their balanced development and co-ordinated urbanisation, bearing in mind the requirements of environmental conservation and regional characteristics. Regard must be given to the specific role and functions of coastal areas in the land–sea relationship and of sea-transport possibilities.

### **Resolution No. 3 on The status of the conference, work programme and financial implications**

The ministers responsible for regional planning,

1. Having taken note of the report submitted by the Working Party on the Status of the Conference (doc. CEMAT (83) 5 + Appendix);

2. Recalling the previous CEMAT resolutions on the matter (La Grande Motte 1973, Bari 1976, Vienna 1978 and London 1980);

Recalling the Council of Europe's Consultative Assembly's Recommendation 525 (1968) setting out the aims of CEMAT;

Recalling the introduction in 1976 of the regional planning sector of the Council of Europe's work programme, the convening in the same year of the Council of Europe's Steering Committee on regional planning and the architectural heritage, the convening in 1981 of the Council of Europe's Steering Committee on regional planning and the terms of reference of that committee;

3. Hoping to intensify intergovernmental co-operation in regional planning;

#### **I. On the status of the conference**

4. Vis-à-vis the Committee of Ministers of the Council of Europe:

– reaffirm their determination to maintain and develop the links between CEMAT and the Council of Europe;

– with regard to the work done by the Committee of Ministers since the adoption of Resolution (71) 44, express the hope that the problems raised will in due course lead the Committee of Ministers to devise a new institutional framework for conferences of specialised ministers;

– in order to ensure optimum consideration of the work and resolutions of CEMAT under the Council of Europe's annual work programme, request the Committee of

Ministers to examine whether it would be possible to transmit to the CDAT all the CEMAT resolutions which are brought to its notice by the Secretary General;

5. Undertake to approach their own governments with a view to giving renewed impetus to European co-operation in regional planning;

## **II. On the future work programme of the CEMAT**

6. Agree to pursue their work in the spirit of the charter, develop its principles and encourage its application in Europe;

7. Recalling the activities outlined in the report on the future status of the conference, its work programme and its financial implications (CEMAT (83) 5 + Appendix), underline the particular importance they attach to work on the preparation of a European regional planning strategy, focusing on the following points in the short and medium term:

- completion of research for the final version of the European regional planning strategy;
- drawing-up of a work programme based on Resolution No. 1 on “Achievements and prospects for regional planning” adopted at the London Conference in 1980;
- assessment of the impact of a number of national Europe-wide planning projects on European regional planning;
- reinforcement of co-operation within international bodies, especially the European Conference of Ministers of Transport, with the aim of formulating a regional planning policy basis for a European transport policy;

8. Take the view that the work programme should be implemented on the basis of an ongoing dialogue and exchange of information with the organs of the Council of Europe, the other conferences of specialised ministers and any other international or European organisation, especially the European Community, in so far as their work concerns regional planning;

9. Hope that, with this in mind, consideration will be given to the possible establishment of national and regional planning strategies by countries which do not yet have them;

10. Believe that exchanges of regional planning information and experience must be stepped up, using new channels of expression and communication with national experts, the general public and political circles;

11. Call on the Committee of Senior Officials to make the necessary practical arrangements for the action outlined above;

12. Take note of the fact that the activities and structures of the CEMAT and the CDAT are co-ordinated and complementary, and hope that in the interests of greater efficiency this situation will be consolidated in the future through consultation between the two bodies;



### **III. On the financing of the CEMAT work programme**

13. Recognise the endeavours of the Council of Europe, which in 1976 introduced a regional planning sector into its annual programme of activities and has kept it there since then;

14. Renew their appeal concerning the need for the Council of Europe to provide the conference with sufficient funds and staff to that end;

15. Bearing in mind the current economic difficulties, feel that new financial resources should be found to guarantee the implementation of the CEMAT work programme, particularly by co-operating with other European and international organisations and looking into still unexplored possibilities, such as having studies or projects financed by national institutes or ministries.

### **Resolution No. 4 on The organisation of the 7th session of CEMAT**

The ministers participating in the sixth session of the European Conference of Ministers responsible for Regional Planning:

1. Expressing their warm gratitude to the Spanish Government for the organisation of their sixth session and for its generous hospitality;

2. Aware of their contribution to European integration;

3. Wishing to deepen and intensify their co-operation within the framework of the periodic sessions of their conference;

4. Welcoming the invitation of the Netherlands Government to host the next session of their conference in the Netherlands;

5. Wishing that the work of their seventh session should focus mainly on the evolution of the decision-making process in spatial planning, in

*a.* trends towards decentralisation,

*b.* trans-frontier co-operation

6. Instruct the Committee of Senior Officials to make the necessary arrangements for the implementation of the resolutions of the 6th CEMAT and the preparation of the seventh session;

7. Request the Committee of Ministers of the Council of Europe to place at the disposal of the secretariat all administrative, operational and technical assistance necessary for the organisation of its next session and for the preparatory work of its committees.

## **7th European Conference of Ministers responsible for Regional Planning (CEMAT) (The Hague, Netherlands: 22-23 October 1985) on “The evolution of the decision-making process in regional spatial planning”**

### **Presentation**

At the invitation of the Netherlands Government, the European Conference of Ministers responsible for Regional Planning, which has met periodically since 1970, held its seventh session in The Hague (Netherlands) on 22 and 23 October 1985.

The general theme of the conference was: “The evolution of the decision-making process in spatial planning”. Three reports were presented:

- Introductory report, by the Netherlands delegation;
- Decentralisation, by the Swiss minister;
- Transfrontier co-operation, by the French minister.

Furthermore, the three following documents were presented:

- Progress report on the European regional planning strategy, by the Luxembourg minister;
- Report on the implementation of the European Regional/Spatial Planning Charter, by the Spanish minister;
- Intersession report 1983-85, by the chairman of the Committee of Senior Officials.

### **Resolution No. 1 on Regional/spatial planning at the European level**

The ministers taking part in the seventh session of CEMAT,

1. Considering that, if Europe wishes to keep and strengthen its place in the economic, social and cultural balance of the world, it should achieve closer co-operation and co-ordination of its policies;
2. Having considered the reports submitted by the Luxembourg and Spanish ministers and believing that Europe, as it moves towards integration, needs an overall view of the future organisation of its territory to be defined within a European regional planning policy;
3. Having regard to their discussions on regional/spatial planning in the European context and its future prospects;
4. Stressing the great importance of regional/spatial planning, especially the need for future-orientation within the field and its significance for governmental and administrative authorities at local, regional, national and European levels;
5. Aware of the fact that regional/spatial planning in Europe faces a number of new developments with international implications, such as new technologies and information networks, changing patterns of communication and major

environmental problems, and that it can help to solve the problems arising in this connection;

6. Considering the need, in the regional/spatial planning field:

- to continue and intensify the exchange of experience;
- to intensify future-orientated research into new (world-wide) developments;
- with the benefit of that exchange of experience and research, to formulate common guidelines contributing to a European regional/spatial planning strategy;

7. Aware of the need for adequate financial, administrative and technical resources, in order to intensify research and joint policy formulation;

8. Recognising the positive results of work done with the support of the Commission of the European Communities and trusting that such co-operation will be further developed;

9. Considering that the Council of Europe is in principle the most appropriate organisation from the geographical and political point of view to tackle regional planning problems at the European level,

10. Invite the Council of Europe, above all the Committee of Ministers and the Parliamentary Assembly, to give their full support to promoting European co-operation in the field of regional/spatial planning, especially as regards the exchange of experience and the formulation of common guidelines so as to contribute to the preparation of a European regional planning strategy and the implementation of their work programme (see paragraph 12);

11. Request the Committee of Ministers of the Council of Europe to place at the disposal of the secretariat of the CEMAT (and the Steering Committee for Regional Planning, CDAT) the financial, administrative and other means to enable research and policy formulation in the field of regional planning to be continued and intensified as an integral part of the next medium-term plan;

12. Instruct the Committee of Senior Officials accordingly to draw up an appropriate work programme, comprising the study of:

- the implications of new technologies and modern information and communication media for regional/spatial planning policies;
- arrangements for implementing transfrontier spatial planning, integrating sector policies such as environmental protection and infrastructure measures;
- the application of long-range forecasting research in spatial planning in order to identify the main challenges that have to be taken up within the framework of the work programme in view of the necessity to ensure balanced economic and social development.

## **Resolution No. 2 on The evolution of the decision-making process in regional/spatial planning**

The ministers taking part in the 7th CEMAT,

1. Aware of the fact that the general aim of their meetings is to continue reflecting on current political issues and to endeavour to establish common European regional/spatial planning strategies, as part of their regular pooling of experience and information on regional/spatial planning systems and policies;
2. Mindful of the major objectives of regional/spatial planning and the guidelines for their application defined during their previous sessions, as well as the European Regional/Spatial Planning Charter adopted in 1983;
3. Having studied the evolution of the decision-making process in regional/spatial planning on the basis of three reports submitted by the ministerial delegations of the Netherlands, Switzerland and France, and noting that the characteristics of existing systems differ from one country to another and that the process under consideration evolves in accordance with changes in society;
4. Having noted that certain countries already have regional institutions vested with independent powers enabling them to apply legislative and administrative measures in matters of regional/spatial planning;
5. Finding that there is in Europe a clear trend towards decentralisation, a policy which is ultimately intended to bring the decision-making process of governmental bodies as close as possible to the citizen;
6. Bearing in mind that decentralisation is not confined to transferring powers from one level of authority to another, but also provides for co-operation by groups representing sectoral interests, participation by the public and the development of a sense of identity at regional and local level;
7. Aware of the fact that this tendency also has major implications for transfrontier co-operation;
8. Having noted with interest that the governmental authorities of the Federal Republic of Germany and the Land of Baden-Württemberg have undertaken to organise, in close co-operation with the Council of Europe, a seminar on transfrontier co-operation in 1986;
9. Having noted with interest the proposal by the Standing Conference and Regional Authorities of Europe (CLRAE) to set up a committee to study the problems of frontier regions;
10. Hoping that public authorities at all levels, within the framework for co-operation of their respective countries, step up transfrontier co-operation in order to establish joint regional/spatial development plans;
11. Reiterating their resolve to continue and intensify their political and technical co-operation;
12. Agree to arrange for the regular exchange of experience concerning the operation of political and administrative spatial planning systems of member states, with particular reference to changes in the distribution of powers and functions as

between the relevant national, regional and local bodies, and to align their policies in the long term at European level;

Recommend that the governments of member states, within the framework of their co-operation:

13. afford the various institutional levels the funds and the staff necessary to implement a decentralised planning policy, matching any devolution of powers with corresponding financial provision;

14. encourage local and regional authorities in frontier regions, at the earliest phase in decision-making, to engage more intensively in dialogue, concerted effort and co-operation across frontiers with a view to joint planning;

15. mount common action programmes for development and planning schemes and encourage the preparation of bilateral and/or trilateral spatial planning master plans for frontier regions;

16. enable the competent bodies to define special policies and measures for the development of frontier regions, with due regard to the national and European context;

17. give inter-state commissions the necessary structures and terms of reference for taking the decisions required for joint spatial planning and arrange for regional and – where appropriate – local authority involvement in the work of such commissions;

18. continue to promote the establishment of inter-municipal or inter-regional spatial planning boards in transfrontier regions;

19. those governments not having signed to give further consideration to signing and ratifying the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities and making all the necessary arrangements for putting it into effect;

Recommend that the Committee of Ministers of the Council of Europe:

20. prepare an action programme for transfrontier co-operation comprising:

- a series of periodic seminars on different aspects of transfrontier co-operation,
- supportive measures for pilot projects, especially in frontier areas requiring economic redevelopment;

21. instruct the competent committee to draft a model agreement, under the Outline Convention, for transfrontier co-operation in spatial planning;

22. consider development problems in frontier regions as a priority area for European co-operation and include them in the third medium-term plan for intergovernmental activities;

23. consider, in this context, the problems of transfrontier co-operation, while bearing in mind the need to offset the imbalances affecting the European economy and European regional planning as regards, among other things, maritime regions such as those of the Mediterranean;

24. promote studies of the effects of decentralisation on transfrontier co-operation in the field of regional/spatial planning;
25. provide the necessary backing for the CEMAT's work, particularly as regards the organisation of seminars, such as those on frontier regions;
26. include regional/spatial planning questions in the work of the Council of Europe Study and Documentation Office of Transfrontier Co-operation;
27. give effect to Parliamentary Assembly Recommendation 1013 (1985) on transfrontier co-operation and CLRAE Resolution 165 (1985) on co-operation between European frontier regions;
28. study the activities and powers of inter-state regional/spatial planning commissions and make suggestions for improving their working methods, with particular reference to representation on them of local and regional authorities;
29. request the Secretary General to report to the next CEMAT on action taken by the Council of Europe on transfrontier co-operation and the results accomplished;
30. invite the Standing Conference of Local and Regional Authorities of Europe to:
  - examine, with the local and regional authorities concerned, arrangements for improving joint decision-making in frontier regions, particularly regarding regional/spatial planning and environmental protection;
  - compile a list of “frontier region development projects of European interest” on the basis of proposals by local, regional and national authorities;

Instruct the Committee of Senior Officials:

31. to pursue its study of the structures of decision-making in the field of regional/spatial planning in member states, with a view to preparing a comparative European compendium;
32. to study the role of regional/spatial planning strategies prepared at regional level and the problems which they raise, and their integration into a national and European system of regional/spatial planning;
33. to investigate the possibilities of fostering transfrontier co-operation in the field of regional/spatial planning.

### **Resolution No. 3 on The organisation of the 8th session of CEMAT**

The ministers taking part in the seventh session of CEMAT,

1. Expressing their warm thanks to the Netherlands Government for the organisation of their seventh session and for its generous hospitality;
2. Wishing to deepen and intensify their co-operation through the periodic sessions of their conference;
3. Welcoming the Swiss Government's offer to host the eighth session of their conference in 1988;
4. Referring to the European Regional/Spatial Planning Charter and more particularly to its provisions concerning rational use of land;

5. Bearing in mind the Council of Europe's European Soil Charter;
6. Considering rational management and moderate use of land as key factors in any regional/spatial planning policy;
7. Wish the proceedings of their eighth session to focus on the following theme:  
"Rational use of land – the basis and limiting factor of our development";
8. Instruct the Committee of Senior Officials to devote particular attention at their next meeting to examining the practical aspects of the theme;
9. Instruct the Committee of Senior Officials to make the necessary arrangements for preparation of the eighth session and for implementation of the resolutions of the seventh session;
10. Request the Committee of Ministers of the Council of Europe to provide the conference secretariat with all administrative and technical assistance necessary for the organisation of its next session and the preparatory work of its committees.

## **8th European Conference of Ministers responsible for Regional Planning (CEMAT) (Lausanne, Switzerland: 20-21 October 1988) on “Rational use of land: the basis and limiting factor of our development”**

### **Presentation**

Considering that land is, together with the other natural resources, air and water, an essential and limited element for several functions of human activities, and noting that this land is threatened, the eighth session of the Conference of the Ministers responsible for Regional Planning:

- reaffirmed the importance of spatial planning as a guarantor for the use of land;
- considered that a balanced and ecological use of land is necessary;
- underlined the urgent need for quantitative and qualitative protection of land;
- recognised as a priority the outline of a global policy for the judicious and measured use of land.

In an appendix, the conference proposed the principles of a new policy for the use of land in general, and in particular compared to the built-up areas, industry, work, tourism, infrastructure, agriculture and nature.

### **Resolution No. 1 on Rational use of land: the basis and limiting factor of our development**

The ministers participating in the 8th European Conference of Ministers responsible for Regional Planning, at Lausanne (Switzerland) on 20 and 21 October 1988;

After considering reports from the Swiss, Austrian, German, Netherlands, Swedish and United Kingdom delegations and taking into account the discussion which followed them;

- Considering land – like air and water, the other natural resources – to be a vital and limited factor in human activity;
- Considering that soil/land performs a number of functions – some of which are mutually incompatible – since it is:
  - a.* part of the cycle of natural exchange, acting as a filter, a buffer and a transformer of harmful substances;
  - b.* a genetic reservoir of organisms;
  - c.* a source of raw materials and water;
  - d.* productive (of biomass and food);
  - e.* the spatial base on which socio-economic structures rest;
  - f.* support for our historical and cultural heritage;
- Considering land to be a limited, non-increasable resource, which could be difficult and costly to recover, and therefore deserving protection, which should



however be balanced against demands for developments, – which should be ecologically sustainable;

– Concerned about the increasing tendency in recent years to use land for immediate needs without sufficient regard to the needs of posterity or of nature, and fearing that this could result in the exhaustion of certain resources, the local or global disappearance of some species and deterioration of recreation areas;

– Recognising that land – an object also of capital investment – is quantitatively under threat, from:

*a.* urban expansion due to concentration of population regionally and the tendency to move out of town to detached houses in and beyond the suburbs;

*b.* movement of economic activity from declining regions to more thriving regions and, within these regions, to disperse to the suburbs and to rural areas, resulting in more extensive land use, liable to add to industrial fallow;

*c.* building large infrastructure installations on farmland and in natural areas in order to meet, in particular, increased transport needs due, among other things, to growing use of the private car and to site major energy, water-purification and waste-processing installations outside towns;

*d.* intensive development of tourism to meet greater leisure needs resulting from shorter working hours and longer life expectancy;

and considering that these quantitative threats have qualitative impact;

– Believing that land needs also qualitative protection, by appropriate regulations, from:

*a.* deterioration of soil structure and soil erosion;

*b.* pollution of various origins;

*c.* ecological and landscape deterioration;

Having regard to Resolution (72) 19 of the Committee of Ministers of the Council of Europe on the European Soil Charter;

Aware that the Council of Europe is carrying out a study to find out what action is needed at European level to protect soil quality;

Convinced that quantitative and qualitative protection of soil/land – and therefore spatial (land-use) planning policy and environment policy – are interlinked,

## **Decisions**

I. Reaffirm the importance of regional and spatial planning as the means of regulating land use, giving as it does geographical expression to the economic, social, cultural and ecological policies of society, as pointed out in the European Regional/Spatial Planning Charter;

II. Believe that ecologically sustainable development of land, as a source of economic growth, would subsequently make possible better protection of land as mentioned in the United Nations report on the environment and development;

III. Draw attention to the urgent need for quantitative land protection, which, while retaining the possibility of long-term management, gives priority to systematic but regulated re-use of existing urban and industrial areas, including preservation of buildings and urban environments, and appropriately monitors the development of touristic installations and equipment in rural areas;

IV. In this connection, consider the principles appended hereto to be the basis of any local regional, national or international action; in particular, request:

- the Council of Europe to study the possibility of inviting the United Nations to undertake appropriate action at world level in order to prevent risks caused by soil deterioration;
- The Senior Officials to propose a specific work programme on rational use of land;

V. Believe that the first priority is to develop, on the basis of the above-mentioned principles: instruments for promoting, implementing and managing a policy of judicious and restrained use of land, particularly:

*a.* information instruments (such as cartography, remote-sensing and databanks) and monitoring instruments;

*b.* instruments of regulatory character and incentives, such as:

- development and planning-permission procedure;
- financial instruments (such as fiscal measures);
- new tools, such as the extension of environment-impact studies to cover the “use” of soil aspect, and possible compensatory measures/allowances;

*c.* socio-political instruments such as:

- co-operation between public authorities and the private sector;
- information and participation of the public;
- integrated policy of local and regional development;
- development of declining regions and rehabilitation of redundant urban and industrial areas;
- rural development policy;
- training;

VI. Recommend that the Committee of Ministers of the Council of Europe extend the feasibility study which is being made of qualitative soil/land protection to include quantitative aspects – that is, in regional and spatial planning – by involving in the study the Committee of Senior Officials in charge of preparations for European Conferences of Ministers responsible for Regional Planning.

## **Appendix to Resolution No. 1**

### **Principles of a new land-use policy**

#### *I. General: Towards a new relationship between people and their environment*

1. We need to move to a more general view of the environment heedful of such requirements as nature conservation and ecological balance;
2. Land is not an inexhaustible resource and must be used thriftily;
3. Local, regional, national and international land-use policy should pay more heed to all the interests at stake, viewed in the long term, instead of looking for short-term solutions.
4. Such a land-management approach, based on the long view rather than short-term speculation, must leave future generations some “room for manoeuvre”.
5. Land use must be based on co-ordination of the various interests so as to maintain diversity of land function.
6. In the striking of this balance of interests, the “weaker” interests need protecting against the stronger interests.
7. At the national or regional level machinery should be set up for monitoring and controlling land use, with such components as:
  - a. periodic monitoring, by a standard method, of the area and area per inhabitant of built-up land, particularly in towns of over 10 000 people;
  - b. monitoring of population trends, population structure – with a view to possible decentralisation – and employment trends in representative rural and peripheral areas;
  - c. designation of agricultural zones, periodical assessment of such protected areas and measurement of the area of land used for other purposes in representative regions;
  - d. measurement of networks of natural and near-natural areas in representative regions;
  - e. periodic progress reviews of law promoting or safeguarding the aims of the present resolution.

#### *II. Built-up areas*

##### A. Urban development and housing

8. With a view to balanced development – taking account of environmental factors – re-use and reorganisation of urban land should be treated as fundamental to urban land-use policy. In particular, the aims should be to:
  - a. keep, as far as possible, urban areas to their present size;
  - b. reduce the pressure on green space;
  - c. divert pressure towards other, less developed, areas.

9. In housing, the planning approach should place more emphasis on inner-city and village-centre renewal so as to:

- a.* improve the quality of urban life, particularly in densely populated districts;
- b.* help rehabilitate existing housing;
- c.* make better use of suburban areas;
- d.* develop innovatory urban housing of good quality which uses land sparingly;
- e.* site home, workplace and leisure/shopping facilities closer together, avoiding, however, any undesirable interferences, in particular, nuisances from road traffic;
- f.* promote internal dynamism of housing developments (commerce, culture, recreation, etc.) and their over-spill effect.

#### B. Industry and work

10. Land-use policy in this sphere should promote economic development “from within”, by means of planning measures and instruments designed, inter alia, to:

- a.* keep economic activity, wherever possible, on its present site;
- b.* help re-use disused sites and buildings;
- c.* restructure former industrial sites, possibly by using them for new purposes;
- d.* make optimum use of land and buildings;
- e.* develop and disseminate (particularly by new technologies) innovatory models of construction, production and organisation that are sparing of land.

#### C. Tourism

11. Policy here should put more emphasis on qualitative development through measures aimed, in particular, at:

- a.* using existing facilities to best advantage;
- b.* upgrading existing facilities;
- c.* actively maintaining a balance between areas where facilities are provided and those where they are not;
- d.* restricting tourist activity in areas that merit protection;
- e.* encouraging new forms of accommodation (as alternatives to holiday homes, inter alia, by promoting new forms of ownership, e.g. time-share); investigating ways of shaping demand (by staggering holidays, etc.).

#### D. Infrastructure

12. The role and place of infrastructure should be reconsidered, consumption reduced at source and changes made to the process of public-authority decision-making.

13. The aims should be to:

- a. promote new habits of production and consumption;
- b. help to site home, place of work and recreation/shopping facilities closer together;
- c. take into account the uses for which land is suitable and all types of user;
- d. bear in mind the secondary effects of infrastructure;
- e. revise planning requirements;
- f. encourage modes of transport that take up less land;
- g. strengthen public transport and new communication technologies that do not use up land.

### *III. Agriculture*

14. For planning purposes, the aims of agriculture and the role of the countryside need redefining with a view, in particular, to:

- a. reorganising the countryside, taking into account all potential uses of land;
- b. encouraging rural local development by appropriately integrating agricultural, tourist and handicraft activities;
- c. adjusting services to needs, in order to ensure an agreeable environment;
- d. combating the adverse effects of intensification and extensification of agriculture;
- e. conserving and developing natural areas (for leisure or other purposes) in regions with intensive production;
- f. maintaining cultural and historical landscape values.

### *IV. Nature*

15. Conservation and re-establishment of natural areas should be a major aim of land-use policy. For these purposes, steps should be taken to:

- a. protect and manage natural or semi-natural areas in urban, intensively farmed or sparsely populated areas;
- b. designate minimum protected areas for natural species, forming a coherent network of biotopes;
- c. re-establish necessary interconnections between natural areas;
- d. ensure that natural areas are properly maintained (by farmers, for instance).

## **Resolution No. 2 on The organisation of the 9th session of CEMAT**

The ministers participating in the 8th European Conference of Ministers responsible for Regional/Spatial Planning:

1. expressing their warm thanks to the Swiss Government for the organisation of their eighth session and for its generous hospitality;
2. taking the view that the appropriate development of Europe's social, economic and cultural structures demands constant co-ordination and co-operation by all member states;
3. believing that the preparation of a joint policy in the regional/spatial planning sphere constitutes a vital component of the process of balanced spatial development of Europe;
4. aware that the achievement of the proposed goals necessarily involves the putting in place of measures regulating rational land use;
5. are pleased to accept the Turkish Government's offer to host the ninth session of their conference in 1991;
6. adopt as the theme for their ninth session: "Instruments for achieving rational use of land";
7. instruct the Committee of Senior Officials to make the necessary arrangements in preparation for the ninth session, while ensuring that the resolutions adopted at the ninth session are implemented;
8. request the Committee of Ministers of the Council of Europe to place at the disposal of the secretariat of the conference the administrative and technical assistance needed for the organisation of the next session and for the inter-sessional work of the Committee of Senior Officials.

## **9th European Conference of Ministers responsible for Regional Planning (CEMAT) (Ankara, Turkey: 4-5 November 1991) on “Instruments for achieving rational use of land”**

### **Presentation**

In Ankara, the ministers responsible for regional planning adopted a resolution on the improvement of instruments for the rational use of land on the basis of the principles adopted in 1988 at the Lausanne Conference. Considering that many instruments for rational use of land have existed in each member state, but that the efficiency of each instrument depended on the political good-will to implement them, the conference:

- stressed that international co-operation to promote the exchange of information and experience, and research concerning the future possibilities of a balanced development and rational use of land at the European level, should be developed and examined;
- recommended the taking of all necessary steps to set up a legal and administrative framework which is indispensable for the improvement and efficiency of the instruments applied in the rational use of land;
- decided to co-operate with the European Ministerial Conference for the Environment in the drafting of a framework convention on the land.

Another resolution was adopted, which relates to the new prospects for spatial planning at European level. Bearing in mind the significant changes in urban and peripheral areas in Europe, and the acknowledgement of balanced and sustainable development as a fundamental principle for planning and decision-making in the field of spatial planning at regional, national and European level, it was considered necessary:

- to draft guidelines which would help face Europe’s challenges at the dawn of the year 2000;
- to steer the work of the conference towards the search for suitable solutions for a sustainable and equitably distributed development;
- to examine those political reorientations likely to bring essential changes to guarantee an acceptable quality of life for future generations;
- to examine model behaviour which would permit reconciliation and co-ordination concerning spatial planning.

### **Resolution No. 1 on Improving the instruments for rational use of land**

The ministers attending the ninth meeting of the European Conference of Ministers responsible for Regional/Spatial Planning, which was held in Ankara on 4 and 5 November 1991;

Having taken note of the report submitted by the Turkish minister,

Recalling that the first priority was to develop, on the basis of the principles adopted in 1988 at the Lausanne Conference, instruments for promoting, implementing and managing a policy of judicious and restrained use of land and, in particular,

- information and monitoring instruments;
- regulatory and administrative instruments;
- socio-political instruments,

Taking into consideration the review of member countries' experiences, which has revealed that a large array of Instruments for rational use of land exists in each country, but that the effectiveness of any instrument is ultimately a product of the political will for its implementation;

Noting that regional/spatial planning contributes to the pursuit of the goal of sustainable development, defined as improved quality of life and living conditions and the equitable distribution of natural resources between present and future generations;

i. Re-affirm the following fundamental principles on which any regional and spatial land-use policy should be based:

- land should be used rationally by reconciling the temporal and spatial requirements of economic and social development and the need to protect, qualitatively and quantitatively, this limited natural resource which cannot be increased and can be reclaimed only with difficulty;
- political choices and priorities involving land use should be more clearly defined and co-ordinated by/at the various decision-making and executive sectors and levels; better intra-sectoral and inter-sectoral co-ordination is essential when such choices are made;
- short-term approaches should be based on long-range thinking and forward-looking approaches, while taking into account the precautionary principle, with specific emphasis on the need and the right of future generations to have enough land for their requirements;
- local decisions should be taken within a coherent system of the widest possible regional/spatial development and planning in the light of the prospects for lasting development in the future;

ii. Agree to the principle of a European strategy for the rational use and conservation of natural resources;

iii. Believe that, in order to improve the existing situation,

- all Interested parties and decision makers should be alerted to the concerns of rational use of land. In this connection, training should receive due importance in the process of building awareness;
- the importance of “well-tailored” information should be recognised for purposes of long-range decision making, constant reappraisal of goals, monitoring and developing efficient communication between decision makers and people at large;



- transparency of decision making should be a major goal so as to encourage public participation, cherish private initiative and promote public and private co-operation;
- global impact assessment studies, not just environmental but also socio-economic, should be recognised and adopted by all governments as an essential tool of any policy for the rational planning of land use;

iv. Emphasise that:

- international co-operation to promote exchange of information and experience and prospective research into future possibilities for the balanced development and rational use of land at European level should be developed and strengthened;
- overall medium- and long-term priorities should be increasingly studied, specified and defined at European level; implementation however should be a matter for national, regional and local authorities as a rule;

In this context, they propose to implement this policy by considering the results of seminars and experts' work undertaken in the inter-sessional period;

v. Recommend to governments that they show strong political commitment and take all measures to create the legal and administrative framework needed to increase the effectiveness of instruments for rational use of land;

vi. Recommend to the Committee of Ministers of the Council of Europe that it agree to the proposals made in Resolution No. 1 on soil protection by ministers attending the 6th European Environmental Conference;

vii. Instruct the Committee of Senior Officials to:

- co-operate with the European Ministerial Conference of the Environment on the proposal to draw up a framework convention for soil protection, both qualitatively and quantitatively;
- consider ways and means of making the European Regional/Spatial Planning Charter and the European Regional/Spatial Planning Strategy more operational;
- study the possibilities of setting up a system of technical co-operation between national institutes specialising in data collection on the rational use of land, to form the basis for a European regional/spatial planning strategy.

**Resolution No. 2 on New prospects for regional/spatial planning at European level**

The ministers attending the ninth meeting of the European Conference of Ministers responsible for Regional/Spatial Planning, which was held in Ankara on 4 and 5 November 1991,

Having taken note of the report submitted by the Norwegian minister,

Considering that:

- Europe is now undergoing important changes which will condition the future of regional/ spatial planning, such as
  - a.* the process of integration in western Europe, especially the development of international trade and its implications for transport;
  - b.* the development and impact of European sector policies, especially regional development policy and the Common Agricultural Policy;
  - c.* the increasing number of countries in democratic Europe;
  - d.* the development of technology and its impact on the location of industries and the restructuring of production;
  - e.* the stagnation and ageing of the European population and the population pressures at borders;
  - f.* the development of more resource-consuming life-styles with changes in living conditions,
- urban regions are expanding and Europe is faced with special challenges to avoid regional imbalances and the undesirable impacts of development on the environment and in the social sphere;
- peripheral regions which are disadvantaged in relation to the central region, intermediate areas with structural weaknesses and rural regions suffering from depopulation require special attention to achieve optimal use of their natural and human resources;
- it is now a common understanding that sustainable and balanced development is a fundamental management principle for planning and decision-making in the field of regional/spatial planning at regional, national and European level;
- forward analysis is an essential preliminary method of helping public authorities to take logical and well-balanced decisions in the light of the medium- and long-term impact in the fields concerned;
- a policy on regional/spatial planning should be devised to provide a better response to existing and future social requirements and to take due account of
  - a.* the needs of future, as well as existing, generations;
  - b.* a broader view of the quality of life of human beings;
  - c.* the best possible balance of representation between men and women in the work of regional/spatial planning;
  - d.* the best possible balance in the distribution of development between geographical areas, not only in Europe;
- the Council of Europe is an appropriate forum, politically and geographically, to consider the problems of regional/spatial planning in the widest possible European framework.

## **Decisions**

Convinced that their meeting provides an opportunity to consider in greater detail current political questions and those involving an attempt to put into practice the major regional/spatial planning principles set out in the European Regional/Spatial Planning Charter;

Approve the principles set out in the work programme “Forecasting and rational regional/spatial planning” contained in document CEMAT (91) 5 and recall that the main aim of this programme should be to contribute to the preparation of the next conference;

Instruct the Committee of Senior Officials to

- continue its forecasting work in order to draw up guidelines that will enable Europe to take up the challenges facing it at the dawn of year 2000;
- focus its work on the search for appropriate solutions leading to lasting and fairly distributed development;
- ascertain the political changes of direction which can bring about the improvements needed to guarantee future generations an acceptable quality of life;
- identify the operational models making it possible to reconcile and co-ordinate regional/spatial planning decisions which are often the responsibility of local and regional authorities but which can only be effective and coherent if they are taken as part of an overall spatial approach at the national and European level;

Recommend to the Committee of Ministers of the Council of Europe that it

- grant the increased resources necessary for adequate implementation of the programme which the Committee of Senior Officials has been asked to undertake.

## **Resolution No. 3 on The organisation of the 10th session of CEMAT**

The ministers taking part in the ninth session of CEMAT,

Express their warm thanks to the Turkish Government for the organisation of their ninth session and for its generous hospitality;

Accept with pleasure the Norwegian Government’s invitation to host the 10th session of their conference In 1994;

Express the wish that their 10th session concentrate mainly on this theme:

“Strategies for sustainable regional/spatial development in Europe beyond the year 2000”;

Instruct the Committee of Senior Officials to make the arrangements necessary for preparation of the 10th session and for implementation of the resolutions of the ninth session;

Request the Committee of Ministers of the Council of Europe to provide the conference secretariat with the necessary means for the organisation of its next session and the preparatory work.

## **10th European Conference of Ministers responsible for Regional Planning (CEMAT) (Oslo, Norway: 6-7 September 1994) on “A strategy for sustainable regional/spatial development in Europe beyond the year 2000”**

### **Presentation**

During the 10th Conference in Oslo, the ministers responsible for spatial planning examined the aims and the stakes of sustainable planning of the European zone beyond the year 2000. They reaffirmed that social and economic promotion in the construction of Europe requires more than ever the definition of a framework of long-term objectives. At the same time this needs to take into account the requirements of economic development, social problems, the need to ensure the sustainable use of natural resources, the increasing population at the world level and the rights of future generations.

They also noted the need to:

- analyse different co-ordination models at European level in order to define the general objectives of European spatial planning and to present strategies allowing the concept of sustainable development to be implemented;
- define future European strategies of sustainable and rational development allowing the enlarged Europe to face the significant challenges with which it is confronted at the dawn of the year 2000;
- study the basis for distributing competencies between decision levels.

Regarding strategies for sustainable development of urban areas in Europe, the ministers recommended encouraging the creation and development, at the international level, of town networks and complementary territorial entities, particularly in transfrontier areas. It was moreover considered necessary to look for solutions to regions' problems within the framework of a global vision, which would also ensure dialogue between urban areas and other regions.

### **Resolution No. 1 on Strategies for sustainable development in urban regions of Europe**

The ministers attending the 10th session of the European Conference of Ministers responsible for Regional Planning (CEMAT), held in Oslo on 6 and 7 September 1994,

Having examined the report submitted by the Norwegian minister as well as the background material,

*Note that:*

- regional development in Europe has been characterised by substantial growth in the area and population of cities, which has led to social problems and pressure on the ecosystem; given current trends, this development is likely to continue;
- all urban development policies must be holistic, focusing on the economy, social problems and environment, and should be designed and drawn up as an integral part

of wider regional planning policies and also with an eye to the needs of future generations;

- the establishment of the European Single Market and its widening to include further countries is expected to increase economic competition between cities and regions, which benefits in general the most attractive and richest regions and thus generates population shifts and increases the difficulties of finding work for less favoured populations;

- the present situation calls for new development strategies in order to change unsustainable life-styles and consumption patterns, and secure the resource base for future generations; economic and regional policies must be reconciled with the laws and limitations of nature;

- national, regional and local policies in the field of urban structure have a significant effect in increasing or reducing pollution; and the planning of urban regions can have long-term effects on the environment on a European and global level;

- it is desirable that modern technologies and resources should be used to improve the standard and amenity of life for city-dwellers as well as contribute to the creation of similar living conditions for the whole area;

- it is necessary to introduce new values and perspectives into the planning process and for this reason it is essential that the experiences of both men and women are taken into account in the planning process; urban planning should favour a concern to foster sustainable urban development and, if necessary, a change in people's life-styles; such sustainable planning needs to be based on democratic decision-making processes; women's experience and traditions should have a stronger impact on regional/spatial planning;

- it is essential that decision-making on urban development should take account not only of short-term economic and financial considerations but also of long-term social implications in the fields of transport, security and environmental protection;

- utilising already built-up areas and the potential in existing infrastructure might limit urban sprawl and stimulate environmentally friendly transport systems;

- protecting the health of city-dwellers is a fundamental factor that should also be taken into account in all urban spatial planning;

- it is necessary to co-ordinate urban development policies, inter-city transport network programmes and schemes for the development of rural areas;

- priority should be given to planning and financing infrastructures for essential and indispensable public utilities and services (waste treatment, sewerage, water supply, public transport, energy saving, etc.), equally in densely and sparsely populated areas;

- public education and information is needed to bring about a change in habits and create awareness of the problems inherent in urban life;

- in terms of security, social harmony, law and order, the social and human cost of poor urban planning is very high in the medium to long term;

- in accordance with the principle of subsidiarity and with respect to national competencies, local (and, if applicable, regional) authorities are also responsible for any scheme aimed at organising and improving the living conditions of city-dwellers, with the active participation of those concerned;
- the second United Nations Conference on Human Settlements (Habitat II) will be held in Istanbul in 1996; they support active co-operation between the Council of Europe and the Economic Commission of Europe for the preparation of this conference;

*And recommend:*

a. that, in the framework of the programme of activities to be implemented, the Committee of Ministers of the Council of Europe:

- fosters at international level the creation and development of complementary networks of cities and territorial entities, particularly in transfrontier areas;

b. that the governments of member states:

- examine solutions of the problems of regions in a general framework and support dialogue between urban and other regions;

- foster at national level

- i. co-ordination between towns and urban networks, in order to avoid unbridled competition, wastage of resources and the provision of under-used public amenities;

- ii. urban and rural planning ensuring balanced territorial development conducive to the creation of a homogeneous, complementary and efficient entity capable of self-development;

- iii. co-operation, co-ordination and dialogue between cities and adjacent rural areas so as to permit the harmonious long-term planning of urban areas and their hinterlands;

- iv. the future development of cities of a manageable size;

- encourage controlled land use, especially by giving priority to rearrangements of existing infrastructure and re-conversion of declining industrial and urban areas;

- ensure a balanced distribution of all main national and/or local public services throughout the country, along with the preservation of such services, possibly on a part-time basis, in less populated urban areas;

- take initiatives to increase women's participation in regional/spatial planning;
- in keeping with the principle of subsidiarity:

- i. promote cross-sectoral responsibility for sustainable development at all levels, ensuring that environmental considerations and the "precautionary principle" become an integral part of plans, policies, programmes and projects in the public and private sector;

- ii. reassess and redefine, if necessary, the distribution of town-planning roles and powers between the state and other levels of government;
- iii. draw up for the whole country some basic guidelines to be observed at local (and, if applicable, regional) level with regard to the inclusion of environmental considerations in urban planning, urban waste management and the control of urban energy consumption;
  - request those responsible at local level:
    - i. to encourage a high standard of urban architecture, and protect and revitalise city centres of historical and cultural importance;
    - ii. to encourage a social mix and the co-existence of different population groups in urban areas, in order to prevent and limit conflicts between different sections of the population;
    - iii. to encourage all initiatives for sustainable development of specific regional and local potentials;
    - iv. to take into account in their politics the provisions of the Urban Charter of the Congress of Local and Regional Authorities of Europe;
    - v. to encourage women’s participation in political bodies and develop clear guidelines for women’s active participation in the decision-making process in local plans;
    - vi. to encourage a focus on children’s and young people’s interest in planning;
    - vii. to encourage better living conditions by developing green areas as part of the urban infrastructure, in order to secure recreation areas, preserve nature and maintain biological diversity;
    - viii. to undertake pilot projects to plan and develop urban transport systems that promote an environment with reduced needs for car transport in cities and clear criteria for air quality, noise emission levels, energy use and accessibility of public transport;
    - ix. to encourage local authorities to develop, in conformity with Chapter 28 of Agenda 21 of the Conference of Rio de Janeiro, goals and strategies for local management of the environment within local spatial planning;
      - launch national information campaigns – in co-operation with local and regional authorities for urban planning, as appropriate – in order to secure the support of the population concerned, particularly when the changes proposed entail a substantially different life-style;
      - take adequate steps to ensure that the cost of medium- to long-term investments in local public infrastructures and amenities is fairly shared between the different generations;
      - introduce, if necessary, financial equalisation arrangements, which favour sustainable forms of long-term investment, the re-allocation of existing infrastructure and all kinds of co-operation and solidarity between different urban areas.

## **Resolution No. 2 on The outlook for sustainable development and its implications for Europe beyond the year 2000**

The ministers attending the 10th session of CEMAT, held in Oslo on 6 and 7 September 1994,

Having taken note of the reports submitted by the Cypriot minister and the Norwegian minister for theme 1,

### *Consider that*

Europe continues to be faced with rapid and far-reaching changes that necessitate a shared overall approach at European level;

the concept of sustainable development, although difficult to define, implies that the decisions of present generations should not endanger the right of future generations to have a decent life; sustainable development is gradual development geared to human needs;

a degree of economic development is necessary to cater for the needs of a world population that is increasing in number and life expectancy; this development should take into account the capacity to replace natural resources;

preventive action to avoid deterioration of the natural environment, even in the absence of established scientific certainty, is better and often less costly in the medium and long term than trying to correct the damage once it is done;

women should participate equally in the various stages of consideration and decision-making on the future development of Europe, so that their views on regional/spatial and urban planning can be taken into account;

young people should take part in the development of strategies for the future and understand the impact of these strategies on their way of life;

democracy, social peace and understanding between different peoples increasingly required to live together can be lastingly achieved only in a context of tolerance and social justice directly linked to development that is evenly spread throughout the territory;

Recommendation 7 (1994) of the Congress of Local and Regional Authorities of Europe on Regional/Spatial Planning Prospects in the New Europe is an important contribution in the context of regional/spatial planning in Greater Europe beyond the year 2000;

### *Reaffirm that*

the promotion of economic and social cohesion in building Europe calls more than ever for the establishment, on as broad a base as possible, of a framework of long-term objectives that take into account the imperatives of economic development, social issues, ensuring sustainable use of natural resources, world population growth and the rights of future generations;



consultation and co-ordination in regional/spatial planning are essential at European level, both to prepare Europe for the next millennium and gradually to effect the structural transformations required by a changing world economy;

international co-operation is essential to develop fair, lasting and co-ordinated solutions for the whole of Europe;

any growth should respect the right of future generations to a good-quality environment; current well-being must not be achieved to the detriment of our future living conditions and those of generations to come;

natural resources should not be considered as free commodities in unlimited supply; the value of the natural resource capital should be taken into account in all decisions on major investment projects and in all spatial planning and management decisions;

people should enjoy similar living and working conditions all over Europe, to enable those who so wish to live in dignity in their region of origin;

transfrontier co-operation as an initial step towards co-ordinating and harmonising national regional/spatial planning policies should be intensified;

the citizens of Europe should be made aware of the imperatives of long-term planning, to encourage genuine participation in the decision-making process by those interested;

the Council of Europe is an appropriate forum, politically and geographically, to consider the problems of regional/spatial planning in the widest possible European framework and propose fair and lasting solutions;

regional/spatial planning should take into account the competency of regional and local authorities conferred on the different political and administrative levels in each country;

### *Support*

the active and efficient co-operation existing between the Commission of the European Communities and the Council of Europe in the work on sustainable development for Greater Europe beyond the year 2000 and recommend further strengthening of this co-operation;

co-operation among central and eastern European states in regional/spatial planning, the co-ordination of national spatial policies and the preparation of common strategies for the balanced development of Europe, in order to reduce the negative effects of the transition towards a market-orientated economy in these countries;

### *Approve*

the principles set out in the 1994-97 work programme contained in document CEMAT (94) 6, whose implementation should contribute to the preparation of the next conference;

*Instruct the Committee of Senior Officials*

to analyse different models of co-ordination and conciliation at European level, with a view to defining the general objectives of European spatial/regional planning, and present strategies to promote sustainable development;

to continue the forecasting work already undertaken in order to define for the future, in co-operation with other international organisations and the Commission of the European Communities, sustainable and rational development strategies for Europe that will enable Greater Europe to meet the major challenges facing it at the end of the second millennium;

to study ways of sharing responsibilities between different decision-making levels in such a way that European regional/spatial planning strategies are developed and implemented in accordance with the principle of subsidiarity as well as co-ordinated at a higher level;

to analyse and report on the proposal of the Parliamentary Assembly on a comprehensive European regional planning strategy;

to improve within their competencies their dialogue with the Congress of Local and Regional Authorities of Europe and the Parliamentary Assembly;

*Recommend that the Committee of Ministers of the Council of Europe*

give higher priority within the activities of the Council of Europe to the programme for which the Committee of Senior Officials is responsible.

**Resolution No. 3 on The organisation of the 11th session of CEMAT**

The ministers taking part in the 10th session of CEMAT,

express their warm thanks to the Norwegian Government for the organisation of their 10th session and for its generous hospitality;

accept with pleasure the Cypriot Government's invitation to host the 11th session of their conference in 1997;

express the wish that their 11th session concentrate mainly on the following theme:

“Sustainable regional/spatial planning in Europe and the protection of water resources”;

instruct the Committee of Senior Officials to make the necessary arrangements for preparation of the 11th session and for implementation of the resolutions of the 10th session;

request the Committee of Ministers of the Council of Europe to provide the conference secretariat with the necessary means for the organisation of its next session and the preparatory work.

## **11th European Conference of Ministers responsible for Regional Planning (CEMAT) (Limassol, Cyprus: 16-17 October 1997) on “Sustainable regional/spatial planning in Europe and the protection of water resources”**

### **Presentation**

In Limassol, the ministers responsible for spatial planning continued their examination of sustainable development in Europe, emphasising that it was necessary to define a European approach to regional planning which would allow sustainable and balanced development in all of Europe.

Recognising the need to increase their efforts to identify priorities and principal objectives for a global policy of regional planning, the conference recommended organising European meetings, which were intended to:

- encourage awareness-raising of what is at stake for sustainable development and the repercussions on the present and future way of life;
- improve co-ordination between the various sectoral policies so as to bring sectoral development in line with principles of sustainable development;
- provide an answer to the challenge of Europe’s next century by introducing models of development that are acceptable to Europeans, in which the principles of sustainability, competition, progress, economic development, working methods and the “European” quality of life would be integrated.

Moreover, it was considered necessary to continue global concertation aimed at identifying the tendencies which will probably characterise the needs and the behaviour of a European society in the 21st century.

Another resolution proposed strategies for managing and protecting fresh-water resources within the global framework of regional planning. Recognising water as an invaluable asset, essential for any form of life, the resolution sees guaranteeing the availability of water as a key role of regional planning. Thus, ministers reaffirmed that guaranteeing water quality and quantity must be one of Europe’s priorities, because good-quality water is essential for regional development. In particular, ministers noted the need to promote effective policies of water management, to define a global, rational European strategy aiming to ensure long-term protection and efficient management of water resources. Within this framework, the conference recommended member states to take various measures at European and national level.

### **Resolution No. 1 on Sustainable development in Europe**

The ministers attending the 11th session of CEMAT, held in Limassol on 16 and 17 October 1997;

having taken note of the report submitted by the Cypriot minister, the background report prepared by the Committee of Senior Officials on “Sustainable spatial development in Europe” and the presentation by the Minister of Regional Planning of Luxembourg on the European Spatial Development Perspective (ESDP);

recalling that the aim of the Council of Europe is to achieve greater cohesion between its member states in order to safeguard and promote the realisation of the ideals and principles which form their common European heritage and to promote also economic growth and social progress;

having in mind the important texts adopted by international, national and regional bodies in the field of sustainable development;

*1. Consider that:*

in order to reinforce the European idea and achieve cohesion among European states and among regions within each of these states, it is essential to introduce at the European level a comprehensive, co-ordinated, sustainable development perspective, taking account of the exhaustibility of natural resources and incorporating environmental, economic, social, cultural and public health considerations;

any comprehensive regional/spatial planning approach in pursuance of sustainable development of European territory needs to relate and be relevant to the whole of Europe, as much as possible; the sustainable development of Europe must stem from and in fact facilitate an on-going process of co-operation between countries in partnership, which should result in a harmonious and balanced framework of territorial strategies; transfrontier and inter-regional co-operation is an important way of co-ordinating and harmonising regional/spatial planning policies in Europe;

the globalisation of production and financial markets and ever-accelerating technological progress impose the need to improve Europe's competitiveness in all fields in comparison to other regions of the world as a precondition for reducing unemployment and improving the living standards of less economically advantaged European citizens; it is essential to set up mechanisms and pursue policies which would contribute to narrow any socio-economic gap existing between countries of the Council of Europe;

short-term economic profitability cannot continue to be considered as the only, or the decisive, consideration in important decisions affecting the future of most Europeans; profitability and competitiveness must be pursued within the overall context of sustainability and the preservation of diversities;

despite the remaining disparities between European states and regions in respect of economic and social structures, infrastructure networks, employment prospects and the framework for protection of the environment, sustainable development of the European territory as a whole can only be based on democracy and attained in co-operation between all member states;

all Europeans should be adequately informed on the major objectives pursued by their governments and have an idea of the vision of Europe for the next century; clear and credible commitments will reinforce mutual respect, tolerance and understanding. Residents, including young European generations, should be offered a realistic opportunity to be meaningfully involved in the making of decisions which are bound to affect their amenities and choices in the future;

## *2. Stress that:*

there is a need to establish a European regional/spatial planning perspective, which will enable the balanced and sustainable development of all the Council of Europe's member states, and to promote European co-operation at national, regional and local levels; the aim must be to reach consensus on areas of joint action in the field of spatial planning policy and to put forward realistic recommendations for action, in the realm of regional and national spatial planning perspectives, and for international co-operation;

any regional and spatial perspective must be conceived as an integrated and comprehensive political approach to the fundamental question of promoting sustainable development; such strategies should encourage a better balance between conurbations and rural areas, enable enhanced co-ordination between sectoral, environmental and regional policies at European level and encourage the prudent use of natural resources;

any proposal to implement an integrated European regional development perspective should be sufficiently flexible to adapt to the continual rapid changes in our society; the lifestyles and patterns of work and recreation in the society of tomorrow will undoubtedly be different from those of today's society; it is essential not to underestimate the risk of exclusion for a growing proportion of the population who have difficulties in adapting to this development;

in order to support sustainable development throughout Europe it is very important to take into account the current situation and forecast future changes in the rest of the world;

the competitiveness of Europe in all fields in comparison to the rest of the world must be preserved and enhanced, since it has become a fundamental precondition for suppressing unemployment and improving the living standards of less economically advantaged European citizens;

the formulation of any sustainable development perspective for Europe should be compatible with national sustainable development policies and with the implementation of sectoral policies at national and European level, since the latter has considerable and far-reaching repercussions on regional planning;

sustainable development cannot be attained without the willingness of contemporary Europeans to accept responsibility for the real cost of their present amenities; natural resources are not without limits and they are to be used with restraint, in order to ensure that living conditions will not be downgraded in the future;

## *3. Acknowledge the need to:*

intensify efforts to identify the major objectives and priorities of a European comprehensive regional/spatial planning perspective, which should be based on the principle of sustainable development;

define these objectives and devise appropriate strategies for achieving them, having due regard to the distribution of competencies at national and European levels;

take more account in its activities of the consequences of the subsidiarity principle in regional/spatial planning policies and of the place of local authorities and regions in national and European decision-making processes;

take into account the documents drawn up in this field by the Council of Europe's bodies, such as the European Regional/Spatial Planning Charter adopted by the Council of Europe in 1983 and the European Regional Planning Strategy adopted during the eighth session of the CEMAT in Lausanne;

concentrate on providing a balance in the development of urban and rural areas, recognising, *inter alia*, the role of European urban systems and communication axes as engines of balanced regional development in Europe;

agree on joint areas of action like transfrontier co-ordination for all regional impact assessments, at a very early stage of the planning process for any project with significant impact on cross-border territory and environment;

enhance co-operation between groups of states and promote the search for strategies relevant to different geographical areas of Europe, so as to facilitate the preparation of guiding principles for sustainable and comprehensive spatial development in Europe in the next century which should be relevant to the whole of Europe;

strengthen co-operation between the Council of Europe and the European Union within the framework of the CEMAT so as to co-ordinate their respective groundwork in drafting important guiding principles for European territory;

plan for the development of Europe, having regard to the situation and the conditions prevailing beyond the borders of the European territory;

develop and improve the decision-making process at various European institutional levels and enhance the effectiveness of the European public sector;

involve representatives of the Parliamentary Assembly and the Congress of Local and Regional Authorities in implementing CEMAT's work programme, and particularly in the drafting of major guiding principles, and ensure that there is effective co-operation and co-ordination between the three bodies;

strengthen the co-ordination between different sectoral policies as a measure for increasing consistency and complementarity;

to ensure that all major decisions of bodies of the Council of Europe which have significant implications for spatial planning at the European level should, before their adoption, be discussed by the CEMAT;

constrain current trends towards the over-exploitation of resources in order to avoid building tensions between states which have marked differences in consumption power and standards of living;

to safeguard the cultural heritage, which as a unique treasure of Europe must be transmitted to future generations; not only should it be preserved, it should also be promoted as a fundamental and complementary element of any sustainable development system, which should incorporate this important aspect of the quality of life;

*4. Recommend that the governments of member states:*

initiate and sponsor information and awareness-building campaigns in order to explain to the citizens of Europe the implications of sustainable development and the need to modify their way of thinking and lifestyles;

*5. Approve:*

the 1997-2000 work programme as outlined in document CEMAT (97) 5, which includes the following activities:

- drafting the guiding principles for sustainable and comprehensive spatial development in Europe in the next century;
- European cities and metropolis networks;
- prospects for rural areas in Europe;
- European transport infrastructure networks;
- sustainable use of energy sources;
- different forms of funding spatial planning policies;

and expecting that its implementation will contribute to the preparation of the next conference.

*6. Instruct the Committee of Senior Officials:*

to prepare a document appropriate to the European level on the objectives and guiding principles that should facilitate and guarantee sustainable and comprehensive development of Europe in the next century; this comprehensive regional/spatial planning perspective should be used as a reference for the framing of national policies in regard to spatial planning and enhance the potential for improved co-ordination of sectoral policies throughout Europe;

to organise, within the approved work programme of the CEMAT, European meetings likely to:

- a.* encourage awareness on issues relating to sustainable development and its repercussions on lifestyles, at present and in the future;
- b.* improve co-ordination between sectoral policies, to ensure that sectoral development respects the principles of sustainable development;
- c.* provide a response to the challenge of formulating an innovative development model for Europe of the 21st century; this model should be acceptable to Europeans and represent a realistic and efficient balance in terms of sustainability, competitiveness, progress and economic growth, employment patterns and a European level of quality of life;

to pursue comprehensive, long-range studies to identify the trends that are expected to define the needs and behaviour of European society in the 21st century, in order to be able to adapt, with no excessively adverse ecological and social consequences, to the major changes that will be necessary and desirable in our society in order to anticipate crises of any type.

## **Resolution No. 2 on Strategies to be implemented within a comprehensive regional/spatial planning framework for protecting and managing freshwater resources**

The ministers attending the 11th session of CEMAT, held in Limassol on 16 and 17 October 1997;

having examined the report submitted by the Cypriot minister and the background report prepared by the Committee of Senior Officials on “Sustainable regional/spatial planning in Europe and the protection of water resources”;

aware that the problems concerning the protection of water resources have already been discussed in various international fora,

### *1. Consider that:*

water is an extremely valuable resource which is essential to all forms of life; stocks of fresh water are limited and unequally distributed, and therefore it is imperative for the sustainable development of all European regions to preserve their integrity, use them rationally and ensure their replenishment for future generations;

securing supplies of water is an integral part of the task of regional/spatial planning, which aims to protect natural resources and create and maintain similar living conditions on the whole territory by means of balanced and sustainable regional development;

the quality of life of European citizens depends on the effectiveness of our efforts to protect and safeguard existing good-quality water resources against pollution and on the implementation of measures which need to be taken in order to improve the quality of already polluted surface water or groundwater. Significant financial resources need to be invested in many European countries in the coming decade in order to meet the needs of social and economic development;

water resources are exposed to increasing dangers not only in quantitative terms but also and especially in qualitative terms. The following factors contribute to this, their weighting varying from region to region: the input of harmful substances (from the air, from polluting materials, from excessive use of fertilisers and pesticides, from discharge of inadequately treated effluent, from sewage sludge, rubbish dumps and existing waste deposits); the increase of built-up areas, including areas for traffic and transport purposes, and the increase in water catchment following the lowering of the water-table;

it is necessary for all public planning authorities, enterprises and private households to attach greater importance to the protection of water. Regional planning, water-management authorities and specialists in other disciplines have the joint obligations to protect water quality and to secure water balance and water supply;

all plans and measures should be based on the following general concepts of regional planning:

- i. all water resources must be protected;
- ii. the formation of new ground water must not be significantly restricted by the sealing of open space or other impairments to percolation. In addition to this, it is



important to avoid projects, measures or any influence (input of harmful substances) which can result in an impairment of the quality of ground water;

iii. it is preferable to use water resources close to consumers than to open up new water resources in more distant regions. This means that each region should base its future development first and foremost on its own supply of water. The local security of water supply can be improved with the aid of integrated main systems;

iv. long-distance water supply can only be considered if there are no adequate water resources available locally or if water resources cannot be harnessed and the potential for water conservation has already been exhausted. Regions with a water surplus should hold these reserves available not only for their own use but also for those regions whose supply of water is inadequate to meet requirements;

the general concept outlined above for a viable regional structure for using water resources is a sound basis for sustainable development in all European regions.

## *2. Reaffirm that:*

safeguarding the quantity and quality of water is a top priority for Europe, as the availability of adequate water is a key factor in regional development;

striking a balance between water use and the water ecosystem is fundamental for the development of Europe; having regard to the scarce quantity of water supply in some regions of Europe it is necessary to promote efficient water-management policies in order to reduce demand;

it is essential for Europe to decide on a rational, comprehensive and long-term pan-European perspective for the efficient protection and management of water resources; such a perspective should take into account all types of water users and all water resources, and also take account of the principles of efficiency and sustainability, and reflect the importance of water as a social and economic asset in meeting basic human needs, while encouraging awareness of the real societal costs of water usage;

international, national and interdisciplinary co-operation is of crucial importance for protecting and efficiently managing existing water resources;

the quality of major watercourses and major water reserves should be kept up to European standards, as non-respect of the norms leads, generally, to negative repercussions on prospects for regional development and could have significant impacts on environmental conditions in other states;

the restructuring of economies and the social and administrative reform which are under way in many European states, which will affect developments in the industrial, agricultural and energy sectors, should be closely co-ordinated with a European strategy for rational, sustainable management of water resources;

the European public must have easy access to information on the quality of water resources, the results from monitoring activities and the measures taken to safeguard water resources;

*3. Recommend that the governments of the member states implement the following measures:*

i. at European level

define on the broadest possible European scale the strategic objectives of a comprehensive water policy based on close co-operation between water management, regional planning and other disciplines;

improve European regulations on the protection of water resources;

promote regional and local responsibility for the effective protection and sparing use of water resources (helping people to help themselves);

foster technical co-operation between states so that positive and innovative techniques for the development and efficient use of water resources could be made generally available and be exploited quickly and cost-effectively;

draw up integrated water-management programmes consistent with an efficient strategy for entire water basins and eco-corridors along river valleys, especially those which cross national boundaries, and decide which level (regional, national, international) is the most appropriate for the implementation of actions and projects;

co-ordinate within the framework of international agreements the protection, efficient use and management of water from transfrontier watercourses, lakes and groundwater reserves; make full use in this respect of the UN Economic Commission for Europe's Convention on the Protection and Use of Transboundary Watercourses and International Lakes;

develop – in the framework of the ESDP and the Guiding Principles for sustainable and comprehensive development in Europe in the next century – a coherent, long-term flood- and drought-prevention strategy that takes into account natural catchment basins.

ii. at national level

approve co-ordinated national quality standards for the rational, sustainable use of surface waters and groundwater, as well as the protection of their biological diversity, define time limits for their implementation, establish reliable systems for monitoring and ensure that these standards will be taken into account in all regional/spatial, economic and social planning initiatives;

draw up or update at regional level hydrological balances where this has not yet occurred. These should show, in particular, potential risks to groundwater, the degree of self-sufficiency and the need to take some action in the event of any deterioration in water quality;

draw up water-management sector plans to improve the basis for the securing of areas for water supply and overall ecological balance on a long-term basis in regional plans;

protect water resources in the interests of securing an adequate supply of good-quality water by means of appropriate legislative measures; similar measures should

be envisaged to protect water resources needed in areas of activity where a high quality of water is necessary;

give preference to the public supply of drinking water in the case of water resources used by industry and small businesses, even if drinking-water quality is not required. In regions where groundwater abstractions give rise to over-exploitation, the supply of water to industry from groundwater should be gradually reduced in future as far as possible;

reflect in national legislation the prevention of pollution at source and the “polluter-pays” principle, the precautionary principle and appropriate penalties in order to discourage potential polluters of water reserves;

promote all possible methods for recycling and re-using treated water;

implement pricing policies that are geared towards cost recovery – including capital expenditure, operational costs – and an equitable and efficient allocation of water, including the promotion of water conservation and minimisation of wasteful consumption of water while ensuring that basic human needs are met;

promote all possible measures for preventing the pollution of resources, having in mind that prevention usually costs less than treating polluted water;

encourage, through a set of incentives and disincentives, industries and agriculture, which are traditionally the larger users of water, to abide by codes of good practice and maximum efficiency for the use and management of water resources;

encourage the participation and co-operation of the general public and local and regional authorities in an overall effort to protect the quality of water resources and promote public awareness on relevant issues.

#### *4. Request the Secretariat General of the Council of Europe:*

to bring this resolution to the attention of all international organisations and in particular the European Union, the Economic Commission for Europe (UN-ECE, Geneva), the VASAB 2010 Secretariat (Vision and Strategies around the Baltic Sea 2010) and the Organisation for Economic Co-operation and Development (OECD);

to consider this resolution in the ongoing process of preparing the Guiding Principles for sustainable and comprehensive spatial development in Europe in the next century.

### **Resolution No. 3 on The organisation of the 12th session of CEMAT**

The ministers taking part in the 11th session of CEMAT

express their warm thanks to the Cypriot Government for the organisation of their 11th session and for its generous hospitality;

accept with pleasure the German Government’s invitation to host the 12th session of their conference on 7 and 8 September 2000 in Hanover, in the context of the World Exhibition;

decide that their 12th session will concentrate on the following theme:

“Joint spatial planning and sustainable development strategy for Europe”;

instruct the Committee of Senior Officials to make the necessary arrangements for the preparation of the 12th session and for the implementation of the resolutions of the 11th session;

request the Committee of Ministers of the Council of Europe to provide the conference secretariat with the necessary means for the organisation of its next session and the preparatory work.

## **12th European Conference of Ministers responsible for Regional Planning (CEMAT) (Hanover, Germany: 7-8 September 2000) on “Guiding principles for sustainable spatial development of the European continent”**

### **Presentation**

The conference was highlighted by the adoption of the Guiding Principles for Sustainable Spatial Development of the European Continent, which provides a broader vision in combination with the concept of sustainable spatial development.

On this basis and within the framework of its future work programme, the ministers responsible for spatial planning adopted a 10-point work programme for stronger integration of European areas. The conference made recommendations to European institutes and national and regional authorities, on the use and application of the Guiding Principles; and also examined projects, activities and programmes of co-operation launched in Europe.

A second resolution emphasised the importance of:

- continuing to propose, on the basis of the Guiding Principles, durable, concrete solutions and policies for better-balanced development and territorial cohesion of the European continent;
- promoting transnational and inter-regional co-operation with the help of development projects benefiting from the support of the European Union and international financing institutions, and giving special attention to rural areas, mountain regions, river basins and Mediterranean regions.

### **Resolution No. 1 on A 10-point programme for greater cohesion among the regions of Europe**

We, the ministers of the states of the Council of Europe attending the 12th session of the European Conference of Ministers responsible for Regional Planning, in Hanover on 7 and 8 September 2000, have discussed the contribution that spatial development policy can make to achieving the goal of social cohesion in Europe.

We wish to thank the Parliamentary Assembly and the Congress of Local and Regional Authorities of Europe for their participation and for their contribution, in particular for the work carried out concerning the mountain regions.

We believe that social cohesion in Europe, which was defined as one of the main objectives of the Council of Europe by the heads of state and government of our member states at their second summit on 10/11 October 1997, has to be accompanied by sustainable spatial development policies that bring the social and economic requirements to be met by the territory into line with its ecological and cultural functions;

We consider that one of the aims of the Council of Europe is to strengthen local and regional democracy in Europe by means of a territorially more balanced development of our continent;

We consider the Council of Europe as the European organisation in which all the states of Europe can co-operate on the basis of equal rights, and consider the European Conference of Ministers responsible for Regional Planning and its committee to be a suitable political body to contribute to the co-ordination of common, Europe-wide territorial development goals and strategies;

We are convinced that trans-European, inter-regional and transfrontier co-operation between states, regional authorities and local authorities in the sphere of spatial development has to be strengthened, especially between the countries of western Europe and central and eastern Europe, in order to ensure the social and territorial cohesion of the European continent as a whole.

The results of our conference are as follows:

*1. We consider the adopted document "Guiding principles for sustainable spatial development of the European continent" to be:*

a major contribution to implementation of the strategy of social cohesion adopted at the second summit of heads of state and government in 1997;

a policy framework document which takes into account relevant activities of the Council of Europe and its bodies, and in particular the work of its Parliamentary Assembly and its Congress of Local and Regional Authorities of Europe, in the field of continental spatial development policy and which could contribute to strengthening the European integration process by means of transfrontier, inter-regional and transnational co-operation;

a coherent strategy for the integrated and regionally balanced development of our continent, while based on the principles of subsidiarity and reciprocity, which strengthens competitiveness, co-operation and solidarity among local and regional authorities across borders, thereby making a contribution to democratic stability in Europe.

*2. We recommend to our national and regional authorities that*

the Guiding Principles be used as a basis for national regional planning and spatial development measures;

the Guiding Principles be implemented in national and international spatial development projects as appropriate;

the co-operation with the central, eastern and south-eastern European states undergoing reforms to help them establish regional governmental and administrative bodies be continued and intensified in order to facilitate better spatial integration of the various regions of Europe.

*3. We welcome*

the progress made in co-ordinating common spatial development goals and strategies through the European Spatial Development Perspective (ESDP), in the European Union, the Baltic Sea region (VASAB 2010), the North Sea region (NorVision), central and south-eastern Europe (Vision Planet) and the Mediterranean region (MED-OCC and Archimed), as well as regional co-operation

mechanisms (Central European Initiative, Black Sea Economic Co-operation Council, Baltic States Council).

#### *4. We agree*

to co-operate in spatial development projects in the Interreg III B co-operation areas and call for all member states of the Council of Europe, regardless of whether they wish to accede to the European Union or not, to be included in spatial development co-operation among EU member states. This also applies to co-operation in the sphere of spatial research;

to continue the project forum launched by Germany within the framework of Interreg activities.

#### *We call on*

the European Union to revise the current regulations governing project co-operation between Interreg initiatives and the Phare and Tacis programmes in order to facilitate co-operation that is better co-ordinated,

the non-member states of the EU to explore, at the same time, their own possibilities of achieving better co-operation with the programmes concerned.

#### *We suggest*

that the states on the Black Sea and in the Euro-Mediterranean region should co-operate on appropriate future-orientated spatial development visions, based on the Guiding Principles document.

#### *We stress*

that the speedy development and implementation of the pan-European transport network (especially the 10 Pan-European Transport Corridors), as an indispensable prerequisite for good access to large areas across the entire continent, has to be expedited, and point out that the agreements reached on the shape of the networks should, if necessary, be reviewed and augmented, taking sustainable spatial development and environmental aspects into account,

that the dialogue between the European Conference of Ministers responsible for Regional Planning (CEMAT) and European institutions, especially the European Commission, and international organisations such as the OECD and the UN institutions (ECE/CSD) on spatial development issues should be intensified, both within Europe and beyond its borders, and that the division of responsibilities among these institutions should be defined more clearly in order to avoid a duplication of activities.

#### *We request*

the European funding institutions to apply the Guiding Principles document as part of a wider basis of information when taking decisions on the provision of assistance to spatial development projects.

*We invite the Committee of Ministers of the Council of Europe*

to contribute to implementation of the Guiding Principles, in particular through, Council of Europe instruments,

to take into account the Guiding Principles document and its integrated approach for decision-making in discussions and votes in the Committee of Ministers on projects with a spatial impact,

to maintain in the inter-governmental programme of the Organisation the activities of the European Conference of Ministers responsible for Regional Planning (CEMAT),

to start immediately a training programme to help regional and local planning authorities in the new member states of the Council of Europe to perform as well as possible the tasks within their competency,

to convert the Committee of Senior Officials into a steering committee.

*We call on the local and regional authorities of Europe*

to support the efforts being made by the European Conference of Ministers responsible for Regional Planning to achieve regionally balanced sustainable development in Europe, applying the principles of partnership and subsidiarity.

We will forward the results of our conference to our governments and parliaments, and make them available to the public.

**Guiding principles for sustainable spatial development of the European continent**

The Guiding Principles were adopted at the 12th session of the European Conference of Ministers responsible for Regional Planning, at Hanover, Germany.

(The Guiding Principles were endorsed in 2002 by the Committee of Ministers of the Council of Europe; see the text in Part I: Recommendation Rec(2002)1, Appendix: Guiding Principles for Sustainable Spatial Development of the European Continent).

**Resolution No. 2 on The organisation of the 13th session of CEMAT**

The ministers taking part in the 12th session of the European Conference of Ministers responsible for Regional Planning

express their heartfelt thanks to the German Government for having organised the 12th session and for its kind hospitality;

consider that it is desirable, from an operational and rational point of view, for the same plenary committee to be responsible both for preparing the ministerial sessions and for implementing any intergovernmental programme of activities relating to sustainable regional development across Europe;

consider that no spatial development regional planning and countryside cohesion can be promoted and implemented without the active involvement of national, regional and local representations;



are pleased to accept the offer from the Slovenian Government to host the thirteenth session of their conference in Ljubljana in 2003;

decide that the theme of their thirteenth session will be:

Implementation of strategies and visions for sustainable spatial development of the European continent

instruct the Committee of Senior Officials:

- i. to make the necessary arrangements to prepare the 13th session and to ensure implementation of the resolutions adopted at the 12th session;
- ii. to organise before the next ministerial conference a forum with the Parliamentary Assembly and the Congress of Local and Regional Authorities of Europe in order to have the views of elected national, regional and local representatives on the implementation of the decisions taken at the 12th session of the European Conference of Ministers responsible for Regional Planning and on the main topics of the theme to be discussed at the next session;
- iii. to continue to formulate on the basis of the Guiding Principles concrete and sustainable solutions and policies aimed at better-balanced development and territorial cohesion of the European continent;
- iv. to foster transnational and inter-regional co-operation by carrying out development projects supported by EU instruments and international financial institutions and to pay special attention to rural regions, mountain areas, river catchment areas and Mediterranean regions. We ask the Committee of Senior Officials to present concrete results or evaluations at the next CEMAT conference.

ask the Committee of Ministers of the Council of Europe to continue providing the conference secretariat with the resources needed to organise the next session and do the work required between sessions.

## **13th European Conference of Ministers responsible for Regional Planning (CEMAT) (Ljubljana, Slovenia: 16-17 September 2003) on “Implementation of strategies and visions for sustainable spatial development of the European continent”**

### **Presentation**

The 13th European Conference of Ministers responsible for Regional Planning (CEMAT), organised by the Council of Europe and held in Ljubljana, Slovenia, on 16 and 17 September 2003, was one of the main political events in the context of sustainable spatial development and implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent (Recommendation Rec(2002)1 adopted on 30 January 2002 by the Committee of Ministers of the Council of Europe).

The aim of the ministerial conference was to review the measures taken to implement the Guiding Principles and to promote transnational and inter-regional co-operation through development projects. Delegates also considered means of promoting and implementing the Guiding Principles by establishing legal provisions and effective policies as well as innovative strategies with regard to territorial planning and management.

The general theme and sub-themes of the conference were as follows:

General theme: Implementation of strategies and visions for sustainable spatial development of the European continent

Sub-theme 1: Europe in the world and the integration of the continent

Sub-theme 2: Implementation of the principles for sustainable territorial development

Sub-theme 3: Trans-European co-operation

The ministers:

- adopted Resolution No. 1 on public–private partnerships in spatial development policy;
- adopted Resolution No. 2 on the training of authorities responsible for sustainable development;
- adopted Resolution No. 3 on prevention of floods and better co-ordination of all activities designed to minimise the risks and consequences of disastrous floods;
- approved Resolution No. 4 on the terms of reference of the Committee of Senior Officials of CEMAT and its bureau, deciding to transmit it to the Committee of Ministers for adoption;
- took note of the work carried out in connection with the sustainable spatial development of the River Tisza/Tisa, resulting in:
  - the adoption of the Declaration on co-operation on the Tisza/Tisa River Basin, by these same states, on 16 September 2003;

- the signing of the Initiative on the Sustainable Spatial Development of the Tisza/Tisa River Basin by the ministers responsible for regional/spatial planning of Hungary, Romania, Serbia and Montenegro, Slovak Republic and Ukraine, at the 13th session of CEMAT on 16 September 2003;
- adopted the Ljubljana Declaration on the territorial dimension of sustainable development;
- adopted Resolution No. 5 on the organisation of the 14th session of the European Conference of Ministers responsible for Spatial Planning;
- took note of the European Rural Heritage Observation Guide adopted by the CEMAT Committee of Senior Officials in Budapest on 28 March 2003.

**Resolution No. 1 on Public–private partnerships in spatial development policy**

*adopted at the 13th session of CEMAT, in Ljubljana, on 17 September 2003*

The ministers responsible for regional planning of the member states of the Council of Europe,

Pointing out that the 12th Session of CEMAT, which took place in Hanover, Germany, on 7 and 8 September 2000, adopted the Guiding Principles for Sustainable Spatial Development of the European Continent to provide a coherent strategy for integrated, regionally balanced development of the European continent based on subsidiarity and reciprocity;

Referring to Part III of the Guiding Principles on the specific role of the private sector in spatial development;

Drawing attention to the Council of Europe Committee of Ministers' decision of 7 February 2001 (740/9.1 – CM (2001) 6) to take into account the Guiding Principles for Sustainable Spatial Development of the European Continent when deciding on projects with a spatial impact;

Referring to Council of Europe Committee of Ministers' Recommendation Rec(2002)1 to member states on the Guiding Principles for Sustainable Spatial Development of the European Continent, adopted on 30 January 2002;

Having regard to the European Spatial Development Perspective (ESDP) agreed at the Informal Meeting of ministers responsible for spatial planning of European Union member states at Potsdam in May 1999;

Taking the view that, because available public finance is insufficient to cover society's needs, particularly as regards technical and social infrastructure and the services to operate it, private investment will be required in the years ahead to achieve regional development objectives;

Supporting active involvement of the private sector in implementing and combining EU programmes such as Interreg, Phare and Tacis, in particular as a partner and participant in national contributions, though with the public partners retaining leadership in order to promote sustainable spatial development in Europe;

Bearing in mind that public–private partnerships (PPPs) are developing in fields which used to be entirely in the public sector, such as transport infrastructure and

services, telecommunications, water supply, waste collection and processing, health and education;

Taking into account the rules on state aid, and its effects (positive and negative) on the public-sector aid available to private-sector partners;

Drawing attention to the report, “Models for financing regional infrastructures and development projects, with particular attention to the countries of central and eastern Europe – public–private partnership in spatial development policy”, which was presented at the Hanover Conference with the aim of putting forward suggestions, based on experience of public–private partnerships, as to procedure for successfully mounting projects of this type, in particular in the countries of central and eastern Europe;

Taking into account that, to make a success of PPP projects, there are various prerequisites such as sound administrative structure and a sufficiently developed private sector and that these considerations are extremely important in central and eastern Europe;

Recommends that the governments of member states heed the following proposals for effective design and organisation of PPP procedures, with particular reference to central and eastern European countries:

#### *1. Establishing a clear and effective legal framework*

The point and aim of national legislation on PPPs is to assign new powers to the various administrative levels so as to ensure that the new types of partnership with the private sector, which go beyond the traditional contracting-out of work, can develop.

Policy on PPPs can be laid down in a general, multi-sector piece of legislation (an “omnibus bill”) or in legislation on a specific sector (road construction, town planning, municipal networks etc.). Special legislation for individual projects should in general be avoided. It is particularly important that policy concerning PPPs be clear as to property (ownership rules, terms of lease, etc.), the tax framework and treatment of potential conflicts of interest. It should also establish an acceptable operational framework for public-sector assumption of risk-related responsibility.

A clear legal framework is important for attracting private-sector interest in PPPs because it helps reduce the political risk. It is crucial in central and eastern Europe, where the private sector is still rather wary of PPP projects. Clear legal rules on public-sector involvement in international and European funding programmes are therefore essential.

The new Structural Fund rules of the European Union stress that getting the most of Community-financed schemes means making every effort to facilitate the use of private sources of funding, in particular investment capital and public–private partnerships (PPPs), both as a boost to funding of projects and to ensure that the private sector, with its special expertise, scrutinises how schemes are managed.

In the area of urban regeneration, the Community’s URBAN initiative encourages setting up public–private partnerships, in particular to run integrated economic-development programmes and to promote “green” activities.

Community policy on supervision of state aid has various tools for promoting rural and urban regeneration, as for example the Community guidelines on state aid to protect the environment (OJ C 37/3 of 3 February 2001). Also relevant here are the Communication on State Aid and Risk Capital (OJ C 235 of 21 August 2001), Commission Regulation (EC) No. 70/2001 of 12 January 2001 on the application of Articles 87 and 88 of the EC Treaty to state aid to small and medium-sized businesses (OJ L 10/33 of 13 January 2001) and the guidelines on national regional aid (OJ C 74/9 of 10 March 1998).

Current state aid rules could nevertheless present a barrier in some particular cases to the ability of some member states to pursue their spatial development policy, particularly when seeking to involve the private sector. Based on the experience to be gained in such future cases, it will be helpful to examine whether there is a need for an additional, specific instrument dealing with state aid for undertakings in deprived urban areas and what the basic features of such an instrument would need to be.

## *2. Careful preparation of PPP projects*

The preparation phase in PPP projects is crucial. A project's success generally depends on thorough preparation. The following aspects of preparation are important:

### *a. Adapting the organisational structure to local conditions*

There is a wide variety of PPP models. PPPs can take various forms, ranging from mere commercial operation to complete privatisation. Great care needs taking to adapt the PPP concept to local and time factors. Many problems with PPPs stem from copying solutions which were designed for other PPPs and which therefore do not take sufficient account of the particular context.

### *b. Compatibility of objectives*

First of all, it is necessary to clarify the aims of the public and private partners and to see how compatible those aims are. This requires detailed discussion between the public sector and the private sector on their respective intentions regarding the project. There also has to be discussion between the various potential private partners at the tendering stage. Involving the private partners early in the preparations contributes considerably to a project's success.

### *c. Selection of the private partners by the public sector*

Selection of private partners needs to be part of the tendering procedure. In addition to formal matters, qualitative criteria have to be taken into account.

A PPP's economic success crucially depends on the expertise the private partners bring to the co-operation project and the relevance of the expertise to the sphere of activity involved. Ways must therefore be found of inducing potential private partners to reveal their expertise. Voluntary options are one method of doing this. They involve giving private partners various alternatives in which profit margin is tied to how far the objectives and requirements are met. This approach is a way of gauging a private partner's potential commitment and productivity.

In addition, the public sector needs to be fully informed about the potential risks when it contemplates co-operation with a private partner. The criteria and requirements must be designed accordingly and built into the tendering arrangements. Here the public sector must be careful about the problems that can result from inadequate and unilateral information.

*d. Democratic control and acceptance by the public*

The introduction of PPPs requires political debate in order to ensure political and public acceptance of the approach, particularly when users are to be charged for services. From the public policy standpoint the key to PPP success is the economic factor, mainly reflected in value for users' money. In addition, PPP models must be able to show plausibly in which fields (the economic, technical and environmental ones, for example) they can help boost effectiveness and improve results.

Use of third parties and lack of democratic control should be avoided by means of appropriate organisation of the "collective consumption unit". This requires consultation arrangements that ensure closeness to the consumer and allow people to express their preferences.

*e. Special tools to assist preparation of PPP projects*

Western examples show that various tools can assist PPP projects. Particular mention should be made of:

- tools for financial evaluation of PPPs, such as the Public Sector Comparator (PSC) in the United Kingdom, the Publiek Private Comparator (PPC) in the Netherlands and the cost-benefit analyses used in France and Germany. These tools show whether a PPP is financially preferable to conventional solutions;
- setting up an information and co-ordination office for PPPs to compare new PPP projects with previous PPPs, and draw up recommendations and detailed guidelines for making a success of a PPP.

*3. Efficient implementation of PPP projects*

*a. Careful structuring of the PPP contract*

PPP contracts must be particularly clear about the characteristics of the project, the responsibilities of the respective parties and how potential conflicts of interests are to be dealt with. They should include specific provisions to guard against opportunistic behaviour by the private partners. The private partners can, for instance, be required to pay a security, or contracts can include incentives, such as a profit-sharing arrangement agreed by the public and private partners.

PPP contracts should cover all main aspects of the PPP project, including any environmental aspects, but should also allow a degree of flexibility, innovation and profitability. The parties' main duties should be laid down in the contract, but not the full technical details.

*b. Trust between the partners*

Great trust between the partners is essential to the success of a PPP. The public sector must show itself to be a partner on whom the private partners can rely, for they are taking substantial financial risks in entering into a contract with long-term binding effects of various kinds according to the provisions of the contract.

*c. Acquisition of competence and modernisation of the public sector through PPPs*

It is essential, where PPPs are concerned, that the public sector acquires certain abilities. It must learn skilful conduct of negotiations in imperfect markets. In particular it must acquire economic expertise in order to identify which variables play a part and gauge the consequences of contractual provisions.

The public partners must learn about the formulation, supervision and implementation of contracts and recognise that contracts involve transaction costs. This learning of new skills amounts to a complete change of culture.

The greater the complementarity between the public sector and the private sector, the more efficient the modernisation of the public sector.

*d. Effective leadership by the public sector*

PPP models must be designed in such a way as to preserve the public sector's fundamental guiding role, for reasons both of public law and public acceptability. The point must never be reached where the public authorities are so fiscally starved as to have to rely almost totally on the private sector.

The public sector must lead and guide the PPP so that infrastructure and public services develop as a component of national, regional or local policy.

*e. Use of public financial input as a lever for mobilising private finance*

PPP projects financed entirely by the private sector are relatively rare. In most cases part of the funding must come from the public sector. The proportion of public financing is in general inversely proportional to the purchasing power of the potential users of the infrastructure or services. This is why PPP projects in the countries of central and eastern Europe need a relatively large amount of public finance. In a PPP, public financing, particularly when modest, has a special function. It should be used as a lever to attract private resources that will cover most of the costs. There are various ways of exerting this leverage: for instance, the public sector can act as guarantor of any loans needed for the capital investment involved or it can pay for the feasibility studies.

**Resolution No. 2 on The training of authorities responsible for sustainable spatial development**

*adopted at the 13th session of the European Conference of Ministers responsible for Regional Planning (CEMAT), in Ljubljana, on 17 September 2003*

The ministers responsible for regional planning of the member states of the Council of Europe,

Wishing to provide follow-up to Resolution No. 1, A 10-point programme for greater cohesion among the regions of Europe, adopted by the 12th session of CEMAT on 8 September 2000, which emphasised the need to start immediately a training programme in the new member states of the Council of Europe, in order to help regional and local planning authorities to perform, as well as possible, the tasks for which they have responsibility,

Desirous to promote a new approach to spatial planning based on Recommendation Rec(2002)1 of the Committee of Ministers to member states on the Guiding Principles for Sustainable Spatial Development of the European Continent,

Instruct the Committee of Senior Officials:

1. to establish a list of training centres, in the field of the territorial dimension of sustainable development, that exist in the member states of the Council of Europe and then make it available on the CEMAT Internet site of the Council of Europe;
2. to promote the implementation of the International Training Centres for Local Actors Programme (CIFAL) in the Council of Europe member states and to examine the modalities of collaboration with the United Nations Institute for Training and Research (UNITAR) and the European Network of Training Organisations (ENTO);
3. to invite international organisations to support the preparation of a study book which could be used for this training;
4. to establish a Pan-European Network of “CEMAT Model Regions (regions of innovation)” committed to develop good practices of implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent, constituting pilot examples for other regions.

### **Resolution No. 3 on The prevention of floods and better co-ordination of all activities designed to minimise the risks and consequences of disastrous floods**

*adopted at the 13th session of the European Conference of Ministers responsible for Regional Planning (CEMAT), in Ljubljana, on 17 September 2003*

The ministers responsible for regional planning of the member states of the Council of Europe, with regard to the objective of sustainable development of the European territory,

- taking into account the frequency of floods causing important damage and noting that they can neither be understood nor mastered by local or national authorities alone, but require international co-operation, at least for the entire catchment areas of those river basins that belong to several states,
- deploring the loss of human lives, injuries and the great losses of economic resources and cultural, natural and landscape heritage, caused by the recent disastrous floods,
- conscious of the fact that natural catastrophes are also caused, or at least aggravated, by human activities, from modern production techniques in agriculture and forestry to construction of all kinds,



– underlining the particular role and responsibility of local authorities which have the necessary knowledge of their territories and must assume their responsibility in the face of citizens and enterprises affected by floods,

– adding that every approach must, of course, also include the role of local, regional and national authorities and, if necessary, of international institutions, which must assume their part of responsibilities, in particular with regard to their obligation to establish the conditions for cross-border and transnational co-operation by local governments,

reconfirm, first of all, their determination to undertake, within their own fields of responsibilities and in co-operation with other ministries of their governments, all appropriate action to reduce the negative effects of human activities;

commit themselves:

– to work out guidelines on the permissible use of land likely to be flooded;

– to establish an international working group charged with drafting a model of cross-border co-operation which could serve as a framework for the promotion of sustainable territorial development in each of the relevant river basins, in close co-operation with the competent local, regional and national authorities;

– to support meaningful activities designed to work out a first draft of a comprehensive concept of more effective international co-operation in the field of flood prevention by means of spatial planning, including a fairer sharing of costs and benefits resulting from preventive measures;

request the Committee of Senior Officials of the CEMAT to report on the progress achieved.

#### **Resolution No. 4 on The terms of reference of the Committee of Senior Officials of CEMAT and its bureau**

*endorsed at the 13th session of the European Conference of Ministers responsible for Regional Planning (CEMAT), in Ljubljana, on 17 September 2003, in order to be presented to the Committee of Ministers of the Council of Europe for adoption*

The ministers responsible for regional planning of the member states of the Council of Europe, taking part in the 13th session of CEMAT,

approved the terms of reference of the Committee of Senior Officials of the CEMAT and its bureau as appended to this resolution and decided to forward them to the Committee of Ministers of the Council of Europe for adoption.

#### **Annex**

##### *I. Terms of Reference of the Committee of Senior Officials of the CEMAT*

1. Name of committee: Committee of Senior Officials of the European Conference of Ministers responsible for Spatial Planning of the Council of Europe (CSO – CEMAT – Council of Europe)

2. Type of committee: Committee of Senior Officials

3. Source of terms of reference: European Conference of Ministers responsible for Spatial Planning (CEMAT) of the Council of Europe for endorsement; Committee of Ministers of the Council of Europe for adoption.

4. Terms of reference: Under the responsibility of the Committee of Ministers with the approval of the European Conference of Ministers responsible for Spatial Planning (CEMAT) of the Council of Europe, the Committee of Senior Officials has the following tasks:

*a.* to devise a policy leading to sustainable development, and in particular encouraging implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent (the Guiding Principles);

*b.* to implement the Guiding Principles in the light of the results of the European Conference of Ministers responsible for Spatial Planning of the Council of Europe; to study and prepare further developments of the Guiding Principles and propose, if appropriate, a review of their implementation to the ministers responsible for spatial planning;

*c.* to propose to the Committee of Ministers a three-year work programme, prepared under the responsibility of the CEMAT, in a long-term perspective as an instrument for implementing the Guiding Principles;

*d.* to consider, for the purposes of preparing the work programme, the activities of states, international intergovernmental organisations, networks, associations and NGOs relevant to sustainable development, in order to promote co-ordination and complementarity between the different activities, including those carried out in the framework of international conventions;

*e.* to disseminate information on and publicise activities for sustainable development, in particular those resulting from the Guiding Principles and their implementation;

*f.* to approve any report to be submitted to the European conferences of ministers responsible for spatial planning of the Council of Europe.

#### 5. Membership and participation

*a.* The governments of member states are invited to appoint senior officials with responsibilities in fields relating to spatial planning and sustainable development;

The Council of Europe will defray the travelling and subsistence expenses of one representative from each of its member states in central and eastern Europe and from states that enjoy special guest status with the Parliamentary Assembly;

*b.* The Parliamentary Assembly of the Council of Europe, the Congress of Local and Regional Authorities of Europe (CLRAE) and the Council of Europe Development Bank (CEB) participate in the work, sending representatives, without the right to vote, to meetings of the Committee of Senior Officials;

c. European states that are non-members of the Council of Europe, states with observer status to the Council of Europe and the following organisations may send representatives, without the right to vote or defrayal of expenses, to meetings of the Committee of Senior Officials:

- European Union (EU)
- Organisation for Economic Co-operation and Development (OECD)
- World Bank (WB)
- European Bank for Reconstruction and Development (EBRD)
- European Investment Bank (EIB)
- Nordic Environment Financing Co-operation (NEFCO)
- European Conference of Ministers of Transport (ECMT)
- Economic Commission for Europe of the United Nations (UN-ECE)
- United Nations Commission on Sustainable Development (UN-CSD)
- United Nations Educational, Scientific and Cultural Organisation (UNESCO)
- United Nations Environment Programme (UNEP)
- United Nations Human Settlement Programme (UN-HABITAT)
- United Nations Development Programme (UNDP)
- United Nations Institute for Training and Research (UNITAR)
- Parliamentary Assembly of the Black Sea Economic Co-operation (PABSEC)
- Central European Initiative (CEI)
- European Environmental Agency (EEA)

d. Non-governmental organisations, admitted by the Committee of Senior Officials in conformity with the rules governing relationships between the Committee of Senior Officials of the CEMAT and non-governmental organisations, adopted by the Committee of Senior Officials at its 77th Meeting on 28 November 2001, may send representatives, without the right to vote or defrayal of expenses, to meetings of the Committee of Senior Officials.

6. Structures and working methods:

a. The Committee of Senior Officials shall meet at least once a year. It can establish expert groups. It shall adopt rules of procedure and its working methods and structures.

b. The Committee of Senior Officials shall report to the European Conference of Ministers responsible for Spatial Planning of the Council of Europe and keep the Committee of Ministers of the Council of Europe abreast of its activities.

7. Duration: Unlimited.

## *II. Terms of Reference of the Bureau of the Committee of Senior Officials of the CEMAT*

1. Name of committee: Bureau of the Committee of Senior Officials of CEMAT (CHF-CEMAT- BU)

2. Type of committee: Bureau

3. Source of terms of reference: European Conference of Ministers responsible for Spatial Planning (CEMAT) of the Council of Europe, for endorsement; Committee of Ministers of the Council of Europe, for adoption.

4. Terms of reference: Under the guidance and instructions of the Committee of Senior Officials of the CEMAT, the Bureau of the Committee of Senior Officials of the CEMAT shall have the following tasks:

*a* to prepare the meetings of the Committee of Senior Officials;

*b.* to examine questions entrusted to it by the Committee of Senior Officials and take measures to this effect;

*c.* to take urgent measures between meetings of the Committee of Senior Officials and submit those measures to its approval.

5. Membership is to comprise

*a.* the Chair of the Committee of Senior Officials, a representative of the state which will organise the next ministerial conference and a representative of the state which has organised the previous conference; and

*b.* two members elected by the Committee of Senior Officials;

on the basis that

*c.* the terms of office of members under *a.* and *b.* above will last three years;

*d.* the Council of Europe will defray the travelling and subsistence expenses of one representative from each of its member states in central and eastern Europe.

6. Structures and working methods: The Bureau will meet once a year. It can invite experts to attend its meetings on specific items of the agenda and on decision of the Chair. The working languages will be English and French.

7. Duration: Unlimited.

### **Declaration on Co-operation on the Tisza/Tisa river basin**

*adopted by the ministers responsible for regional/spatial planning of Hungary, Romania, Serbia and Montenegro, Slovak Republic and Ukraine, at the 13th session of CEMAT, in Ljubljana, on 16 September 2003*

We, the ministers responsible for regional/spatial planning of Hungary, Romania, Serbia and Montenegro, Slovak Republic and Ukraine, meeting in Ljubljana on 16 September 2003 at the 13th session of the CEMAT, thank the Council of Europe for the work done in order to achieve the Initiative on sustainable spatial development of the Tisza/Tisa river basin with the goal of implementing the Guiding

Principles for Sustainable Spatial Development of the European Continent (GPSSDEC CEMAT).

We,

- express our intention to implement the initiative as a “CEMAT innovative Region” of transfrontier character;
- ask the Council of Europe, the European Union and other international organisations to support the work for implementation of the initiative;
- agree to consider and decide on continuation of the work for preparation of an agreement in the light of results of implementation of the initiative.

### **Initiative on Sustainable development of the Tisza/Tisa river basin**

signed by the ministers responsible for regional/spatial planning of Hungary, Romania, Serbia and Montenegro, Slovak Republic and Ukraine, at the 13th session of CEMAT, in Ljubljana, on 16 September 2003

The ministers responsible for regional/spatial planning of Hungary, Romania, Serbia and Montenegro, Slovak Republic and Ukraine, hereafter referred to as “the parties”,

Recalling the decisions of the Council of Europe’s Committee of Ministers of 7 March 2001 concerning the “possible contribution of the Council of Europe in cases of environmental disaster in rivers such as the Tisza/Tisa and Szamos/Somes”, inviting the states concerned to continue efforts on this issue with a view to “promoting effective regional co-operation in the environmental field, including the possible elaboration of an agreement between the states concerned, under the auspices of the Council of Europe” (744th meeting);

Aware of the need to work together towards sustainable spatial development of the Tisza/Tisa river basin, allowing full consideration to be given to the natural, cultural and landscape heritage of the area concerned, at the same time improving the quality of life of the local inhabitants;

Wishing to implement the Guiding Principles for Sustainable Spatial Development of the European Continent (GPSSDEC-CEMAT), adopted by the 12th European Conference of Ministers responsible for Regional Planning (CEMAT), held in Hanover, Germany, on 8 September 2000 (Resolution No. 1), and in accordance with Recommendation Rec(2002)1 of the Committee of Ministers of the Council of Europe to member states, adopted on 30 January 2002, and notably its relevant provisions relating to flood plains and alluvial valleys, to the landscape and to transfrontier co-operation;

Referring to the Vilnius Declaration of 3 May 2002 on regional co-operation and the consolidation of democratic stability in greater Europe, adopted by the Committee of Ministers of the Council of Europe;

Recognising that potential conflicts between different functions of a territory can be anticipated and reduced by an integrated spatial development strategy;

Having regard to the legal instruments existing at international level in the field of sustainable spatial development, in particular, the Convention on Wetlands of International Importance especially as Waterfowl Habitat (Ramsar, 2 February

1971), the Convention on the Conservation of European Wildlife and Natural Habitats (Bern, 19 September 1979), the European Outline Convention on Co-operation between Territorial Communities or Authorities (Madrid, 21 May 1980), the Torremolinos European Regional/Spatial Planning Charter (Recommendation No. R (84) 2 of the Committee of Ministers to member states on the European Regional/Spatial Planning Charter), the Convention for the Protection of the Architectural Heritage of Europe (Granada, 3 October 1985), the Convention on Measures to Combat Pollution on the Tisza River and its Tributaries (Szeged, 28 May 1986), the Convention on Environmental Impact Assessment in a Transboundary Context (Espoo, 25 February 1991), the European Convention on Protection of the Archaeological Heritage (revised) (Valetta, 16 January 1992), the Convention on the Protection and Use of Transboundary Watercourses and International Lakes (Helsinki, 17 March 1992), the Convention on Biological Diversity (Rio de Janeiro, 5 June 1992), the Convention on Co-operation for the Protection and Sustainable Use of the Danube River (Sofia, 29 June 1994), the European Landscape Convention (Florence, 20 October 2000), Directive 2000/60/EC of the European Parliament and the Council establishing a framework for Community action in the field of water policy (23 October 2000), the Council of Europe's European Charter on Water Resources (Recommendation Rec(2001)14 of the Committee of Ministers) and the Framework Convention on the Protection and Sustainable Development of the Carpathians (Kiev, 23 May 2003);

Intending to promote the Tisza/Tisa river basin as a “CEMAT innovative region” of transfrontier character;

Taking into account the work already done on the region of the Tisza/Tisa river basin,

Have expressed their wish to closely co-operate as follows:

#### *Article 1 – Area covered by the initiative*

The initiative concerns the geographical area of the hydrographic basin of the River Tisza/Tisa, as it will be defined by the provisions of the appendix to the initiative.

#### *Article 2 – Objectives*

1. The parties to jointly initiate and carry out a process of implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent, and notably the ten following general principles:

- promoting territorial cohesion through a more balanced socio-economic development of regions and improved competitiveness;
- encouraging development generated by urban functions and improving the relationships between town and countryside;
- promoting more balanced accessibility;
- developing access to information and knowledge;
- reducing environmental damage;
- enhancing and protecting natural resources and natural heritage;

- enhancing cultural heritage as a factor of development;
- developing energy resources while maintaining safety;
- encouraging high-quality sustainable tourism;
- limiting the impact of natural disasters through preventive action.

2. The parties agree to take particularly into consideration the provisions of the Guiding Principles for Sustainable Spatial Development of the European Continent concerning the specific territory of flood plains and alluvial valleys. In this respect, they share the vision of an integrated and transfrontier spatial development and aim at developing and implementing a strategy to reach that goal. They particularly take into account:

- the protection of landscapes and fragile ecosystems, management of the water system in connection with spatial planning, conservation of rivers and lakes, the limitation of intensive consumption of land by the expansion of urban areas and intensive agriculture, and flood prevention;
- promotion of territorial cohesion (balanced spatial management, urban functions, relationship between towns and countryside, conditions of accessibility and access to information and knowledge), enhancement of natural and cultural heritage, the promotion of qualitative and sustainable tourism, and the development of energy resources while maintaining safety;
- determination of the most effective financial instruments for the support of programmes and projects for the sustainable development of the Tisza/Tisa river basin, particularly with the participation of international organisations and funds.

3. The parties recognise the function of spatial planning in horizontal and intersectoral co-operation. They also recognise the role of local and regional authorities as well as of civil society, in particular non-governmental organisations, in promoting sustainable spatial development, and they will favour their involvement in the implementation of the initiative.

4. The parties agree to take into consideration, as part of their co-operation, the numerous projects and ongoing activities in the area of the Tisza/Tisa river basin, in order to avoid duplication of efforts and parallelisms.

### *Article 3 – Tisza/Tisa Joint Commission*

1. The parties agree to promote the objectives of the initiative by setting up a joint commission, aiming to ensure effective co-operation in the Tisza/Tisa river basin.

2. The main task of this joint commission is to examine the modalities of implementing the initiative and to make recommendations to the parties on measures to be taken.

3. Each party shall appoint a delegation of two members, who can be assisted by experts.

4. Representatives of the following states, international organisations and entities shall have observer status within the commission:

- Bulgaria;
- Council of Europe;
- European Union;
- World Bank (WB);
- European Bank for Reconstruction and Development (EBRD);
- European Investment Bank (EIB);
- United Nations Development Programme (UNDP);
- United Nations Environment Programme (UNEP);
- United Nations Educational, Scientific and Cultural Organisation (UNESCO);
- World Wildlife Fund (WWF);
- Regional Environmental Centre for Central and Eastern Europe (REC);
- Southeast European Co-operative Initiative (Seci).

5. The joint commission can work in co-operation with other relevant organisations or entities.

6. The joint commission will draw up its own rules of procedure, in accordance with the provisions of the present document, with the support of the Council of Europe.

#### *Article 4 – Tisza/Tisa work and action programme*

The parties agree that the joint commission:

- should establish a work and action programme as an integral part of the initiative, according to the provisions appearing in the appendix;
- should update this programme on the basis of a regular review (approximately every two years) of the results of this co-operation and in accordance with the evolution of the general context.

#### *Article 5 – Final clauses*

1. Any difference in interpretation or implementation of this initiative shall be resolved by means of discussion between the ministries.

2. Each party shall disseminate the initiative among its relevant authorities and administrations within its country.

This initiative is prepared in French and English, both texts being authentic, in a single copy, which shall be deposited in the archives of the Council of Europe.

Signed in Ljubljana, 16 September 2003, in a single copy, in French and English, both texts being equally authentic.

For Hungary

Mr Péter SZALÓ, Vice President of the National Office for Regional Development of the Prime Minister's Office of Hungary



For Slovak Republic

Mr Ján HURNÝ, Deputy Minister of Construction and Regional Development of Slovak Republic

For Romania

Ms Ileana TUREANU, Secretary of State of the Ministry of Transport, Construction and Tourism

For Serbia and Montenegro

Mr Dragoslav ŠUMARAC, Minister of Urban Planning and Construction of Republic of Serbia

For Ukraine

M. Sergiy ROMANYUK, Deputy Minister of Economy and European

### **Appendix to the Initiative: Tisza/Tisa work and action programme for implementation of the initiative**

A work and action programme is established in accordance with the initiative in order to support the common strategy of sustainable spatial development of the hydrographic basin of the River Tisza/Tisa.

#### **First Phase, 2003-2005**

The first phase of co-operation in the hydrographic basin of the River Tisza/Tisa, based on the Guiding Principles for Sustainable Spatial Development of the European Continent, will allow for broad analysis of the existing situation and foreseeable evolution. This analysis will, in particular, attempt to highlight the strategic areas for which operational co-operation appears a priority and should serve as a basis for a common development strategy and for the drawing up of spatial plans.

The first phase will comprise an analytical approach to the following topics:

- a cartographic definition of the hydrographic basin of the River Tisza/Tisa, to be used as a background for various co-operation activities;
- the inventory, analysis and evaluation of the structures and practice of intergovernmental/inter-regional co-operation within the Tisza/Tisa river basin (existing agreements and their implementation);
- the inventory and evaluation of available studies and sources of information, either on the entire river basin or significant parts of it (particularly studies by the United Nations Development Programme (UNDP), the United Nations Environment Programme (UNEP), the European Union (EU), the Southeast European Co-operative Initiative (Seci), the Regional Environmental Centre for Central and Eastern Europe (REC), the World Wildlife Fund (WWF) and the United Nations Food and Agriculture Organisation (FAO) in co-operation with Wetlands International);

- an analysis of the existing situation and foreseeable changes in:
  - the water system, fragile ecosystems, levels and causes of pollution and environmental problems, floods and other natural disasters;
  - territorial cohesion issues (urban patterns, rural zones, accessibility, relevant transfrontier problems);
  - urban evolution, problems of demography and employment;
  - habitat characteristics;
  - agriculture and forestry;
  - tourism and leisure time;
  - systems of transportation and technical equipment;
  - energy in relation to safety and the environment;
  - natural heritage (apart from the water system), cultural and landscape heritage, and the increased value of these as elements of identity and in the development of widespread tourism.

Each of these thematic approaches, which will in no way be of an exhaustive nature, should aim to highlight:

- areas of existing and foreseeable problems that are particularly serious, where co-operation could contribute to an effective solution;
- under-utilised potential, where co-ordinated measures could generate significant synergies;
- successful solutions that have already been shown to work and which could be used as models;
- the eventual need for further legal instruments to complement those already in existence.

### **Second phase 2005-2008**

The second phase will be dedicated to the implementation of a joint strategy of sustainable spatial development of the Tisza/Tisa river basin based on the accepted concept of sustainable development formulated in Recommendation Rec(2002)1 of the Committee of Ministers on the Guiding Principles for Sustainable Spatial Development of the European Continent.

The parties will particularly endeavour to adopt an action programme concerning natural, rural and urban zones of the Tisza/Tisa river basin.

With a view to harmonising actions, the following elements should be taken into account:

- protection, management and planning of the landscape;
- conservation of natural heritage (fauna, flora and habitats);

- preservation of ecological and physical equilibrium, in the light of pollution problems;
- protection and improvement of architectural, archaeological and rural heritage, and the establishment of cultural routes;
- the effects on the environment of economic activities such as industry, agriculture, tourism and those concerning transport systems and the production and distribution of energy;
- the territorial cohesion of the Tisza/Tisa river basin based on balanced rural and urban economic development and general infrastructure;
- the protection, preservation and equitable use of water resources.

The parties will undertake the necessary action to raise public awareness about environmental problems in the context of sustainable development processes.

### **Further phases**

Further phases will be defined on the basis of the results obtained.

### **Ljubljana Declaration on the territorial dimension of sustainable development**

*adopted by the ministers responsible for regional planning at the 13th session of the European Conference of Ministers responsible for Regional Planning (CEMAT), in Ljubljana, on 17 September 2003*

We, the ministers of the member states of the Council of Europe attending the 13th session of the European Conference of Ministers Responsible for Regional Planning in Ljubljana on 16 and 17 September 2003, having examined the document on the basis for this declaration and considering:

the devotion of the Council of Europe to the protection and promotion of human rights, to the rule of law and to pluralist democracy, put into concrete form by various European conventions and charters,

the commitment of the Council of Europe and particularly of CEMAT to the goal of sustainable development, reconfirmed through the Guiding Principles for Sustainable Spatial Development of the European Continent, adopted by the 12th session of CEMAT in 2000 and recommended in 2002 to the member states by the Committee of Ministers of the Council of Europe (Rec(2002)1),

the ever-present environmental and other problems, related to spatial development, particularly those connected with the economic and social cohesion and sustainable and balanced development of Europe,

the particular geographical situation of our common Europe, presenting a variety of opportunities which can be realised through adequate policies and their accountable implementation in agreement, co-operation and solidarity between the people and authorities of our states, regions and local communities,

the ongoing processes of European integration – accession of new member states to the Council of Europe and the greatest enlargement of the European Union since its foundation – which are important steps in the building of Europe-wide cohesion,

our readiness to continue to promote an integrated approach to territorial cohesion through a more balanced social and economic development of regions and improved competitiveness, which respects the diversity and uniqueness of Europe,

our will that Europe contributes also to the sustainable development of its geographical neighbourhood in the East and South and at the global level,

the role of local and regional authorities of Europe in the implementation of the principles of sustainability,

adopt the following declaration:

1. The concept of sustainable development has steadily risen in status throughout the 1990s and into the 21st century, in particular since the Rio Earth Summit in 1992, and was confirmed by the Johannesburg World Summit as an inescapable development paradigm and as a central element of the international agenda. But the still-differing interpretations of sustainable development and ways through which this goal could be achieved reflect a variety of aspirations or visions.

2. Sustainable development is not just an environmental issue. Three aspects of sustainable development have been agreed upon: economic sustainability, environmental sustainability and social sustainability. The first implies economic growth and development, the second includes ecosystem integrity and attention to carrying capacity and biodiversity, while the latter includes values such as equity, empowerment, accessibility and participation. In addition to these three components, the Guiding Principles for Sustainable Spatial Development of the European Continent introduced a fourth dimension: that of cultural sustainability.

3. The territory is a complex system, comprising not only urbanised, rural and other spaces, such as industrial land, but nature as a whole and the environment surrounding mankind. It is the ground support and indispensable framework of human dwelling and activity, and therefore the basis of sustainable development.

4. Inconsistent development policies cause risks, uncontrolled land speculation and unsustainable development. They are hazardous to the environment and to people themselves, as has been proved several times through human casualties and devastation caused by the disasters which have recently struck Europe – ranging from earthquakes and volcanic eruptions, droughts and floods, to great fires and black tides. Sustainable spatial development prevents or substantially diminishes these risks.

5. Numerous processes are challenging the sustainability of our common European future. These challenges are in particular related to:

the disparities in economic and social development between Europe and some of its neighbours and among European regions, sometimes coinciding with administrative borders, and within regions, enhancing the risk of various-speed development;

the accentuation of social inequalities, the extent of poverty and uneven accessibility to essential goods and services, generating marginalisation and exclusion;

the deterioration of the environment, the degradation of settled areas and the malfunction of physical and social infrastructure and services in considerable parts

of Europe because of economic decline or war, causing, *inter alia*, unwanted migration, including of refugees;

the intensification of transport flows, congestion of road traffic and related deterioration of the environment;

the more frequent occurrence of natural and man-made hazards, partly caused by climatic changes, endangering human life and generating severe damage;

the loss of vitality and quality of life in numerous rural areas, including depopulation, transformation and loss of traditional rural landscapes and way of life, natural resources and rural heritage;

the necessity to revitalise cities and contain urban sprawl, and reduce the threat to cultural identity and collective traditions of European living, settlement types and heritage.

6. To manage adequately the major challenges for sustainable spatial development of the European continent, relevant policies must be further improved, in order to:

reduce disparities, particularly through a more balanced and effective territorial location of activities, infrastructure and services in order to improve their accessibility;

support the balanced polycentric development of the European continent and the formation of functional urban regions, including the networks of small and medium-sized towns and of rural settlements;

provide measures for the revitalisation of declining settlements and for the redevelopment of brownfield sites in order to contain land consumption, reduce social deprivation and unemployment, and improve the quality of urban life;

increase the efficiency of transport and energy networks, and minimise their adverse impacts, particularly by fostering public passenger transport and multi-modal solutions of cargo flows;

prevent and reduce the potential damage from natural hazards, particularly by making settlement patterns and structure less vulnerable;

protect and improve the natural and built environment, particularly where already polluted or degraded, or under threat of becoming such;

reduce the intensification, industrialisation and dependence upon chemistry of agricultural practice, and through spatial development policy allowing for diversified economic activity create new market opportunities for rural populations;

achieve a balance between preserving existing cultural heritage, attracting new investments and supporting existing living and working communities in urban and rural areas;

increase public participation in spatial development approaches and in conceiving and implementing spatial development policies.

7. Accordingly, since the adoption of the Guiding Principles for Sustainable Spatial Development of the European Continent at its 12th session in 2000, CEMAT has been contributing to improvement of a spatial development approach through the

intensification of scientific and political discourse upon the most outstanding topics and questions of the balanced and sustainable development of Europe. It has been organising venues, bringing to important conclusions and guidelines, monitoring good examples of sustainable policies and following successful cases of transeuropean co-operation, as shown in the documents of its 13th session in 2003.

8. But, in order to achieve sustainability, spatial development policies should reach a substantially stronger trans-sectoral dimension. The spatial development approach involves co-operation between various sectors of activity, various levels of authorities and various stakeholders. Therefore it is an important policy implementation tool, providing widely acceptable solutions. It allows for all public policies with territorial impacts to be scrutinised and assessed so as to strengthen and increase their synergies and the sustainability of their outcomes. But sectoral policies should fully integrate the dimension of sustainability themselves, particularly the central ones, such as transport, energy, agriculture and others.

9. The territorial impacts of development are wider than national, regional, local or any other administratively determined borders. Therefore transeuropean co-operation in the field of spatial planning, involving all levels of authorities, is indispensable and should be widely enhanced.

10. The enlargement of the European Union is a unique opportunity, but at the same time an ultimate necessity for the intensification of transeuropean co-operation in the field of spatial development. This is enacted through the co-operation of authorities of the old and the new member states of the European Union and of other states – members of the Council of Europe, for example – and for setting up co-operation in this field between Europeans and their neighbours on adjacent continents. New initiatives and funds have to be provided to enhance such co-operation, seen as an investment with far-reaching benefits, not only for the cohesion and balanced development of Europe, but also for its perspective in the globalising world.

11. Effective spatial development requires active participation and adaptation based on regional differences and local needs. The regional level of government strengthens development initiatives, and optimises their results through inter-regional co-operation. Within the framework of their tasks, local authorities can co-operate with each other, with authorities from their own country and, if the law allows, with those from other states. For matters which concern them, but which do not fall within their realm of power or responsibility, local and regional authorities should be involved or consulted as far as possible when decisions are taken.

12. Spatial development policies and spatial planning provide important tools for local and regional authorities. The interaction of political bodies, organs and parties, non-government organisations, professional and other unions and citizens in spatial development decision-making is an important factor in local and regional democracy. Local and regional authorities have competence in spatial planning and spatial development policy at their scale, they can have an important role in transeuropean co-operation and they can be very efficient in implementing spatial development policy at local and regional level.

We, the ministers of the member states of the Council of Europe responsible for regional/spatial planning, considering the universal importance of sustainable

development, aware of the challenges to sustainability and recognising the importance of ongoing European integrations:

stress that the spatial development approach is an essential method of achieving the sustainable development objective;

commit ourselves to create synergies of activities in order to guarantee the sustainable development of the European continent, and to report each three years to the Committee of Ministers of the Council of Europe on the implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent;

entrust the Committee of Senior Officials of CEMAT with defining the structure of our reporting and the indicators of follow-up, and establishing an assessment of progress in implementing the Guiding Principles for Sustainable Spatial Development of the European Continent;

invite the member states of the Council of Europe to support and enhance the role of spatial planning in their development policies, to promote horizontal and vertical co-operation within states and on a transeuropean level, and to co-operate in the framework of ESPON (the European Spatial Planning Observation Network);

convey the appeal to the Committee of Ministers, the Parliamentary Assembly, the Congress of Local and Regional Authorities of the Council of Europe, and to the European Union, to support the role of the spatial development approach at transeuropean level as an efficient way towards sustainability;

invite the European Union and the Council of Europe to enhance their co-operation in the field of spatial development and ask the European Commission to define tools which on the basis of experience of the Interreg, Phare, Tacis, Cards and Meda programmes would facilitate transeuropean co-operation between European and neighbouring countries in the field of spatial development in order to prevent divisions caused by unbalanced development;

invite the Committee of Ministers to take sustainable spatial development into consideration in the framework of the 3rd Council of Europe summit.

### **Resolution No. 5 on The organisation of the 14th session of the European Conference of Ministers responsible for spatial planning**

*adopted at the 13th session of the European Conference of Ministers responsible for Regional Planning (CEMAT), in Ljubljana, on 17 September 2003*

The ministers responsible for regional planning of the member states of the Council of Europe, taking part in the 13th session of the European Conference of Ministers responsible for Regional Planning (CEMAT),

express their heartfelt thanks to the Slovenian Government for having organised the 13th session and for its kind hospitality;

consider that no spatial development, regional planning and countryside cohesion can be promoted and implemented without the active involvement of national, regional and local representations;

are pleased to announce that the Government of Portugal has agreed to host the 14th session of their conference in Portugal in 2006;

decide that the theme of their 14th session will be:

“Networks for sustainable spatial development of the European continent”;

instruct the Committee of Senior Officials:

- i. to make the necessary arrangements to prepare the 14th session and to ensure implementation of the resolutions and the declaration adopted at the 13th session;
- ii. to continue to formulate, on the basis of Recommendation Rec(2002)1 of the Committee of Ministers of the Council of Europe to member states on the Guiding Principles for Sustainable Spatial Development of the European Continent, concrete and sustainable solutions and policies aimed at better-balanced development and territorial cohesion of the European continent;
- iii. to foster transnational and inter-regional co-operation by carrying out development projects supported by EU instruments and international financial institutes;

ask the Committee of Senior Officials to present concrete results or evaluations at the next CEMAT conference;

ask the Committee of Ministers of the Council of Europe to continue providing the conference secretariat with the resources needed in order to organise the next session and do the work required between sessions.



## **European Rural Heritage Observation Guide**

*endorsed by the ministers responsible for regional planning during the 13th session of the European Conference of Ministers Responsible for Regional Planning (CEMAT) in Ljubljana, on 17 September 2003*

### **Preface by the Secretary General of the Council of Europe**

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.

Adopted in Hanover in September 2000 by the ministers responsible for the regional planning of the Council of Europe's member states and endorsed in Recommendation (2002)1 of the Committee of Ministers, the Guiding Principles for Sustainable Spatial Development of the European Continent detail a series of measures to foster development of rural areas as life settings for both economic and recreational activity and as natural environments.

This *European Rural Heritage Observation Guide – CEMAT* contributes to the implementation of the Recommendation of the Committee of Ministers: helping to restore the town–countryside balance and seeking to promote the rural world's resources as a development factor. It is indeed essential 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.

Moreover, this Guide 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.

I hope that this Guide will be developed in later editions taking into account the Council of Europe's various member states' specificities and the richness of their rural world's heritage.



Walter  
Schwimmer

*Secretary General of the Council of  
Europe*

## **Preface by the Chair of the Committee of Senior Officials**

Realised and adopted by the CEMAT Committee of Senior Officials in view of its presentation at the 13th session of the Council of Europe's European Conference of Ministers responsible for Regional Planning (Ljubljana, 16-17 September 2003), the *European Rural Heritage Observation Guide* – CEMAT implements the provisions of Recommendation Rec(2002)1 of the Committee of Ministers to member states on the Guiding Principles for Sustainable Spatial Development of the European Continent.

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 setting out guidelines for the management of this heritage linked to regional/spatial planning.

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

Reconnecting with – sometimes even just discovering – this rural heritage, acknowledging its contemporary potential and not imprisoning it in the past, appreciating and recognising the different types of cultural, natural and landscape heritage as components of identity, are challenges we currently face.

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 is why it is essential to stir the key players into action. It 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 accordingly becomes part of a sustainable development approach as it becomes a product, factor or source of development.

We are satisfied that the work is done in the framework of the activities of the CEMAT, which brings together representatives of the Council's 45 member states, united in their pursuit of a common objective: sustainable spatial development of the European continent.



Margarita Jancic

*Chair of the Committee of Senior Officials of the European  
Conference of Ministers responsible for Regional/Spatial Planning*

## **What is rural heritage?**

The landscapes carved out over centuries by people who lived off the land and, more generally, through the exploitation of natural resources,

The buildings that make up what is referred to as rural architecture, whether or not they are clustered together (villages, hamlets, isolated houses and buildings),

The local products, adapted to local conditions and the needs of those who developed them,

The techniques, tools and know-how that have made creative activity possible and which remain essential for maintaining, restoring, changing and modernising its results, in accordance with the design logic and aesthetic of the buildings/environment/landscape as a whole. These techniques extend to symbols and cultural meanings in the widest sense.

However, 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)

## **Contents of the European Rural Heritage Observation Guide**

### **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 and fishing
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

## **I. Challenges and objectives**

### **1. Definition: what is 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 tangible or intangible elements that show the particular relationship that a human community has established with a territory over time.

#### *1.1. Tangible heritage*

This, the most easily identifiable part of heritage, consists of various elements:

- landscapes, since they result from centuries of human activity on the environment;
- property: this includes buildings for agricultural use and 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), religious purposes (furnishings in churches and chapels) or festive events (carnival floats, village or corporation emblems);
- products that result from adaptation to local conditions and to cultivation, rearing, processing and culinary traditions. These include plant varieties (plants, fruit, vegetables, etc.) and local animal species, as well as more “elaborate” produce (wine, cheese, pork products, etc.).

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

“Assigning heritage value” to property or knowledge (singly 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, the construction techniques used or 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, namely the legal owner and potential “other users”. However, the latter may themselves have different views about possible use.

#### ***The 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.

### *1.2. 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.

### **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.
- All, from the richest to the poorest, may make use of their creative capacities.

## **2. Approach: 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.

### *2.1. 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 scientific, 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 surroundings. 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.

### *2.2. 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.

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

### ***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 its 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, for instance: income from entrance fees, rental of farms that have been converted into holiday homes or the sale of bread baked in traditional ovens. However, the indirect effects should also be recognised, such as visitor structures or shops. This is also true explicitly, in terms of employment (guides, caretakers, escorts) or implicitly, in quality of life (new residents, new businesses).

### ***For educational reasons***

Nothing can replace *in situ* dialogue, demonstrations and activities when teaching history, techniques, aesthetics or geography, for instance.

### *2.3. Knowing one's heritage*

The history and background of the most remarkable heritage items are usually the best known. Other items may, seem at first glance to have no particular intrinsic value. Nonetheless, they bear witness too, and are sometimes the only indication, trace or remnant of a wider system that awaits reconstitution. For example, a corner tree indicates how land was divided up, a mound of earth might point to a former medieval *castrum*, and vine stock grown wild or a place name might indicate previous cultivation practices.

Research in county or municipal archives, documentation centres (museums, libraries, etc.) and interviews with older people will give these heritage items a “voice”, and enable us to understand their origins and purpose.

Questions might also be asked about the rarity of certain objects: although wash-houses are frequently found across a national territory, certain styles are typical of certain regions, but isolated examples may occur among other dominant and more spectacular styles. This only serves to make them even more interesting.



#### *2.4. Obtaining recognition for one's heritage*

Obtaining recognition means drawing everyone's attention to the heritage value of the item concerned. By explaining their origins, history, function and context, such items will assume their heritage status and volunteers can be mobilised to preserve them.

Obtaining recognition for heritage primarily means assigning it meaning. Even the most humble item may tell us about history, lifestyles, spatial organisation or social relationships. As such, and regardless of its aesthetic or dramatic nature, it merits interest. This may explain the current enthusiasm for industrial tourism, memorial sites, communal ovens, and other objects and places that are not monuments and were never intended for display.

The choice between aesthetic and historical value may sometimes be difficult: for example, should one ensure that all the shutters on a façade are the same colour, so as to ensure uniformity, although their diversity is proof of joint individual ownership?

#### **Interpretation: giving meaning**

##### ***Interpretation***

This is a technical term. Interpretation aims to explain heritage and give meaning to it. It focuses on promoting possible knowledge of heritage as much as heritage itself. Many methods are used, including displays, exhibitions, particular layouts (signposting, traffic) and lighting.

Narration may be used in visits, interpretation panels and catalogues, along with plaques, postcards, photos and even multimedia: videos, CD-ROMs and websites.

##### ***Restoration***

A constant concern for public authorities or the scientific community is that heritage seems sometimes to have been "hijacked" by a few specialists (or private owners). As humanity's common property, it should be accessible to all. Museums, for example, have a duty to restore the treasures they guard and display them to the public through exhibitions.

Although access may be restricted for various reasons, these must be clearly explained: knowing about heritage also means understanding how it must be preserved.

### **Taking action in the field of heritage: what approaches can be used?**

Conservation means ensuring that heritage items do not deteriorate; it may be carried out through preventative measures on their surroundings. Such protection sometimes requires that an item be removed from its environment where this represents a danger (e.g. items found during archaeological digs, certain endangered animal or vegetal species).

Restoration implies that an item is returned to its original condition.

Returning an item to its original condition, either partly (when, for example, restoring a machine with several missing parts) or more thoroughly (when restoring it). In the latter case, virtual restoration is now possible.

Safeguarding means taking measures such as shoring up buildings that are threatening to collapse, and is usually done urgently and provisionally, to avoid further deterioration. Legal and statutory tools are often used, but these are only a partial solution: protection does not solve management issues.

#### *2.5. Restoring one's heritage*

Restoring means repairing an item and returning it to its original condition. This is the ultimate goal, and concessions should not be made to personal interpretation or taste. Intervening work that does not conform to this spirit should be removed.

There are now “fashions” in restoration, and it is appropriate to appreciate their full impact. Many façades were originally designed to be coated, but have been left with exposed stone for aesthetic reasons; this is no longer genuine restoration.

Restoration also implies a return to technical efficiency and useable condition: a mill should be able to grind, an oven to cook bread. Where certain parts of heritage must be replaced, only traditional materials, techniques and procedures are legitimate.

### **Two golden rules in order to avoid mistakes**

Don't do too much: our predecessors copied and adapted the most frequently used models in their neighbourhoods. Originality should be avoided at all costs, since it gives “mock-antique” results.

Do nothing that is irreversible: any work on the heritage, including work to safeguard and protect it, should allow for a return to the original condition.

#### *2.6. Re-assigning one's heritage*

Re-assigning means allotting a new use. Many heritage items, like fortified castles or hay-cutters, no longer serve their traditional function. Finding a new use often seems the best way of ensuring their conservation, which depends on the type of heritage concerned.

Small heritage items may be preserved in museums or collections as evidence of the past. They can be appreciated for their simple aesthetic value (philosophers have referred to “artialisisation”, making things into art) and end up as decorative objects.

Some heritage items are not easily transportable (buildings, landscapes) and the cost of preserving them may thus threaten their survival.

Among existing solutions, the most commonly used involve: conversion of heritage into visitors’ sites, for example, a writer’s home or blacksmith’s forge; conversion of former farmhouses into second homes; conversion of buildings into holiday accommodation, social housing, exhibition areas, municipal halls, community centres or new industrial areas.

### *2.7. Renovating and rehabilitating one’s heritage*

These two ways of modifying heritage scarcely help to enhance it and are therefore not recommended, but must be mentioned as they often interfere with restoration or re-assignment.

Renovating means making a building or item that is considered dilapidated look like new. It may require the complete destruction and rebuilding of an item, with no concern for restoration. This solution is almost always the least expensive and results in traditional farms being converted into standard villas or simple deserted for a new building, usually on the outskirts of a village.

Rehabilitating consists in bringing modern comforts and health and safety standards to houses that are considered too old for modern requirements. However, the strict application of urban planning regulations, which were intended for new buildings, often threatens the integrity of traditional buildings, for instance the raising of floor levels or disproportionate openings in old walls.

#### **Rehabilitation or renovation?**

Rehabilitation, legitimate in its own right, concerns mainly the interior of buildings. However, introducing modern standards of comfort may encourage the rejection of certain constraints on the exterior (service lines, etc.) and rejection of restoration in favour of renovation: for example, concrete may be used for window frames rather than local materials, viewed as too expensive.

For the same financial reasons, renovating a façade could do irreversible damage to an old house’s traditional character.

Various solutions exist: for example, local authorities could take responsibility for at least some of the extra cost entailed by “non-invasive” restoration work that respects old materials and know-how.

## *2.8. Handing down one's heritage*

Heritage is often defined as a set of assets inherited from one's parents. In this respect, it is appropriate to consider what we will leave to our own descendants. Revitalising heritage means ensuring that it is handed down in good condition.

However, handing down one's heritage also means sharing a community-based culture, an identity and a sense of belonging. Consequently, heritage may make for exclusion of those who have not known their ancestors. It should be remembered that heritage is the common property and responsibility of everyone: it is not only those who are born in a particular country who have a stake in its heritage, but all those who share, in one capacity or another, a number of communal values.

Accordingly, heritage should contribute to building an identity that respects diversity and also binds together all the users within a territory.

### **How can one improve one's heritage?**

Although "prudent" management of family assets is defined as handing them down to future generations in the same condition as we inherited them, it also implies improving this legacy.

Improving heritage through enhancement may contribute to this process, as in restored buildings, preserved items or revitalised traditions.

While certain monuments and art objects have always been intended as future heritage items, the majority of old objects that we now conserve were not originally intended for this purpose. What we build today is tomorrow's potential heritage, but which items will achieve this status? Which of today's farm buildings can hope to compete with traditional farms?

Quite apart from strictly functional and economic approaches, only a constant concern for quality, in any and every construction, can contribute to this goal.

## *2.9. Handing down practices, skills and know-how*

Heritage items are inseparable from the practices, skills and know-how that are connected with them, that gave rise to them and that invest them with meaning. Handing down heritage should thus focus on these elements as much as on the items themselves. One might even ask which is more important: preserving a swing plough, whose origin, method of construction and use are unknown, or preserving the skills and know-how that will enable an exact copy to be made and used? One should aim to preserve both.

Understanding skills and techniques should be extended to entire fields: knowing how to construct a dry-stone wall also means knowing how to select the right stones, knowing the locality, and knowing the methods and criteria for extracting stone.

Collecting information, its detailed description and its dissemination are preconditions for handing down skills successfully. However, nothing can replace

practice in the context of training courses or demonstration workshops, which are the only ways of ensuring faithful restoration or, where necessary, exact reproduction, without being unfaithful to the original design.

### **3. Project: 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.

#### *3.1. Putting policies in place*

All forms of heritage are characterised by a relationship with time and space. In terms of time, heritage ensures, at a given moment, a link between the past, which it represents, and the future, which is connected to how one plans to use it. As a spatial marker, it is linked to a given territory, itself identified by all the heritage elements that make it up and which have certain features in common.

Accordingly, enhancing this heritage presupposes a two-way analysis:

1. analysis of the components of the spatial and temporal relationships,
2. analysis of the “good use” of the heritage concerned, in terms of territorial development prospects.

The concept of a project arises at this stage. It is advisable to construct projects to enhance elements of a given heritage in the local context.

Sustainable development of a territory results from an appropriate balance between the meaning assigned to their heritage (in the widest sense) by local populations and their partners, and society’s expectations (i.e., partners from outside the region). The participative approach should take this requirement into account. The prospective uses put forward for heritage items (an essential step) should be developed from this perspective, which allows greater light to be shed on the choices regarding different types of use, whether social, cultural or economic.

At the same time, any proposed action must take into account a number of constraints. Apart from those relating to procedures linked to the very nature of heritage, the approach must seek to define what specific measures will be used to implement the enhancement project. The financing and action methods, outlined elsewhere, are factors that will affect the direction and content of the project itself.

The participative approach implies that each legal entity or individual potentially concerned by “good use” of some heritage element takes part in the enhancement process.

#### *3.2. Who are the partners in a participative approach?*

Implementing a policy to enhance heritage usually results from a specific private or public initiative started by one of four groups: individuals, organisations,

professionals, elected representatives. The methods used to mobilise resources will depend on how these groups are represented.

The first concern of these initiators should be to identify all the interested partners who have: interest or even passion for its nature or function; a relationship of proximity; specific knowledge or related skills; decision-making powers regarding its use or the process of preserving and enhancing it. When these partners come together, a forum for dialogue and co-operation is created. Depending on the situation, one or the other type of partner may play a dominant role.

Experience suggests that a fifth category of partner should be able to intervene, namely professional communicators, who have professional training for such a role, knowledge of the heritage field concerned and experience in public communication.

### *3.3. What are the various steps in the participative approach?*

The first step involves becoming aware of and recognising the nature of heritage. Here, an inventory is the key element. It should not be drawn up by specialists alone but prepared with the participation of residents and associations.

The next step is the presentation of heritage. This is most frequently done through on-site visits and exhibitions. This should preferably be accompanied by genuine items for the promotion of heritage and the themes that they symbolise.

Next come discussion and audit. These can be done through a debate forum, since it determines the nature and form of the consultation on potential use, through public discussion or consultation through oral and written surveys.

The next steps concern the implementation of the project and its inclusion in the development process. Participation is required, both in developing the decision-making process and in constructing partnerships for action. These two steps often overlap, since various partners are involved in decision-making, though this is most frequently the responsibility of an “elected” partner, for funding reasons. Nevertheless, in analysing the components of the participative approach, it is essential to distinguish the various steps.

An important element of the process lies in defining who will direct the project. Obviously, once a project reaches a certain size, it is essential to put in place a steering committee. Even within such a body, the task of publicising the project is essential.

### *3.4. Projects must be integrated into more general approaches*

Heritage is the result of various activities on a territory. As such, it is part of the natural, economic, social, human and other potential activities that the audit should bring out. Any action should thus be planned in the context of the overall policy and major guidelines for the area under consideration.

There are various ways of working. Work on heritage may sometimes move away from the above policy (e.g., urgent archaeological digs when marking out a motorway) and may also contribute to policy implementation.

### **Restoration of traditional buildings: one way of fighting rural exodus**

Many communities must cope with the abandonment of traditional buildings in village centres. Faced with the problems of joint ownership or restoration costs that are too high, people looking for housing are likely to build on the outskirts of villages and thus to contribute to urban sprawl. Otherwise, when they cannot afford this, they look for rented property in other communities and accelerate the rural exodus.

After drawing up inventories and audits of abandoned buildings, some local authorities have secured authority over land transactions, undertaken the necessary restoration work in line with the heritage character of these houses, and offered them for rental, either short-term (municipal holiday accommodation) or on an annual basis (municipal rented housing).

#### ***There are many advantages to this approach:***

- the traditionally built heritage in village centres is safeguarded;
- local authorities supervise the quality of restoration, in line with previously determined construction specifications;
- an end to depopulation or sometimes even repopulation in the municipality, via the offer of rented property.

### *3.5. Projects are targeted towards particular groups*

How is heritage to be discussed?

Heritage can be discussed in its own right, but also in terms of environment, economic and/or tourism development or regional planning.

What public will be targeted in particular?

It is advisable to target particular groups for any heritage project. “Everyone” or “the general public” is not a good definition of a group. It is absolutely vital to identify an audience to prioritise, which does not however mean that there is no need to consider possible overlaps between different groups’ various expectations.

### **Four questions to be asked**

Why do we want to take action in the field of heritage?

Are we doing it to safeguard a threatened asset or to support a long-term general policy?

Do we only want to ensure that heritage is handed down, or do we also want to attract tourists and businesses, improve human environment and combat rural depopulation? Can these four things be reconciled, and, if so, how?

How will the proposed activity support – or invalidate – this policy?

### *3.6. Projects must mobilise all players*

Every person and practice affects, or may affect, heritage to some extent or another, whether in terms of creation, maintenance, management or enhancement. Projects are therefore the responsibility of all, and cannot be the prerogative of specialists alone.

All partners (residents, elected representatives, authorities, etc.) need to collaborate and be involved from the outset in preparing a long-term activity. Even more than awareness-raising, mobilising these various partners around a common project is a crucial step in the operation's success.

### *3.7. Projects are drawn up along with local residents*

Public authorities cannot do everything because they do not have enough resources and they have only a limited capacity to intervene in the private sector. Maintaining and enhancing a territory's overall heritage thus rests largely with the residents themselves.

Steps should be taken to convince the public of the value of a freely accepted collective project that unites the public and private sectors and that is based largely on citizenship and personal initiative.

Accordingly, particular attention should be paid to the question of what motivates residents to become involved. It will then be easier to launch new projects on heritage elements that are less consensual but which require urgent or priority action.

### *3.8. Heritage policies concern all the elements of heritage*

Heritage is defined by all of its elements.

Prestigious monuments and sites should be given prominence in line with their status.

More modest examples of a territory's heritage deserve equally consistent attention.

Assigning varying degrees of value to these heritage elements is only justified to the extent that this makes it possible to consider action adapted to each particular case, in a search for complementarity.



### *3.9. Today's creations are tomorrow's heritage*

Heritage that is now so appreciated is no more than yesterday's creative activity. While its preservation is a legitimate concern, this should not disguise the need for reflection on the quality of current and future constructions.

Various activities, including economic activities, are not necessarily opposed to heritage: if well thought out, they can be mutually enriching.

Shopping centres, farm buildings, factories or housing, built with a view to quality, contribute to a territory's image and represent tomorrow's heritage.

## **4. Implementation: how are projects to be implemented?**

Implementation of heritage projects involves various phases. Setting up a committee to enhance items of heritage makes it possible to obtain better recognition, clarifies the wish to take action, and involves the parties concerned from the outset. Preparation of the preliminary project covers the selection of a contractor, looking for partners and drawing up specifications. Formalisation of a project leads to funding applications and the project becomes the "property" of the territory's other users.

### *4.1. Bringing projects to life*

#### Creating an "enhancement" committee

This first committee has the task of obtaining recognition for an item of heritage beyond its immediate circle, so that regional partners grasp the idea that action can be taken. At this stage, the issue is not so much one of identifying enhancement tools, but of attracting attention. The committee could also be referred to as a "support" or "defence" committee. Such committees can be set up by associations not directly involved with heritage or even by individuals whose opinions can be followed up by the voluntary sector.

#### Membership of the "enhancement" committee

The follow-up committee could be composed of legal entities or individuals involved in the territory. Proximity often helps to unite people around a project. In order to have the widest membership possible, restrictions should not be imposed on the areas of interest of those contacted, and the group should seek support beyond the local community.

This initial committee should gain the widest possible support from the parties concerned, throughout the territory and among the public. With this in mind, public meetings can be organised, the issue publicised in the local press, and contacts sought with the voluntary sector. It is not essential that elected representatives be involved in the initial stages, since the idea of necessary enhancement is better promoted outside the framework of political issues. Securing the services of at least one expert will also help with recognition.

One way of avoiding pitfalls is to clarify, from the outset, each person's position, stressing the committee's consultative role, and to clearly highlight the innovative

role that this body wishes to maintain, although it will necessarily change as the project develops.

#### Integrating the enhancement project into a collective approach

In order to integrate the enhancement project into a collective approach, attempts should be made to involve all parties in the territory concerned:

- the local population (which will encourage elected representatives to take an interest);
- representatives of associations (an essential network at regional level and a focus for skills);
- professional representatives (e.g., farming unions if the heritage involves farming trades). By involving professions, the project will reflect social and economic challenges more accurately;
- experts (from local scholars to tourism specialists: scientific competence can help give the project legitimacy in the eyes of institutional bodies).

#### What can be done to improve projects?

The “enhancement” committee must be able to change, especially by seeking ideas from partners in similar projects. It is important to break out of the format of formal meetings and advisable to hold extra, on-site meetings, so that space and environment can be taken into account. Also, at this stage of the project, first-person accounts need to be sought, rather than expert opinions.

#### The need for structure

United by the first enhancement activities, those involved in the project now try to define the status of their group, which will act as interlocutor with institutions and local authorities.

Three scenarios are possible:

1. the committee may be “hosted” by an existing association;
2. an ad hoc organisation may be set up;
3. where a project has been launched by an individual, this person may maintain his or her autonomy.

Associative status should not be sought just for the sake of having a letterhead, but should reflect a genuine commitment by its members.

#### Drawing up an inventory of cultural and tourist potential

When drawing up the draft project, it is advisable to look for information and technical advice about similar projects, available budget headings and so on. However, it is also necessary to step back from the project to analyse the potential of the environment, by evaluating the territory from the perspectives of tourism, culture and social questions.

### **Specific activities**

For example, a film about a similar experience could be screened, or an appropriate person from such a project invited to speak; better still, a small study visit could be organised for some of the committee members.

These activities should provide tangible and original material for discussion. In particular, they should demonstrate the strength of the first partners' commitment.

This first list will highlight certain areas of potential in the project, without however shaping it completely. For example, a project aimed at enhancing a small heritage aspect should demonstrate how it could be used to develop tourism or cultural activities, or its key role in regional planning. The requirements of this inventory mean that a formal study should be carried out.

#### *4.2. Drawing up the pre-project*

Once the first document has been drawn up, identifying the general ideas in the heritage enhancement project, a more formal phase begins. In this phase, scientific collaboration can be sought, and financial partnerships envisaged. It is at this stage that the project's scale and feasibility are determined.

The project's scale will determine the challenges ahead.

##### Selecting a contractor

If the project is not directed by a body (such as a union of local authorities) that is de facto the contractor, the steering committee will select one. The contractor should be able to supply estimates of costs for funding applications.

The contractor may be a private individual (e.g., the owner of a manor, a farmer), an association (with sufficient financial resources for the project) or a local or regional authority (municipality, inter-municipal body).

The choice of contractor is made on the basis of various technical criteria (ability to mobilise expertise), financial (for example, a religious heritage trail across a small region is frequently beyond a municipality's resources) and political criteria. With regard to the last factor, it is advisable to take into account political contexts and strategies, even at a local level (for example, ensuring that implementation of the project will not be impeded by elections).

##### Setting up a steering committee

It is the project initiator's task to suggest to the follow-up committee that a steering committee be set up. This body will have several functions:

- approving or appointing the contractor (the steering committee having chosen the best contractor);

- appointing a head of project, who will have a leadership role; the steering committee could legitimise the initiator by appointing him/her head of project, or look for new skills that match the project’s development needs. However, care should be taken to avoid the aberration of taking the project away from its initiator; he or she should be found an honourable role, in order to maintain a link between the project’s birth and its future;
- associating all the parties concerned is of major importance for the project’s future. The steering committee will be the forum at which the various partners can express themselves and explain how the project fits into their policies;
- choosing the service providers. The project leader will use the steering committee as a jury for selecting architects, consultancy firms and other experts;
- approving the outcome of proposals, whether those of the head of project or of the experts and consultancy firms contacted; accordingly, the steering committee should meet regularly throughout the project’s implementation; the minutes of its meetings will be distributed to committee members and will help in decision-making about project development;
- approving the final project. The final project should be viewed as the tool which will allow the activity to take shape; it is the result of summaries and guidelines prepared on the basis of proposals from all the contributors (experts, architects, the project initiator, head of project, elected representatives, etc.) and discussions within the steering committee.

#### Bringing in experts

It is important to clearly identify the reasons for bringing in experts. It is also essential to define the questions they are to be asked. Also, when working with consultancy firms on heritage enhancement or tourism development, it is vital to treat their contribution in terms of objectives to be attained. There are certain consultancy firms that can look after a project from start to finish, but in such cases it is often much more difficult to make it “belong” to local partners.

#### **The Experts**

Experts bring a specialist’s view to particular aspects of the project. They fall into two categories: heritage experts and promotion or communication experts. For example, a historian or an ethnologist could help define the project’s scientific content, whereas a specialist in tourism or cultural communication will advise on bringing this content to the public.

#### ***These experts include:***

Specialists in an area of heritage: geographers, historians, ethnologists, archaeologists (these experts may be contacted via universities).

Communication specialists: architects, scenic artists, museographers, publishers.

## Establishing time and quality requirements

The steering committee's very first meetings should be used to discuss deadlines for future activities and the quality of the desired results. A good schedule of work will enable the partners to monitor the project's progress; in turn, it becomes a framework, facilitating dialogue between the various partners. This qualitative framework of action on the project can be guaranteed by drawing up technical specifications, where an expert is involved, or through the work of a special committee.

### *4.3. Formalising the project*

In this phase, the main partner could call on a technical adviser, who would be recruited for a given period, or on a consultancy firm. These two options have their respective advantages: for example, a technical adviser could quickly obtain a high profile among those involved in the territory and thus help with publicising the project, whilst a consultancy firm would bring useful external benchmarks for specific activities such as the evaluation of target groups.

## Funding applications and preparing documents

The main partner, assisted by various experts, will monitor the tourism and cultural aspects of the project in a coherent and appealing way and put together the financial aspects of the operation.

The financial arrangements are prepared on a provisional basis, and it is recommended that they be spread over three years. However, the file should be brought up to date as new partners make commitments. There should be a proportion of self-funding, which will be linked to development of the project's core activity.

Opportunities for sponsorship should not be neglected, and businesses should be contacted. Each funding request will take a particular angle, in line with the interests of the party being solicited.

### **The technical specification**

This may contain:

- the forms that the commissioned research may take;
- the methodology for dealing with the list of persons and bodies to be consulted;
- schedules;
- deadlines for presenting intermediary work;
- definition of the item requiring work;
- evaluation of the various phases of the work.

## Winning over people and regional partners to the project

Publicising a project is not easy: at what stage should this type of activity be undertaken, and what aspects of the project should be presented? Here too, the scale

of the project will determine the practical communication arrangements. The local and regional press remain a key information channel. Public meetings are another method. For example, when rehabilitating an aspect of the built heritage, information should be disseminated well before the application for building permission is lodged, and certainly well before work actually begins. Equally, when tracing a landscape discovery trail, a public meeting will allow the views of other users to be sought; those who define themselves as traditional users should be able to express their views.

### **Advice for the funding application**

When looking for funding, care should be taken in replacing the professionals involved in preparing the dossier: one should be able to co-opt their experience. For example, specialists' help is essential in applications for European funding, since it is important to have in-depth knowledge of the texts and practices relating to such applications. Thus, they can give opinions on the nature of co-funding arrangements, the percentages required for such arrangements, and on the inter-relationship between the various measures (investments, mechanisms).

Before sending a funding application to a partner, it is advisable to be aware of the amount of support that it usually grants, so that the application can be matched to its capacities. In practice, funding applications that do not correspond to a partner's capacities are quickly ruled out. This information can be obtained by asking a specialist in the institution concerned, by asking to consult previous applications, or by negotiating with these partners if they are part of the steering committee.

### **Advice on improving the public's knowledge of the project**

Depending on the project's content, contact teachers (there is sometimes a strong link between the school population and the general public).

Organise on-site visits (for elected representatives and the architect).

Don't forget public meetings.

Provide a "comments book", especially when a project is likely to have impact on the life of those living in or using an area (such as a wetland landscape).

Having monitored a number of previous cases, it seems that the point at which the steering committee is set up is an appropriate time to begin communication activities. The project's cost should also be one aspect dealt with in any information campaign. Whilst financial transparency may sometimes provoke fears about public reaction, it will facilitate decision-making and help guarantee success.

## II. Methodology of observation

The methodology (a series of methods and techniques that allow for a coherent and effective approach) proposed in this guide should enable anyone to learn to observe rural heritage in greater or lesser depth, depending on the situation and the objectives, by following the approach set out in the box headed “The approach”.

### **The approach**

#### Clarify the project

To do this, you must enlist the communication specialists and the population concerned, and fine-tune it to the activities planned.

#### Select an area

If the project is to be as coherent and effective as possible, you must first choose an area: focus your research within a specific and meaningful locality.

#### Identify rural heritage

Using appropriate tools, both geographical (site exploration) and historical (identification of documents), you then identify the various elements of the area’s rural heritage. To do this, you establish their existence by an inventory and through discussion of the component parts.

#### Classify and categorise heritage elements

This inventory enables you to classify the elements of heritage and categorise them, using one or several specific approaches. It enables you to bring out all the hidden, ignored or forgotten aspects of heritage.

#### Understand relationships and changes

It is important that you should understand the relationships which unite these elements and which make it possible to categorise the context or the set of circumstances in which they exist. Of course, this context and background have developed over time. You will be able to understand these developments better by placing the various elements in a historical perspective.

#### Understand heritage from a local development perspective

What is the impact of enhancement on the region’s economic interests?

#### Evaluate heritage

Aside from its state of preservation, a heritage element can be better evaluated by integrating it into environmental and territorial concerns.

## **1. Clarifying the project**

Local populations are at the heart of rural cultural heritage. They identify it and assign it an identity-based value. It is they who can make it come alive day by day and can be enlisted to assign it a role in local development.

### *Initiating an enhancement project*

If you wish to launch a project to enhance and develop rural cultural heritage, you have to ask which intermediaries you should contact and which population groups they can help you mobilise.

Leaders of associations (members of youth clubs, senior citizens' clubs, rural life and heritage clubs); local elected representatives (members of municipal committees, the public in the municipalities and areas concerned); teachers, adults receiving training, those in adult education; agricultural advisers (farmers); those responsible for tourism (those working in this sector).

### *Determining the appropriate methods*

What are the most appropriate methods for involving them? This can be done through meetings, exhibitions, audiovisual programmes, articles in municipal and trade journals, training activities, guided visits and “fun” visits.

### *What activities should be proposed?*

What activities can you offer your supporters in order to develop your project steadily? Exploration, locating items, drawing up an inventory, research, preservation and upkeep, enhancement, a conservation or development project, new use.

## **2. Selecting a locality**

Heritage elements assume meaning and value within a specific territory. In return, they assume that territory's identity and strengthen it.

You should opt for a locality that allows for identity-based references and that corresponds to the target audiences, communication strategy and objectives that you have identified.

You must select a locality:

– *that allows for a comprehensive approach*

You can choose a locality that allows for a comprehensive social, cultural or economic approach, such as a municipality, which is the most convenient research unit, since it corresponds to long-standing human communities;

– *with biogeographical unity*

You can choose a territory with biogeographical, climatic or soil unity, such as a valley, plateau or terrain;



– *that is made up of several local authorities*

You can choose a territory that is made up of several local authorities with similar architectural, economic and cultural features, or which share a common project (regional nature parks, districts, cantons, territories ...).

### **3. Identifying rural heritage**

The use of varied and gradual techniques to identify the elements of heritage should be accompanied by debate among the representatives of all parties involved. This will facilitate the emergence of the identity-based references that invest such elements with cultural value.

Depending on the target audiences and objectives you have set, it is advisable to identify rural heritage using suitable tools that will allow for observation and analysis, moving from a responsive approach to analysis, from locating items to an inventory as appropriate.

Rural heritage should be identified:

– On the ground

The techniques are: a responsive and sensory approach on the ground; specific methodical observations (interpretation of a landscape, analysis of a built element, thematic route, etc.); comprehensive identification of relevant items in a territory by travelling around it; reading the official 1/25,000 map; sketches, photographs, drawings; classification and systematic summaries; comparative cartography, comparison of old and new land registers.

– At documentary level

The techniques are: inventory (consultation of existing databases, organisations, bibliographies); research in old and recent photography collections (post cards, local photographers' archives, family archives); consultation of local archives (municipal, parish administrative and private); interviews and oral enquiries (collection of residents' and farmers' memories).

– By simply locating the elements

Prior to any classification work, the ideal scenario is to launch a stage of simply locating the elements.

You will suggest approaches using landscapes, buildings, regional products, craft skills, social practices (life and work), symbolic representations, etc.

There should be a phase in which the partners familiarise themselves with local heritage. This completes the identification through identity-based benchmarks. It is carried out:

– *by contrasting various portrayals*: the value assigned to the elements in their own right, as common property, from emotional, aesthetic, identity-based perspectives, etc.

- *by comparing opinions*: owners, mayors, farmers, residents, visitors, ecologists  
....
- *by defining heritage concepts*: cultural and historical, of common property.

#### **4. Classifying and describing heritage elements**

Classification is only meaningful if it allows for better knowledge of all the elements in heritage, from the most visible to those that are less well known, hidden in our daily use, pushed from our memory or abandoned because they are no longer useable.

You can classify and categorise heritage elements for the purpose of drawing up an inventory that is as exhaustive as possible, considering rural cultural heritage in all its dimensions. Here are some examples.

- Thematic classification

Water: wash-houses, fountains, watering places, ponds, canals, locks;

Religion: chapels, oratories, crosses;

Work: craftwork, agriculture, small traditional industries;

Travel: trails, paths and roads, railways;

Crossings: fords, bridges, aqueducts.

- Classification by location

Locations: historic sites, areas for residence or work, public places and areas for social life, private and domestic contexts, far out in the countryside.

- Classification by function

Functions and uses: residence, farming, agricultural, herding, forestry, social or symbolic functions (beliefs, tales and legends).

- Gradual classification

Going from groupings (landscapes, villages) to isolated elements.

- Categorising the elements

Assets may be tangible (buildings), intangible (know-how, portrayals) or fungible (animal and vegetable species, regional products).

- From the most visible to the most secluded

From the most visible to the most hidden, from protected to threatened, from the exceptional to the everyday: “obvious” heritage is recognised (tourist publications, press articles, magazines, routes), listed (or could be) and often imposing; the “everyday” heritage is assigned a range of uses, and people are not always aware of its heritage values: recognition is therefore necessary. This concerns the majority of the built heritage that is still inhabited and the agrarian landscape, but may also be true of a line of trees, irrigation networks or a culinary tradition.

- From the operational to the obsolete

From working heritage to heritage that has been abandoned or is obsolete: the second category has no current use and is threatened by slow deterioration or disappearance (destruction, neglect); this could include olive terraces that have been left untended, a hay-barn in ruins or a craft skill that is not handed down.

## **5. Understanding relationships and change**

No heritage element can be understood in isolation. It must be reconstructed as part of a wider whole, in which uses, social and agrarian practices and imagination infuse it with life and connect it to other elements of heritage. Oral and historical research are essential in achieving this objective.

For a clearer understanding of the relationships between one heritage element and another, and its role in a wider context or group, focus on relationships in a geographical framework (mountains, the coast) associated with a specific culture or in the context of a complex group of elements, such as a landscape or architectural entity (functional and aesthetic relationships).

By collecting people’s memories and using chronological observation, historical research can trace changes in uses, techniques and know-how.

- Historical development

Taking historical development into account (using archival documents, library holdings); dating; by analysing the contexts in which heritage elements were created.

- Landscape development

Taking account of changes in landscapes, buildings and agricultural practices: through comparative analysis of cartography, land registers, iconographs and photographs.

- Changes in use

Taking account of changes in the use of buildings and land parcels, in the light of economic, technical, social and cultural conditions: by gathering first-person accounts.

## 6. Heritage and development

Rural cultural heritage has become a modern asset. Far from being a nostalgic trip back in time, it is a springboard for development projects and can mobilise a region's business community.

*It is advisable to:*

- Encourage dialogue

You can encourage dialogue on regional planning issues, new uses of farming and sustainable development.

- Identify enhancement activities

You can evaluate rural heritage's integration into development projects by identifying potential enhancement activities:

- traditional skills in their economic and cultural context (exhibitions, demonstrations, interpretation centres, traditional houses, events, etc.);
- re-assigning traditional buildings to public use (such as cultural premises);
- cultural activities and events;
- developing tourism (facilities, circuits, itineraries, welcome services);
- marketing good-quality local products (markets, on-farm sale, etc.);
- agricultural landscapes and practices (heritage management as part of agricultural and environmental measures, “sustainable development plans”, “land use contracts”, etc.).

- Identify inter-municipal projects

You can take account of inter-municipal projects (regional nature parks, territories, districts, etc.)

## 7. Evaluating heritage

Rural cultural heritage can be evaluated within a civic approach. Since it is much more than a matter for experts alone, all the partners should be concerned by collective recognition of its public interest, via increased vigilance in conservation and the wish to enhance it.

- Evaluating changes

Each element of heritage can be evaluated: its development, state of preservation or the indicators of change.

- Development: stability, neglect, “natural” deterioration, rehabilitation, enhancement;
- State of preservation: very deteriorated, would lend itself to restoration, well-preserved;

- Signs of change: different uses (land parcels, buildings, etc.), disfigurement, the risk of destruction connected with building work.

- Assessing the positive and negative aspects

You can carry out an environmental-type evaluation:

- By assessing positive and negative environmental aspects, based on an approach that is: sensory (smells, noise); visual (electricity cables, water towers, industrial buildings, materials, architecture); ecological (proximity of waste dumps, stockpiles, warehouses).

- By identifying abandoned areas (lack of maintenance, threat of deterioration, especially as regards the built heritage).

- Exchanging and discussing

You can debate the value of heritage:

- By discussing the value of the elements of heritage in their own right, for others and for the community: emotional, aesthetic, identity value (recognition, social link, citizenship).

- By discussing certain elements' vitality (through their current strong economic, social or symbolic function) and, conversely, "extinguished" or totally abandoned heritage.

- By discussing the value of existing facilities and their integration: improving what is there, reallocation, tourism or cultural facilities.

- By discussing the relevance of tourism development projects in relation to community identity.

- Discussions about backward-looking and superficially picturesque visions of heritage, the danger of a ghetto mentality, the search for a "bolthole" or, conversely, modernity and its appropriateness in local development, the need to be open to multiculturalism.

### **III. Heritage's component parts**

#### **1. Reading a landscape**

Compiling a list of the items of rural heritage in your region or territory begins by reading the landscape in front of you. So you should identify the various elements that make it up, locate and date them, so you can then examine them using the various sheets in this section. Make a point of describing the relationships between them, and consider how they were (and are) structured as part of a coherent whole: how, for example, can the co-existence of crops and animals on a single plot of land be reconciled? This approach should make your audit easier and help to identify possible activities for safeguarding and highlighting heritage.

### ***Spatial organisation***

The elements that give shape to a landscape and divide it into major sections: cultivated, pastoral, forest, aquatic and built land (from village to dispersed habitat).

### ***Agrarian landscapes***

The way in which agricultural activities shape the landscape: open fields, woodland, marches, terraces, vineyards, mountain landscapes.

### ***Reference points***

Proof of human presence: signs, landmarks, water channels, religious buildings, commemorative edifices and installations to protect against natural risks.

### ***Communication channels***

Everything that contributes to establishing links within a community and between the various communities in the landscape under study: roads and paths, navigation routes, railways.

#### *1.1. Spatial organisation*

This is the broad view of a landscape. Various activities are distributed over the land on the basis of environmental (relief, climate, soil type) and cultural constraints: identical constraints do not always result in identical responses. Some old and recent landscapes have a homogeneous appearance. Others are in flux, and a single area will have visible traces of traditional activities juxtaposed with new uses of the countryside.

##### *a. Assessment criteria*

###### *– Cultivated land*

How is it composed (open fields, hedgerow, terraces)? How are the parcels of land arranged (in strips, pie-shaped wedges)? Are the fields enclosed, and, if so, how? How are the land parcels reached?

###### *– Land for animal husbandry*

What areas are used for animal husbandry (meadows, trails)? Are there several distinct areas? Do these vary according to the season? How are these areas marked out? Do they include permanent structures (mountain farms, shepherds' lodges)?

###### *– Forestry land*

Where and how is wooded land divided up? What types of afforestation are seen (forests, woods, copses); what are the dominant species? How are the wooded areas arranged (high forest, coppice, coppice with standards) and who manages them (private forests, state forests)? Do the residents enjoy particular rights (right to gather wood)?

– *Aquatic areas*

Where is water present (rivers, lakes, ponds)? Have these expanses been created or laid out by man? How and why?

– *The built area*

What form has the built area assumed (village, hamlets, scattered habitat), where and why? How does this compare with the past, and how buildings were laid out then (see the old land register)?

b. Evaluation

– *Positive aspects*

Study the landscape's coherence, the relationships between its various elements, the permanent features and transitory features: try to identify to what extent it can still serve as a setting for future conversions and transformations.

– *Negative aspects*

Lack of control over the area (pockmarked development, chaotic urban planning, "dotted" areas of woodland, fallow land), particularly unsightly areas (no harmony between buildings in terms of their scale, rubbish dumps). Try to predict possible long-term development on the basis of identified trends.

1.2. *Agrarian landscapes*

a. Assessment criteria

– *Open fields*

Are they characteristic of the regional landscape? What types of crops are they intended for? How are the edges of fields and land parcels marked? Have some paths disappeared, been restored, or created? Why?

– *Hedgerows*

What do they look like (relief, size of parcels, "meshing", proportion of crops and meadows)? How are the hedges constructed (pollards, shrubs)? How has land consolidation affected hedgerow landscapes?

– *Marshes*

Are there several specific areas (dry marsh, wet marsh, temporary meadows)? Are they still used? By the community?

– *Terraces*

Why were they laid out? When? For which crops? What are their features (construction, slope of the beds, are they irrigated and/or drained)?

– *Vineyards*

What is their role in the countryside? Since when? What forms of vegetation are found alongside them (rose bushes, willows)? What are they used for?

– *Mountain landscape*

How have the various buildings been erected, in terms of natural risks? What are the characteristics of mountain flora and fauna, both natural and domestic? What types of problem does this pose?

b. Evaluation

– *Positive aspects*

The elements that form part of agrarian landscapes, and contribute to diversity in all its forms (bio-diversity, cultural and landscape diversity), as well as the people who maintain them (farmers).

– *Negative aspects*

Look at old practices that are now out of date, and new uses of the countryside. Study the reasons for abandoning agrarian landscapes and the possibility of finding a new use for them, as well as the respective contributions of farmers and new users to maintaining these areas.

### 1.3. Communication channels

a. Assessment criteria

– *Roads and paths*

How is the local network of roads and paths organised, and on what hierarchical basis (national or county roads, by-roads, access to land parcels)? Is this network as dense as in the past? Why? Do they have any special features (sunken lanes, cliff roads, drove roads)? What are they lined by (embankment, trees, fencing)? Are there any noteworthy roads (Roman road, paved road)? What is their history? What is their current condition? Are they covered by any particular protection measures?

– *Navigation routes*

Is the river navigable? Developed (have the banks been reinforced, are there any works of architectural value)? Are the banks used, and for what purposes? When was the canal built, and for what purpose? Has it been developed (locks, port, bridges)? Is it still used, by whom and why? What condition is the towpath in?

– *Railways*

Are there structures of architectural merit or historic buildings alongside the tracks (tunnels, bridges, viaducts, stations, level-crossing houses)? When do these date from? Who built them? Are there old tracks that are no longer used? Old tools? What has happened to them? Why did they fall into disuse?



b. Evaluation

– *Positive aspects*

Regular maintenance, a wish to integrate these elements into the landscape. Old paths may now be used for new purposes: tourism and leisure activities.

– *Negative aspects*

Standardised and badly-integrated equipment, pointless signs (advertising). Paths that go nowhere (access paths to former land parcels), circular paths (walks) and communication paths. Investigate why they have been abandoned and the potential for rehabilitating them.

1.4. Local constructions

a. Assessment criteria

– *Signs and landmarks*

What are the reference points (milestones, landmarks, steeples, silos)? What methods were used to mark farm boundaries, the intersection of roads and paths, ownership or land parcel boundaries? Which trees are characteristically found in cemeteries, around important houses and alongside roads?

– *Water supply*

Where does the community's water supply (for feeding or watering) come from? Are there structures linked to water conveyance or distribution (aqueducts, water towers, furrows, sluice gates)? What springs, fountains or wells still exist on the territory? What condition are they in?

– *Religious constructions*

What small religious monuments exist ? Where are they located? Where is the cemetery? Are there isolated tombs? Why? Why were roadside crucifixes and crosses erected (expressions of gratitude, mission cross)?

– *Commemorative items*

What structures exist (statues, monuments to the dead, thanksgiving plaques, graffiti)? What important events have shaped the community's history?

– *Natural risks*

How did the community organise protection against natural risks: watches, mandatory work, isolated buildings (attics, barns). What equipment was – and is – specifically designed as protection against such risks?

b. Evaluation

– *Positive aspects*

Some items of equipment have distinct regional features. However, their old or modern use is not always properly understood, especially by visitors. Nonetheless, they could be used for display or particular explanations.

– *Negative aspects*

Lack of maintenance, standardisation that ignores specific local features and trivialises the landscape. Do modern amenities, often considered as eyesores, have the potential to become works of art?

## 2. Buildings

A building is defined as a permanent structure with walls and a roof. In the rural world, castles, houses, farms, barns, stables, factories, places of worship fall into this category. Their form often depends on their purpose, the technical skills available when they were built, local materials, site restrictions, tradition, regional architectural styles and local ways of life. Construction techniques are constantly developing and contribute valuable historical points of reference. Built heritage is not limited to buildings per se. It also includes fountains, wash-houses, food markets, archaeological sites, ruins and walls – everything that, in one way or another, helps to structure space.

Public buildings – those which (did or do) play a role in public life: religious buildings (places of worship), official buildings (town halls and schools), commercial buildings (food markets), community edifices (fountains and wash-houses) and sports facilities.

Farms and houses – village houses and farms (as places of residence, a key element in farming) and types of architecture characteristic of such buildings.

Craft/industrial buildings – all edifices and buildings that house, or housed, craft or industrial activities: factories, plants, workshops, cellars and mills.

Working buildings – all the buildings that are or were used for farming, apart from houses: barns, livestock buildings, dovecotes, temporary buildings.

Historical buildings – witnesses to the past, that may nonetheless still be in active use: castles, abbeys, archaeological sites, ruins and remains, walls, keeps and towers.

## 2.1. Historical buildings

### a. Assessment criteria

#### – Castles

Is it a castle, manor, small castle, fortified house, fort or family mansion? What is its role in the community? For nearby settlements? What was its social and political importance at various dates? Who lived there? Is it still inhabited? Is it architecturally noteworthy? Is there an identifiable style (medieval, baroque, Renaissance)? Can its architectural development be reconstituted?

#### – Abbeys

What is the political and social significance of its location? What was its role in structuring the surrounding agrarian and industrial landscape? Which monastic order built it? Does the same order still live there? What comparison can be made between its past and current influence? What is it now used for (spiritual, cultural, artistic or economic activity)? What is its architectural style (Roman, Gothic, other)?

#### – Archaeological sites, ruins

What traces have they left on the countryside (ruins, burial mounds, embankments)? Have objects been found (coins, flints, ceramics)? Is it known what the site was used for (living area, Roman hill-fort, necropolis, industrial site)? What stories are linked to it? Do we know when it was occupied?

#### – Walls, keeps, towers

Are they remnants of old buildings or boundaries? What was their previous function? Do they have a value in terms of identity?

### b. Evaluation

#### – Positive aspects

Study the features that make the site attractive, the quality of various restoration work, the existing or potential tourism development, the current social use, the way in which the surroundings have been laid out.

#### – Negative aspects

Note any failure to maintain edifices, any pollution (environmental, visual, noise, aesthetic) preventing normal enjoyment of the site, or any downgrading of the site following recent/past conversion, following a change in activity.

## 2.2. Farms and residential houses

### a. Assessment criteria

#### – General questions

What are their architectural features? Do they belong to several periods? If yes, is it possible to retrace their architectural development? Do the architectural features

have a practical role, a social or religious significance or are they merely for appearance? Have they changed over time? Are they still used today? If not, why (new, more efficient or economic techniques)? Is the farm or residential house typical of the region? What materials have been used? Are they traditional? Where have they come from? Are they well preserved? What comments can be made about their location?

– *Farmhouses*

Are they single buildings or built around a courtyard? Are these courtyards open or closed? Is the farm still in use? If not, what has it become (residence, holiday home, other)? Has it been abandoned? If so, what condition is it in?

– *Village houses*

How are they designed? What form do they take? Are they grouped together? Are there fortified houses? Ask why: aesthetic, functional, economic, social or other? Who lived there? What was their main purpose? What about today?

b. Evaluation

– *Positive aspects*

Note the activities still carried out in houses and farms, the preservation of traditional architecture, existence of skills in local architecture, environmental preservation of sites, the local population's investment in this preservation.

– *Negative aspects*

Study why regional building styles have been abandoned, and the lack of reference to them in new buildings, the lack of interest on the part of local people, the neglect of specific skills, environmental dangers.

### 2.3. Farm buildings

a. Assessment criteria

– *General questions*

What are their architectural features? Do they belong to several periods? If yes, is it possible to retrace their architectural development? Do the architectural features have a practical role, a social or religious significance or are they merely for appearance? Have they changed over time? Are they still used today? If not, why (new, more efficient or economic techniques)? Is the farm or house typical of the region? What materials have been used? Are they traditional? Where have they come from? Are they well preserved? What comments can be made about their location?

– *Barns*

Do they belong to a farm or to the wider community?

– *Livestock buildings*

What animals do they house? Are the structures typical of this kind of building? Were they built specially or have they been taken over for use as livestock buildings?

– *Dovecotes*

Where are they located? In castles or on farms? In the middle of the countryside? Why? What are they used for today? What role did they play? Are they still used for collecting pigeon droppings? What is this used for? What shape are they (round, square, octagonal, porches)?

– *Temporary buildings*

Are they still standing?

b. Evaluation

– *Positive aspects*

Study the condition of the buildings and environmental features, the extent to which they fit in with the regional style, their current function, renovation or rehabilitation, the quality of any such work.

– *Negative aspects*

Architectural features and any deterioration in the buildings should be taken into account, as well as their poor architectural quality or lack of style (e.g. prefabricated buildings), the juxtaposition of ill-assorted buildings, the visual pollution that this causes, abandonment or lack of upkeep.

## 2.4. *Crafts and industrial buildings*

a. Assessment criteria

– *General questions*

When was the building constructed? What does that correspond to in terms of economic development (national, regional, local)? What products were originally manufactured? Are the same products made today, and if not, why? Are they local products? What was their social and economic importance? What about today? Have these activities disappeared? Are the same products still manufactured in the region? On an industrial scale? Is the architecture noteworthy? How have they been preserved? Have they been converted, and what are they currently used for (commerce, tourism, socio-cultural use)?

b. Evaluation

– *Positive aspects*

First of all, study the existing economic activity and trade, its impact on keeping the local population in the area, the architectural qualities of such buildings, the

measures adopted to safeguard them and initiatives to ensure that specific activities are continued.

– *Negative aspects*

Evaluate the impact of closure of these production sites on the population and on regional decline, the failure to preserve such buildings, environmental dangers (including those that could be a consequence of past activity).

## 2.5. *Public buildings*

### a. *Assessment criteria*

– *General questions*

Is the building's architecture remarkable in terms of regional style? Are the buildings still in use? If yes, for what? Has this changed over time? Where in the village is the building located? Why? What materials have been used? Are they traditional for the region or territory? Where do they come from?

– *Religious buildings*

Have these buildings always been used for religious purposes? Have they been converted from their original use? Are churches in identifiable styles (Roman, Gothic, etc.)? When do they date from? Are they now out of proportion with the village's size? Are there other buildings or architectural elements of a religious nature?

– *Official buildings*

Are they in a recognisable style? Why? Do they house several activities (town hall, post-office, school, etc.)?

– *Commercial buildings (food markets)*

When do they date from? What were they used for? What was their socio-economic importance? Have they been conserved? Have they been rehabilitated or renovated? Are they free-standing or next to other buildings?

– *Community edifices (fountains, wash-houses, etc.)*

What was their community role? What is their history?

– *Sports facilities*

Are sports still practised here? If yes, which? Do they have an identity value? Is the sport practised part of the regional or local culture?

## *b. Evaluation*

### *– Positive aspects*

The features that enhance a site are architectural quality and the quality of any restoration work, development for tourism, current social and economic usefulness, work carried out to landscape the surroundings.

### *– Negative aspects*

Negative aspects include a lack of maintenance, various forms of pollution (environmental, visual, noise) that prevent normal enjoyment of the site, the site's deterioration following recent or past conversion arising from a new activity affecting its value.

## **3. Private space**

The concept of private space covers private life (family life and how it is organised) and social life (the relationships between the family unit or individual and the persons living in the vicinity, for example, neighbours).

Private life: family life, family memories, private space, gardens, everything that plays or played a role in family life. Family memories include objects that may be connected with it as evidence of the family's history (e.g., furniture).

Social life: extended family (brothers, sisters, cousins, relatives), neighbours, meetings, hunting and fishing, anything that plays or played a role in the relationship between an individual or family and their immediate social environment.

### *3.1. Private life*

#### *a. Assessment criteria*

##### *– Family life*

What is each person's role in the family? Who lives under the same roof? Is this connected with regional or local traditions? How are tasks distributed within a family? Has this changed? What are the key moments in family life? Who takes part in them (daily, weekly, annually)? Do family rituals have long-standing roots? How have they developed?

##### *– Family memories*

What are the key moments in family memories? What are the rituals, traditions and celebrations surrounding the birth, marriage or death of a family member? What objects embody family memories (furniture, clothes, curios, photographs, assorted documents)? How are family memories handed down?

– *Private space*

Are there places or moments for meeting (such as mealtimes) that must not be missed? Are parts of the house specifically allocated to men, women or children? Which room is preferred for gatherings? Has allocation of the rooms changed to adapt to current lifestyles? Are relatives or employees part of family life?

– *Gardens*

What is their purpose (pleasure garden, vegetable garden, a combination of the two)? Who looks after them? Who looked after them in the past? Who eats the garden produce (family, extended family, neighbours)?

*b. Evaluation*

– *Positive aspects*

Account should be taken of the vitality of family life, the importance of memory and whether it is handed down within a family, family conviviality at home, use of the garden as a communal area.

– *Negative aspects*

In assessing negative aspects, study the absence or disintegration of family ties, whether the family history is handed down or neglected.

### 3.2. *Social life*

*a. Assessment criteria*

– *The extended family*

Do members of the extended family live in the same settlement (brothers, sisters, grandparents, cousins)? Is this choice, tradition or the result of legacies? Do they help each other as a matter of priority?

– *Neighbours*

Do people enjoy special links with their close neighbours? Do they help each other out professionally? Do the children form a group?

– *Meetings*

How do people meet each other? Are there specific local forms of greeting? Are invitations extended mainly to family, friends and neighbours? Are traditional festivals a particular opportunity for entertaining?

– *Hunting and fishing*

Are hunting and/or fishing still practised? Why? Who takes part in these activities? Why? Is there a strong link to local identity? Why? Do they contribute to upkeep the agrarian landscape? In what way? Do they contribute to preserving the local population by reinforcing community ties? Are there protests about them by some of the local population? Why?



b. Evaluation

– *Positive aspects*

The vitality of the bonds connecting the various levels of relationships, internally and externally, the duration of these bonds over time and their significance may be viewed as positive aspects.

– *Negative aspects*

The absence or gradual disappearance of community ties between the various circles of contact, their impact on social life and on the isolation experienced by families, single persons and/or the elderly, are the distinctive marks of low levels of social life.

#### **4. Agriculture and fishing**

In terms of rural heritage, agriculture and fishing are two essential activities which serve as the focus for many others.

Cultivation practices: all methods used by humans to tame the earth, cultivate it and make the most of it, such as animal traction, materials and tools, cultivation techniques and ways of organising work.

Livestock and related practices: all kinds of stock rearing and the techniques adopted, the animals, rearing, feeding and production techniques.

Crops: such as cereals and fodder crops, industrial crops, vegetables, fruit and flowers, vines, forestry (maintenance and cultivation of forests).

Coastal fishing: species, types of fishing, techniques, fish farming, all aspects of coastal sea fishing, the techniques used, fish farming and shellfish farming.

Fresh-water fishing: practices and techniques of fishing in rivers, lakes and other fresh-water areas as a professional activity, and the techniques used, as well as the farming of particular species.

##### *4.1. Crops*

a. Assessment criteria

– *General questions*

How long have they been in existence? Why have some been abandoned, and since when? What is/was the dominant crop?

– *Cereal and fodder crops*

What fodder and cereal crops were cultivated in the past? What were they used for? What is the current situation? How much land is sown? Is there land lying fallow? In what proportion? Why?

– *Industrial crops*

For example, sugar beets, hops, sunflowers, sugar cane, hemp, linen. What is their relative importance in the local agricultural economy? What processing will they undergo?

– *Vegetables, fruits and flowers*

Is market gardening practised in open fields or greenhouses? Which old varieties of cultivated fruits have disappeared, and why? What use is made of cultivated flowers (essential oils, cut flowers)?

– *Vines*

If vines are not cultivated in your region, were they in the past? What is the role of vine products in local production? How do soil types and the direction of slopes influence where various types of vine are planted?

– *Forestry*

What species are cultivated? Since when? What forestry products are there (resin, cork)? What is timber used for? What was it used for in the past? Is there selective or complete felling? How is the wood felled and hauled?

*b. Evaluation*

– *Positive aspects*

Diversification of crops or a dominant monoculture based on traditional agricultural practices.

– *Negative aspects*

The slow decline in agricultural activity with consequent neglect of fields and the disappearance of certain typical crops.

#### 4.2. *Cultivation practices*

*a. Assessment criteria*

– *Animal traction*

Has animal traction been reintroduced? For what particular tasks are animals used? What animals were used in the past? For which activities? What equipment was required in using them (yoke, collar)? What trades were associated with animal use (blacksmith, saddler)?

– *Equipment and tools*

When was the tractor introduced? What large-scale equipment is used (harvester, binder, threshing machine)? What was used in the past (plough, harrow, seeder)? What has happened to this old equipment? Are specific tools used for particular crops (e.g. vines)? Which?

– *Cultivation techniques*

How does the climate influence cultivation practices? Are there specific soil preparation methods corresponding to particular soil types? Is the soil irrigated or watered? What harvesting methods are used? Where is produce stored (silos, drying sheds)?

– *Organisation*

Is work carried out individually or as a group? How is work distributed among the working members of a farm (husband, wife, employee)? When is it carried out collectively, and how are such working teams composed? How does collective work influence community life (e.g. celebrations at the end of work)? What happened in the past?

b. Evaluation

– *Positive aspects*

Positive aspects will be evaluated by considering the modernity of cultivation practices, the extent to which they correspond to traditional practices and environmental needs, their impact on agricultural development.

– *Negative aspects*

Technological backwardness in cultivation practices, damaging rejection of traditional practices and the harmful environmental effects of certain practices may be among the main negative aspects.

### 4.3. *Animal husbandry*

a. Assessment criteria

– *Animals*

What are the traditional breeds, and what breeds have been reintroduced? Why and since when? Which animal is typical of your region? Are there particular types of animal husbandry? Are animals bred to maintain uncultivated land?

– *Breeding techniques*

What reproduction techniques are used? Are they selective? Have some breeds been genetically improved? What is the purpose and outcome of these improvements? How do births take place? Are the young raised with their mothers? Are the animals moved about? How is this organised? Does it take place on a daily or seasonal basis? Do the animals have distinctive signs (bells, etc.)? Are there competitions and

agricultural shows? For all these aspects, what has changed in comparison with the past?

– *Feed*

What animal feed is used? Where does it come from? How frequently is it distributed? How does this feed affect product quality? What are the differences with the past?

– *Production*

What are the direct products of animal husbandry (meat, milk, eggs)? What marketing methods exist for farm products? Are some products processed on site (butter, cheese)? If so, by whom, how, and using what equipment?

b. Evaluation

– Positive aspects

Study the work being carried out to preserve the specific characteristics of local breeds and develop new, more productive, breeds, allowing for high-quality husbandry and their introduction in the region.

– *Negative aspects*

Abandonment of local species and breeds, unorganised introduction of species and breeds that could lead to degeneration of livestock quality, and certain intensive practices that could have a harmful effect on quality.

#### 4.4. *Fresh-water fishing*

a. Assessment criteria

– *Fish*

Where are they found (rivers, ponds)? Are they specially bred young fish that have been released? What is the most common species? Have some species disappeared? Since when, and why? Have new species acclimatised in the region's waters? Are there crayfish? If not, why have they disappeared?

– *Practices*

What permanent facilities exist for fishing (landing stages, huts, trails)? How long have they existed? What is the most common type of fishing? When does collective fishing occur? What is its purpose? Are competitions held? Have fishing records been established (quantity, size of fish)?

– *Techniques*

What tools are used (lines, nets, drop-nets)? Is (was) their use linked to a professional activity? What snares are used (worms, insects, lures)? Is there a particular fishing technique? Is fishing done from boats? If yes, does this take a particular form?

– *Fish farming*

Are there fish-breeding centres? How long have they existed? Where are they located? Why? What species are bred? What is the purpose of breeding (restocking, food)?

b. Evaluation

– *Positive aspects*

Study fishing practices that respect the ecosystem and the environment, the quality of farms and their impact on dietary and other habits.

– *Negative aspects*

Study out-of-date practices that could have detrimental effects on the aquatic environment.

#### 4.5. Coastal fishing

a. Assessment criteria

– *Fish, shellfish and crustaceans*

What fish species are commonly present in the coastal waters? Is their presence seasonal or permanent? What kinds of shellfish are found (winkles, razor-shells, mussels)? What kinds of crustaceans (prawns, velvet swimming crabs)? Have certain species become rare?

– *Types of fishing*

Which species are fished or gathered (fish, shellfish, crustaceans)? What is the purpose of this activity (leisure, food, trade)? What happened in the past? Are there particular times in the year when fishing occurs? Are sea plants collected (algae, kelp)? Why?

– *Tools*

What tools are used for fishing (lines, nets)? Are there fixed amenities? What type of fishing do they correspond to? What equipment is used for collecting catches? What was done in the past?

– *Fish farming*

What fish species are bred (bass, sea bream, turbot)? What form do these farms take (ponds, sea-cages)? What difficulties are connected with their upkeep? Is shellfish farming practised? Since when? What are the main species of shellfish bred (oysters, clams, mussels)? Where are the beds located? For what reasons? Are there crustacean farms (e.g., lobsters)?

*b. Evaluation*

– *Positive aspects*

Examine how the traditions and practices of fishing and fish-farming fit with economic realities, and how they might even contribute to collective memory.

– *Negative aspects*

The gradual abandonment of fishing activity in the region should be examined, together with the reasons behind it and the direct and indirect consequences.

**5. Food**

Food covers eating habits, as well as regional and local products that are commercialised and/or contribute to the reputation of the area under study.

The region's foods: the foods that are cultivated, raised, fished, gathered and eaten in the area, or in other regions/countries, e.g. meat, fruit, vegetables, drinks, bread, confectionery, fish, shellfish and gathered produce.

Emblematic products: these are frequently "endangered" products, perhaps commercialised, but originally prepared in family contexts. They include traditional regional products which, though not often eaten since they are "endangered", have a value in terms of identity.

Traditional recipes: these recipes are regional in nature, like the techniques used to prepare them or the occasions for which they are prepared, but are now used beyond the local level.

Traditional food: ways of preparing and eating food, eating customs.

*5.1. The region's food*

*a. Assessment criteria*

– *General questions*

Note the word used to designate the variety, species or breed. Is the product unique to the region? Is it typical of the population's diet? How is it eaten? Daily, regularly, rarely, only on particular occasions (which)? Why? Is it used in traditional recipes? Are there any stories linked to the product?

– *Meat*

Is the animal raised only in the region? Is the species or breed found only in the region? Was it introduced at a particular period? Why?

– *Fruit and vegetables*

Are they cultivated only in the region? Since when have they been grown? Were they introduced at a particular period? Why?

– *Drink*

Is it manufactured industrially or non-industrially? Does it have a history? What is it? Are there particular techniques or skills?

– *Bread and confectionery*

Are they prepared by craft workers?

– *Fish and shellfish*

How are they fished or farmed?

– *Gathered products*

Where and how are they gathered?

b. Evaluation

– *Positive aspects*

These products can easily be found, their price is affordable, and their quality and the efforts made to improve it are particularly praiseworthy.

– *Negative aspects*

The gradual decline in their consumption. The reasons why the population is rejecting them should be studied.

## 5.2. Emblematic foods

a. Assessment criteria

– *General questions*

How well-known are these products in the region where they are produced? And elsewhere?

– *“Endangered” products*

Why are they disappearing (different lifestyle, higher living standards, change in the public’s tastes, death of the majority of producers)? Who still makes them? Are these people traditional producers or enthusiastic newcomers? Are they made in the same way as in the past, or have they been adapted to suit modern tastes? Where and how are they marketed? Have measures been taken to protect or relaunch them?

– *Commercialised products*

Who manufactures them? Is it a local industry or major group, or even a multinational agro-food company? Are they found only in the region? Have their

ingredients changed over time? If yes, why? Does their emblematic nature make them expensive?

– *Home-produced foods*

Where are they still prepared? Within families or by craft workers from the food trades (confectioners, pork butchers/delicatessen dealers)? Are there still links with a tradition? If yes, which? Are they eaten mainly for their taste or to follow a tradition? Have their ingredients changed over time? If yes, why?

b. Evaluation

– *Positive aspects*

Study the scope of the culinary practices incorporating these emblematic products, the extent to which the populations concerned are attached to them, the existence of dynamic local producers.

– *Negative aspects*

Most of the negative aspects boil down to lack of support for local producers, as well as the tiny number of such individuals, which makes it impossible to continue market-scale production.

### 5.3. Traditional recipes

a. Assessment criteria

– *Recipes*

Are they regional or local? Are they variants of recipes adapted from another region? Are they still prepared? By whom? Are they written or handed down orally? Are they identical everywhere or do they vary according to the locality? Are they well known to all, or known only to a small group of people and professionals? Have they changed over time? Why did any such changes occur? Are they also prepared by the agro-food industry?

– *The ingredients*

Do these come from the region? Are they still cultivated, farmed or gathered in the area? Is this done especially for this recipe? Have they been changed over the years? Are they rare? Why? Does this add value to the recipe?

– *Preparation techniques*

Are these still widely practised or only by part of the population (the elderly) or professionals? Are they the same as in the past, or have they developed? If so, why? Are they mainly used in restaurants or within family circles? Has the agro-food industry adapted them for mass production?



– *The occasions*

Are they special family meals? Local, regional, national or other celebrations? Are they occasional or daily? Is there a historical connection? Are they established traditions or a result of marketing or tourist ventures or attempts to highlight heritage? Are they the main reason for preparing the dish?

b. Evaluation

– *Positive aspects*

Take account of how the selected area or community's culinary traditions are highlighted, the extent to which they are currently embedded, how the relevant occasions are given prominence, and local production of the ingredients.

– *Negative aspects*

Study the ways in which culinary traditions are forgotten, how they are rediscovered for commercial or cultural reasons, the use of products which were not included in the original recipes, whether the populations concerned have forgotten the reasons for preparing them.

#### 5.4. *Traditional food*

a. Assessment criteria

– *Foods*

Are they typical of the region? Are they commercialised everywhere or only in certain localities? Why are they eaten (sustenance, festive occasions, other)? Have they changed over time?

– *Ways of eating these products*

Are these foods eaten on their own or accompanied by condiments, spices, sauces, or mixed with other products? Have the ways of eating these foods changed over time? During which meal(s) are they eaten? Why? Has this always been the case? Are there particular eating rituals? If yes, what are they? Is there a habitual way of distributing the various portions?

– *Eating customs*

What objects are used during ordinary meals or during celebratory meals? Are there typical regional or local objects? Which room is used for eating in everyday life or during celebrations? How has this changed in comparison with the past? How is the table decorated and laid out (think about everyday and celebratory meals)? Who takes part in everyday or celebratory meals? What is the role of children, that of extended family and guests? How has this changed compared with the past?

– *Medicinal plants*

Are they cultivated or gathered in the region? Who cultivates or collects them, who markets them? Are they still used? Why? By whom? Are they associated with a traditional practice in the region?

b. Evaluation

– *Positive aspects*

Study how traditions have been preserved as living practices, their relevance, how they fit into modern life, and how they are used for cultural, tourist, economic and community purposes.

– *Negative aspects*

Record the absence of distinctive regional food that has resulted from voluntary or involuntary neglect of this aspect of their heritage by local populations. Analyse the superficiality of so-called traditional practices which have only a commercial basis.

## 6. Crafts and industries

Whereas farming is evidently a part of rural life, this is less clearly the case for craft and industrial trades. Nonetheless, they have always co-existed. Craftsmen made items that farmers used. Later, the need for large quantities of particular items led to the creation of large workshops, that is, manufacturing plants or factories.

### **Crafts and trades**

For all the trades and skills studied in the guide, the questions remain general. In reality, trades and skills could be the subject of specific research.

Traditional trades and skills – practised now or in the past: building, clothing and trimmings, manufacture of tools and equipment, animal-related trades.

Local industries – current or previous industrial production, using, for example: wood, glass, metal, stoneware, earthenware, cloth or leather, as well as complex production (objects composed of several materials).

### 6.1. Traditional trades and skills

a. Assessment criteria

– *General questions on trades*

What is the origin of the trades being studied? Where are/were they practised? Are they seasonal? Which trades produce goods and which repair and maintain goods? Have the specific tools of each trade been preserved?

– *General questions on skills*

What are the traditional skills? What name was given to those who practised them? Have some been abandoned? Were these skills practised full-time?

– *Building trades*

Does the preparation of materials for roofing, carpentry and so on, require particular skills depending on the material (slates, roofing stones, shingles, thatch)? Was this true in the past? Are there specific practices associated with the beginning and/or end of work?

– *Clothing trades*

Is the work individual or collective (lace, weaving, spinning)? What use is made of the goods produced? Are clogs decorated?

– *Tool trades*

How is/was the forge organised? What woods are used by coopers (oak, chestnut)? Do baskets have distinctive styles depending on their use and/or the region?

– *Skills linked to animal husbandry*

Are pigs and sheep killed at home? What is done with goose feathers? Is wool processed in the locality?

b. Evaluation

– *Positive aspects*

Analyse the quality of the region's industrial and craft infrastructure, the production of typical regional products, the reputation enjoyed by such products and their economic impact.

– *Negative aspects*

Analyse how the inadequacy of industrial and craft infrastructure, or the rejection of traditional production and skills, adversely affects regional identity.

## 6.2. Local industries

a. Assessment criteria

– *General questions*

What types of local production exist, or existed in the past? Is local production dominated by one particular industry? Do these goods enjoy a regional or national reputation? When were they first produced? Are they functional or decorative? Where are they sold? How is the workforce trained?

– *Wood*

Depending on the objects produced, what woods are used (briar roots, boxwood, oak, resins)? Why?

– *Glass and metal*

Does glass-working produce specific objects (such as bell-glasses for chrysanthemums)? Is the glass blown with a blowing-iron, or cast? Are metal objects cast or hammered?

– *Cloth and leather*

Which animals provide the leather prepared in tanneries? Are tanning extracts made of oak-bark or chestnut-bark? Is cloth decorated with motifs?

– *Stoneware, earthenware, brick*

Does the clay come from the area under consideration? What firing methods and temperatures are used? What are the main decorative symbols? Do they refer to a specific story? Is it possible to identify when they were first used?

– *Complex production*

What materials and skills are used in producing these objects?

*b. Evaluation*

– *Positive aspects*

In assessing the positive aspects, consider the presence of typical craft and industrial production, product quality, the actual circumstances in which the activity is conducted, incentives for development and the positive consequences for the region.

– *Negative aspects*

In assessing the negative aspects, consider the gradual or total abandonment of typical craft and industrial production, the local population's lack of interest in such production, the poor quality of products and neglect of traditional manufacturing methods.

## **7. Community life**

Celebrations, fairs, markets, language and dance are among the important elements of rural community life, allowing people to join in a shared culture.

## **Community identifiers**

**Celebrations:** regular events that punctuate community or village life, such as religious festivals, trade fairs and school-leaving celebrations.

**Fairs, markets and itinerant trades:** This covers professional markets, fairs and markets for one particular product, and whether there are still, or have ever been, itinerant trades.

**Community culture:** all the elements that contribute to public life and forge a region or area's community culture, notably costumes, music and dance, oral literature, sports and games.

**Languages and place names:** the regional language, dialects and place names (toponyms), the words and names unique to a community of individuals who use them to communicate between themselves, and to assign an identity to their region or area.

### *7.1. Celebrations*

#### *a. Assessment criteria*

##### *– General questions*

What are the local celebrations? On what date or occasion do they occur? How long do they last? How long have they existed? How well known are they beyond the immediate locality? Are they opportunities for preparing and eating specific dishes, for wearing traditional costumes? For all these questions, what happened in the past?

##### *– Village fêtes*

How is the annual village fête organised? How long does it last? What activities are organised? Are floats made? If yes, what is used to decorate them? Is there a dance? Where is it held?

##### *– Religious festivals*

What form do they take (processions, pilgrimage)? To what saint or locality are they dedicated? What is the purpose of these processions? Are they still practised? Are they restricted to parishioners? Do several denominations or religions have festivals? If so, which?

##### *– Trade celebrations*

Which trades are organised in guilds? Do the guilds have a banner? Do guild members wear a sign or distinctive clothing? Which celebrations occur when work is completed (harvest time, vintage season)?

##### *– School-leaving celebrations*

What school-leaving celebrations take place? What happened in the past? What kinds of behaviour do they give rise to? Are roles distributed according to gender?

b. Evaluation

– *Positive aspects*

Study how various celebrations are established in the region, their current popularity, whether some have been revived, the support they receive, local people's participation, their value for developing tourism in the region.

– *Negative aspects*

Study whether celebrations have genuine roots, their gradual disappearance, neglect of traditions by the local population, their superficial nature.

7.2. *Markets, fairs and itinerant trades*

a. Assessment criteria

– *General questions*

Since when have the markets and fairs existed? What is their history? Are they now better known than in the past? Why? Are they known locally, regionally, nationally or internationally? How often are they held?

– *Trade markets*

What trade(s) do they target?

– *Fairs*

Which products or animals are presented?

– *Markets for specific products*

Which products are sold? Are they local products or regional specialities? Who makes them?

– *Itinerant trade*

Does it still exist? If yes, who practises it? Which sector is concerned? What has changed? Why? Is it typical in the region? If it has died out, why?

b. Evaluation

– *Positive aspects*

Take account of the positive impact of fairs and markets on public (economic, social, cultural, community) life, and whether itinerant trade is still practised.

– *Negative aspects*

The disappearance of fairs and markets, and the adverse effect that this has had on community life and the region's economic development; the disappearance of itinerant trade, which has created supply problems for some individuals (isolated and/or elderly farmers).

### 7.3. Community culture

#### a. Assessment criteria

##### – Oral literature

Is there a repertory of traditional songs? What are their themes? Are they related to the area under consideration? Do stories involve localities or residents? Who tells these stories (family members, storytellers)? When are they told (evening gatherings, public performances)? What proverbs are used? Do they refer to natural elements in the area studied? If yes, which? Which language is preferred for oral literature?

##### – Music and dance

What are the main musical instruments? Is music played individually or in groups? If played in groups, how many musicians are involved? Which dances are practised? When? Are they danced in groups or couples? Are they co-ordinated by someone? What happened in the past?

##### – Costumes

What specific costumes or articles of clothing exist? What about accessories (necklaces, belts, jewels)? When are these objects worn? By whom?

##### – Games and sports

Which game is most popular? What are the rules? Are they specific to the area? What are the objectives? Are there two opposing teams? Do they require special clothing? Are they played on particular occasions?

#### b. Evaluation

##### – Positive aspects

How deeply the various elements of community culture are rooted in the region, their current vigour and whether some have been revitalised.

##### – Negative aspects

Negative aspects are seen in the lack of any genuine support for the various aspects of popular culture, their gradual disappearance and neglect of these traditions by local populations.

### 7.4. Languages and place names

#### a. Assessment criteria

##### – Languages

What are (were) the characteristics of local dialects, compared with other forms spoken in the region? Who still uses these languages? In which circumstances? Are they still handed down, and in what way? Are there words, expressions or forms of pronunciation that distinguish your village or area from others? Are these specific

features influenced by the former language spoken? Are there words, expressions or forms of pronunciation in the local dialect that are specific to certain trades?

– *Place names*

Are place names in the area still easily understandable? Which are not immediately understood? What are the proportions? Do they come from languages that are still spoken, and which, or from old languages? Are there place names in your region that refer to your community's history? Of the place names listed in the land register (micro-toponyms), which are connected with geography or with former activities or ways of life? Have some places changed their names over the centuries, and why? Who knows the place names of your area well, and are there variations in the names?

b. Evaluation

– *Positive aspects*

The practice and transmission of local languages; they reflect a way of looking at the area, naming and classifying it. Words used to describe the landscape are almost always much more numerous and specific in local dialects.

– *Negative aspects*

Failure to practise and hand down the local language. When languages and place names disappear, an entire system of in-depth local knowledge – popular geography – is lost.

#### **IV. Rural heritage, a key factor in sustainable development**

– This Guide is intended as an instrument to contribute to the preservation and enhancement of rural heritage. For it to be used effectively in development matters, decision-makers must first of all implement policies that will act as incentives.

– Political and social bodies must draw up appropriate means of action, and define management, support and funding measures.

##### **1. Means of action**

Means of action are aimed at incorporating rural heritage within a sustainable development process, drawing on its role in forming development players and its role as a development factor and catalyst for development.

###### *1.1. Its value in forming development players*

Although essential, an interest in or passion for heritage (or a heritage item) is not in itself enough.

Heritage education will nurture recognition of the value of heritage. The moment of recognition is crucial for the implementation of a process. There must therefore be concerted deliberation on the type of action to be carried out and on where such education should be dispensed.



Beginning at school, activities, practices and instruction should be aimed at nurturing awareness of a heritage approach. Heritage education should not be viewed in isolation but should be integrated into mainstream education.

### **Schools as places for teaching about heritage**

Incorporating heritage into school activities can be done in a great variety of ways. Virtually all school subjects lend themselves to a heritage dimension: not only the obvious subjects of the arts, history, and literature, but also sciences, with cultural, environmental and genetic heritage.

Various activities can help raise awareness of, and teach about, heritage: heritage classes, classes on artistic and cultural practices, study topics, field trips, educational holidays.

Instruction in new technologies can be an opportunity to put onto the Internet the heritage characteristics of individual regions in an entertaining way. Other approaches include the use of external speakers, twinnings with museums, ecomuseums or cultural and archaeological organisations, environmental awareness bodies, the adoption (or sponsoring) of heritage.

Once their awareness has been raised, young people will more readily become involved in heritage-related activities outside school.

In the life of citizens, the majority of heritage-orientated activities are found in associations and are often heavily dependent on the voluntary sector.

Civil society's receptiveness to heritage depends on the approach adopted. The participatory approach, which has been portrayed as a key factor in the successful implementation of projects, presupposes the existence of training institutions and approaches available to all.

It is essential for there to be premises for meetings and public debate. These could be public, private, voluntary-sector, cultural, social or sports facilities. The most important thing is that they should be at neighbourhood level to ensure they are accessible to, and become part of the life of, residents.

Heritage is not normally considered in rural areas as a common approach. Accordingly, if action is to be taken, there must first be appropriate means of training. Experience has shown that the efforts made, particularly in the context of adult education, play a very important role in influencing the relationship with heritage and culture in general. Nonetheless, such training must be based on technical skills in the areas concerned.

## **Knowledge and skill transmission**

### ***“Rural universities”***

These, along the lines of Scandinavian adult education establishments, are encounters in a particular location, for a given period of time, between players from a rural environment, keen to share knowledge, expertise and life skills.

Participants seek to enhance their knowledge by learning from those with the relevant skills, and not just from the university or institutional sectors. They bring along their own skills and questions. The exchanges are topic-based, generally in the form of workshops, with a final group session for conclusions.

In European rural universities, in particular, there is a profitable exchange and mutual benefit from learning about work in the field. In some countries, rural universities have been and still are an opportunity (via the workshops) to collect, recover and enhance traditional skills.

There is increasing consideration being given to pooling knowledge and to dialogue between stakeholders and decision-makers for the implementation of projects in particular localities.

### ***Players’ forums***

Meetings between those already involved in enhancement activities, offering:

- exchanges of experience, with a thematic and/or methodological introduction,
- exchanges of information and points of view, including from the institutional sector, and a discussion of new concepts, via round tables, in the presence of observers.

Nonetheless, such forums are open to all interested persons.

Technical skills in the field of heritage relate to:

- the way heritage is dealt with in the relevant disciplinary fields, and,
- traditional vocational, agricultural or craft-working skills, the disappearance of which would compromise the very existence of certain heritage items.

To facilitate the acquisition and transmission of such skills, the decision-making bodies must first of all make clear training choices.

To promote the transmission of skills, an emphasis must be placed on (i) labour force qualifications and (ii) efforts to adapt traditional skills to modern techniques without any loss of quality; this would be one way of compensating for the shortage of skilled labour, which is getting more acute as an increasing number of craftworkers retire.

Those who monitor heritage initiatives should look for a pyramid effect among the various partners: skills and knowledge need to cascade down, hence the need to train trainers, especially among certain key players:

- decision-makers and operators, including elected representatives, generally required to take action at one or more stages of the initiative,
- those running the relevant associations or organisations, who would then be responsible for cascading the training received,
- administrative players who have the means to promote rural heritage initiatives, but need to learn to decompartmentalise the way they are implemented,
- specialists in vocational and personal skills,
- representatives of the media, often inclined to deal with local rural heritage in an anecdotal and “quaint” way,
- mediators, who have a key role in setting up projects and can come from any of the above categories, particularly development agents.

This list of key players shows the complexity of heritage initiatives and points to the need for a consensus-based approach in putting operations together.

This aim of seeking consensus in society fits in with the Guiding Principles for Sustainable Spatial Development of the European Continent – Recommendation Rec(2002)1 of the Committee of Ministers of the Council of Europe, namely the participation of society in regional/spatial development.

### *1.2. Its role as a development factor*

There is no justification for preserving heritage, which links past and present, unless it can be given a guaranteed future and handed on to future generations, which is why it is essential to stir the key players into action.

Rural heritage has a potential richness and can become a valuable resource, not necessarily in commercial terms, for those carrying out projects and for the locality. It then becomes part of a sustainable development approach as it becomes a product, factor and/or source of development without – by definition, as it is heritage – being destroyed or adversely modified.

Its continuation as heritage thus presupposes consideration being given to the use made of it: such an approach is the result of genuine cultural change.

### **A change in cultural approach**

Perceptions of rural cultural heritage are linked to modernists' view of traditional country society as an image of the past, doomed to extinction because it is against economic and social progress. Some tend to stress the harshness of country life, its deprivation, isolation and resistance to progress. In this view, heritage linked to obsolete practices has no value, and rural culture could never be deemed admirable. In such a context, this heritage is denied and even scorned, so it is not surprising that it has been destroyed irrationally and is still under threat, if its value is not acknowledged.

Modernism has reached its limits. Recognition of economic disorder and ecological disasters has led people to challenge the prevailing, predominantly urban model (until lately called the industrial society) and question the means of production, management and consumption – in other words, lifestyles.

Changes in society itself, particularly in communications and organisation of work, are leading people to re-evaluate urban and rural environments as complementary and no longer opposing. The rural environment – and its heritage and potential – is consequently being looked at differently.

Insofar as the meaning given by local players to their heritage and the purpose assigned to it correspond to society's expectations, it becomes a virtual vector for cultural and economic development.

First of all, it is for people in rural environments to define the optimal use of heritage – for society as a whole and for themselves – which will generate products. Such products are not necessarily commercial in nature, even though economic enhancement should be pursued via the creation of activities, and therefore jobs.

Experience has shown that traditional production methods – “traditional skills” – may appear retrograde, but they can offer alternative solutions to mass production because they can be adapted to give high-quality products.

Heritage can be enhanced by tourism, craft, local and cultural products. It is unnecessary to enumerate all the possible avenues to be explored.

An analysis should be made of all the potential, by seeking out the values that rural heritage can help rediscover, such as the aesthetic value of nature, cultural heritage and landscapes. Authenticity and quality are often closely bound up in the manufacture of products, lifestyles and the togetherness promoted by the social bond (festivities and cultural events which are part of the region's traditions, including oral traditions).

However, this search for potential, though it should be conducted by local players, needs to be supported or indeed initiated and encouraged by public authorities at national, regional and local levels, and by professional structures.

### **A public enhancement initiative: an inventory of traditional food products**

This initiative – begun in France, then extended to the European Union and Hungary, broadly financed out of public funds and carried out by a team of researchers in conjunction with professionals – was designed to make an inventory of renowned traditional food products (resulting from local knowledge and usage handed down over a long period) closely associated with the history of a region, and its human and physical characteristics. It is broken down by region or country, and lists over 4 000 products.

Quite apart from the obvious interest in producing an inventory, the process itself is aimed at enhancement, while at the same time preserving authenticity.

Obviously, the level of intervention from public authorities will vary significantly in line with individual circumstances. But some choices are distinctly political.

In countries where rural life and activities still play a significant role, consideration must be given to how exactly to approach development on the basis of a transformation of existing activities and know-how.

The choice is between rural exodus towards urban centres and the development of local activities building on the largely heritage potential of rural areas, local skills which have been adapted and the complementarity between market towns and the countryside.

This second focus of regional/spatial development and planning – which, in relation to free enterprise, can only be promoted but under no circumstances imposed – presupposes the availability of support measures and an attempt to find technical innovations, in order to strike a new balance between town and country. As such it corresponds to the guiding principle in Recommendation Rec(2002)1 of the Committee of Ministers of the Council of Europe aimed at bringing about a new partnership between town and country, and enhancement of cultural heritage as a factor of development.

#### *1.3. Its role as a catalyst for development*

The involvement of country people in projects to enhance their heritage is likely to give the regions concerned a positive, renewed image and to boost a marked trend of bringing new populations into the countryside.

### **A new type of rural life**

In some countries there is a reversal of the demographic trend, with the emergence of a positive migration balance in predominantly rural areas.

This is the case in France where, at the last census, there was a 1.5% growth over nine years, even though some regions classed as “disadvantaged” continued to become less populated. The reason for this change is primarily the arrival in the countryside of new inhabitants, most of whom are not retired folk or marginalised members of society, but working people. In France, a town–countryside collective facilitates such migration.

The attraction of the countryside is no longer accounted for by people wishing to find nature and pure air; this had led to a greater development of leisure pursuits and second homes rather than genuine migration. The new arrivals have chosen a living environment and lifestyle different from those in the city.

In the countryside itself, there is a diversification of traditional activities. In particular, farmers have become increasingly multi-functional, with services to the community (upkeep of the environment) and individuals (accommodation, sale of produce). The tourist industry is attaching ever-increasing importance to discovering the diversified resources of the countryside.

The decompartmentalisation of activities is a key aspect of the new type of life in the country. This should be considered in strategic terms in all countries, including those where traditional country life is still very much a reality.

Lastly, the growing similarity in living conditions and the development of new technologies have reduced the comparative advantages of the town and city and have altered working conditions, making it more and more possible for people to reside in various places.

From this standpoint of attractiveness, heritage comes across as life heritage. It renders the relationship with one’s area more dynamic. As a result of the gradual attraction it exerts on the population, and the mobilising effect it has, it helps give new meaning to rural regions.

However, for this life heritage to operate to the full, it must be supported by institutions and the authorities, in particular by meeting the expectations of rural populations in terms of local services. There should be an attempt to identify the specific nature of the needs to which appropriate use of heritage items can contribute. This too corresponds with the Guiding Principles set out in Recommendation Rec(2002)1 of the Committee of Ministers to member states of the Council of Europe in the part dealing with rural areas.

**By way of example, development of a heritage item can make it possible to:**

- offer services to the population: help or advice in matters of employment, dealings with the authorities or the voluntary sector; or healthcare facilities adapted to living conditions in the countryside;
- provide housing for new arrivals or local people wanting to work in the region, who often experience difficulty in finding accommodation because of the competition created by second homes.

In a development process, it is essential for the population not to be given the impression of being left in the dark or of living in a neglected locality. Anything that can bring a place alive is highly motivating.

Enhancement of heritage helps make inhabitants once again feel proud. By its very nature, heritage is linked not only to time but also to an area and society.

**Temporal, spatial and societal dimensions of heritage**

Heritage's relation to time is consubstantial – it represents tangible and intangible items from the past and the present which will be transmitted to the future. It therefore carries with it a sense of continuity and collective memory.

It has a two-fold relation to space. First, the heritage items are defined as such in relation to a given territory. Second, the territory is identified by all the heritage items of which it is composed and which have common features; the country in the generic sense is the area with which, as a result of these heritage markers, people identify themselves.

Heritage's relation to a group or society comes in part from the two relationships above, since it is based on the phenomenon of belonging, vis-à-vis items which are specific to a given area and which change over time.

In modern society, the consequences of the societal relationship have not been sufficiently analysed for rural heritage, whose reference values, perceived as unchanging, seem out of step with a world in perpetual motion.

The disjointed relationship between society and rural heritage can be reconciled through the action taken, insofar as the enhancement initiative:

- incorporates both references to the past and prospects for the future,
- compares its own reference values with those of other groups residing in the territory, seeking out the points of convergence.

By way of example, the majority of immigrant populations come directly from the countryside and, accordingly, have a number of references comparable to those of

country folk in the host country. As, more often than not, they live in an urban environment, they do not have the opportunity to express them.

The relational dimension of heritage is not always obvious, and yet social dialogue, so necessary for the cultural construction of development, can be built on this. Failing that, an interest in heritage can lead to introspection, as is the case of certain traditionalists promoting a quaint vision of the countryside.

In themselves, society's links with heritage are potentially a factor in social cohesion. The debate on the uses of heritage avoids isolationism. This makes it easier to take on board the conditions in which the rural environment is evolving:

- the successful settlement of a “neo-rural” population,
- overcoming the supposed antagonism between town and country.

For those marginalised from society, heritage initiatives can be a factor in integration because they result in greater involvement. But integration exercises, particularly site activities, presuppose a full understanding of the process.

This human dimension is too often forgotten in the heritage initiatives undertaken, in that greater emphasis is placed on the object than on the role.

A heritage initiative is an opportunity for society. The diversity and wealth of heritage is a potential antidote to standardisation and the excesses of globalisation. With regard to rural heritage specifically, the discredit in which it has been so long held justifies the view that country people, thanks to their heritage capital, can be the key players in development of their area, in the interests of themselves and society as a whole. But society must define the management methods and appropriate forms of support, particularly financial.

## **2. Management methods**

Because of the diversity and complexity of initiatives in rural heritage, there is a wide variety of processes to be implemented. The multiplicity of types and levels of action presuppose the use of adaptable forms of co-operation.

It is obvious that the general rules of law apply, with responsibilities shared between supranational, national and infra-national authorities.

If the key heritage players are to have all the necessary information – and this is highly desirable – each country must publicise the relevant national rules in a specific guide, and local and regional authorities should draw up a summary document setting out their own provisions.

This guide attempts to do some sort of classification in order to inform operators about the very nature of management methods.

### *Relevant texts*

The first level of management concerns obligation that is reflected in regulations and formal rules. Binding provisions concern chiefly the identification and protection of heritage items and heritage-related products, primarily in the form of quality markers.



Protection is enforced either by legal provisions (formally prohibiting or authorising) or by a combination of mandatory instructions and safeguards. It takes the form of management arrangements related to the characteristics of the heritage item, the risks to it (threats to the site, species, etc.) or the disciplines concerned (town planning regulations, etc.). For architectural or natural heritage, the approach often adopted is zoning.

In addition to legislation, regulations and local implementation of directives, at national or supranational level, a process of negotiation may lead to enforcement measures in the form of ratified charters or conventions.

The latter is one of the prime means of action of the Council of Europe. However, not all the components of heritage, and particularly rural heritage, are covered by the Council of Europe's conventions.

### **The four conventions of the Council of Europe**

- the 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),
- the European Convention on the Protection of the Archaeological Heritage (revised) (Valetta, 16 January 1992),
- the European Landscape Convention (Florence, 20 October 2000).

Similarly, UNESCO has drawn up rules in the field of heritage protection, but the binding measures are specifically related to “world heritage”. In contrast, UNESCO refers specifically to rural heritage items in its principles of action.

### **The four principles of action of UNESCO**

- local, national but universal value, comprising preservation of monumental and natural heritage, and vernacular and rural architecture, that constitutes an exceptional example of a traditional way of life,
- the drawing up of a universal ethical reference framework, termed cultural diversity,
- promotion of a comprehensive vision of cultural heritage, taking into account the importance of the environment and the link between cultural site, natural site and all types of items associated with a cultural skill,
- promotion of ecotourism as a factor in economic revival and cultural enhancement for the development of regions and turning rural heritage to account.

The UNESCO principles are part of a less binding level of management, namely the drawing up of principles and recommendations. All the same, it should serve as an inspiration for more formal provisions.

The Guiding Principles for Sustainable Spatial Development of the European Continent – Council of Europe Recommendation Rec(2002)1 – have been referred to in various sections of this document.

Article 7 of the UNESCO Declaration on the Responsibilities of Present Generations towards Future Generations, adopted by the General Conference on 12 November 1997, stipulates that “present generations have the responsibility to identify, protect and safeguard the tangible and intangible cultural heritage and to transmit this common heritage to future generations.”

In general terms, Article 22 of the Rio de Janeiro Declaration on the Environment and Development, adopted by UNCED (the United Nations Conference on Environment and Development), provides for the involvement of communities and the public in the decision-making process and spells out arrangements for implementation.

It emerges from the texts in force that:

- rural heritage items, in view of their specific nature, are not recognised as such in law; in all probability it is their diversity which precludes this;
- the “right to heritage” has not been established as a human right, namely an individual’s right to defend a heritage item, not to mention a “right of heritage intervention”.

Accordingly, above and beyond a binding formal approach, management involving co-operation and consultation should be promoted.

In view of all the considerations on carrying out heritage activities, it is clearly necessary to adopt a consensus-based approach:

- in acknowledgement by key players of the heritage nature of an item or skill,
- in the definition of “good use” and the carrying out of enhancement operations.

Advice on methods and instruments corresponding to these requirements has been provided. How to put them into practice is not always obvious. This requires, on the part of decision-makers, recourse to a consultative style of management which is more difficult to implement than the simple application of regulations. It must take account of the existence of the institutional and legal framework, and at the same time seek out all the players potentially involved and, above all, allow them freedom of expression and action.

Such a process requires readiness and freedom of expression, which the players do not always have, and time, often limited by procedural constraints. In such conditions, consultative management is a means of regulation but also a social innovation, requiring genuine political will and involvement.

Such a management approach must have – like heritage itself – its roots in rural society.

Community practices, usages, local solidarities and community management in the fight against certain natural elements or in the upkeep of the territory are part of country civilisation.

In the renewed forms of common management, the institutional bodies must:

- help explain this type of management,
- open it up to players who have not traditionally been involved (ecologists, tourists, ramblers and other users of rural resources) – in other words, facilitate and possibly legitimise their presence,
- provide expertise,
- ensure exchanges are carried out with the requisite degree of transparency and fairness.

The public authorities should also demonstrate to society the advantages of such an approach, which makes the common interest prevail over the sum of individual interests. But it may prove necessary to put it on an institutional footing. Even where such a means of management is imposed, experience has shown that there is always room for tailoring it to local situations.

In the field of rural heritage, the local territorial framework is particularly suited to common management, which, because of the natural participation of the voluntary sector, will make for good governance of territories. This provides scope for the proper discussion of the relational dimension and adaptation to the realities on the ground.

The logical conclusion of consulting a variety of players is the creation of contractual links. As this normally has a financial dimension, it is only logical to include this in the means of support for heritage policies.

### **3. Means of support, particularly financial**

In presenting the methods of action, an emphasis has been placed on the need for institutional support for initiatives to promote heritage.

This support may be in various forms. It is the public authorities' role to support heritage:

- indirectly, as part of wider sectoral policies, or
- directly in the shape of targeted action.

#### *3.1. Indirect support through sectoral policies*

It is not possible to look in detail at the arrangements here. However, this list, though not exhaustive, could help with the drafting of national guides by providing a number of reference points.

- As heritage education has a key role to play, this aspect should be taken into account in education and training, social policies, the measures taken for various social groups (young people, women, the elderly) and the voluntary sector.
- Information on the action being taken presupposes that it is incorporated into communication policies; in particular, steps taken to develop new technologies in the countryside; support for heritage-related events (for example, Heritage Days,

particularly with regard to local or regional heritage) and networking of players create a powerful leverage effect.

- Steps taken to build up infrastructure, adapt services to the rural environment, develop community facilities and meeting places in villages and improve living conditions are essential when embarking on development based on heritage enhancement.
- In a spirit of innovation, one of the dimensions of research and technical development policies should relate to adapting more traditional skills and using them for product improvement.
- Cultural policies, quite apart from their direct contribution to heritage initiatives, should include a dimension relating to the development of sites and heritage practices.
- Inter-institutional co-operation can help promote exchanges of experiences. International co-operation, particularly in a form geared to field action (as in decentralised co-operation) provides greater scope.
- Lastly, the indirect support of authorities may take an innovative form; in the view of certain players in the voluntary sector, this is particularly well suited to the very nature of heritage with its economic, financial and social aspects. This affects recourse to forms of social economy.

### **An example of international action in the field of heritage**

#### *The “Europe, a common heritage” Campaign*

Launched in 1999 and run in 2000 by the Council of Europe, the aim of this campaign was to encourage projects and reflection on the importance of European cultural heritage, citizen participation in its enhancement and its role in exchanges and co-operation between peoples, particularly between those in West and East Europe.

The projects put forward were approved by national committees, and specific events were organised to present them.

The campaign made it possible to pool ideas on practices and to highlight social and cultural forms of raising public awareness of a common heritage. It served as an observatory and forum for exchanges on approaches, particularly via the main conferences held, and for debate on European society, especially rural society, and on development strategies. It helped improve mutual awareness and the conditions for co-operation.

Lastly, the indirect support of authorities may take an innovative form, which in the view of certain players in the voluntary sector, is particularly well suited to the very nature of heritage with its economic, financial and social aspects. This concerns recourse to forms of social economy.

Experience has shown that investment in rural heritage, even though it might generate activities, is often seen as not being profitable enough to interest the traditional private sector, particularly the financial sector.

In contrast, because of the motivation it creates, it can marshal energy and finance, particularly at community level through the collection of local funding, making it possible to undertake connected activities.

The forms and level of development of the social economy vary from one country and one situation to another. There is unequal involvement of public structures. But this approach to development deserves particular attention. Certain enhancement programmes have been built on this basis.

### *3.2. Direct support for heritage initiatives*

Direct support can be:

- by special financing for certain types of initiative (protection, conservation, rehabilitation). It generally takes the form of subsidised loans at special rates or tax concessions for the heritage owner. It is found particularly in initiatives in the housing sector.
- through programmes (preservation, enhancement) that are part of development and planning policies.

It then takes the form of public participation in the funding of a programme. Alternatively, special funding conditions might be made available (these may also include grants) to offset any difficulties specific to the rural environment. These are examples of structural aid.

In the European Union, the majority of these facilities are Community in nature. One of them (the LEADER Plus programme) is more specifically aimed at enhancing natural and cultural heritage in the countryside, in view of its field of application.

Direct support may be given at various levels of heritage initiative: pre-implementation studies, the initiatives themselves, the functioning of a heritage facility, or the related investment. Only national guides can give more detailed information on this aspect.

Virtually all heritage-related initiatives have one thing in common; they are typically undertaken by several partners. The approach adopted in the heritage sector has clearly demonstrated this plural dimension. This facilitates the theoretical aspects of funding and complicates practical implementation.

Seeking out possible funding often requires some imagination. Depending on traditions, interest-free funding may be a possibility. Sponsorship and charitable foundations play a role which varies considerably from one country to another. Here again, national guides should give useful information.

Whatever the nature of the partners, it is essential that the conditions for collaboration are clearly worked out and contracts are drawn up. These should apply to the relationships:

- between the various levels of public funding

- between the various authorities or entities which in theory have an interest in having a contract to reconcile their objectives and policies,
- between all the players within the same programme or project.

One key feature of the contracting process is negotiation (the consultation-based management approach referred to above) in drawing up a timetable of implementation, defining each player's contribution and formalising a binding text on the subject matter itself. The contracting process can play a key role in the whole heritage programme, from protection to enhancement.

Negotiation makes it possible to reconcile the rigidity of principles and the constraints of protection intervention plans with the flexibility of implementation of action, and in particular enhancement. It introduces into this flexibility an aspect of regulation which encourages:

- adaptation to the local situation, in which it fits entirely into European territorial strategies,
- co-ordination of action,
- the broad involvement of players, particularly those seeking a guarantee, such as sponsors or private investors, who often hesitate to join an initiative that is not clearly defined.

However, as with any process, its worth – like heritage itself – lies solely in the use made of it and it makes for open dialogue only if it is acknowledged that:

- heritage has a value in itself,
- society has an interest in preserving and enhancing it for the benefit of people generally, but especially those living in the countryside.

## **14th European Conference of Ministers responsible for Regional/Spatial Planning (CEMAT) (Lisbon, Portugal: 26-27 October 2006) on “Networks for sustainable spatial development of the European continent: bridges over Europe”**

### **Presentation**

The 14th session of CEMAT took place in Lisbon on 26 and 27 October 2006 on: “Networks for sustainable spatial development of the European continent: bridges over Europe”.

The conference brought together ministers from the Council of Europe’s 46 member states responsible for regional/spatial planning. Additionally it saw the participation of representatives of the Committee of Ministers, the Parliamentary Assembly, the Congress of Local and Regional Authorities of the Council of Europe, the Bank of Development of the Council of Europe and representatives of other governmental and non-governmental organisations.

A work session was devoted to implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent at national, international, transnational, transfrontier and inter-regional levels and the “CEMAT Pan-European Model Network (Regions of innovation)”. Concrete experiences of co-operation from the European continent were presented.

The ministers adopted the following documents:

- The Lisbon Declaration on “Networks for sustainable spatial development of the European continent: bridges over Europe”;
- Resolution No. 1 on “Polycentric development: promoting competitiveness, enhancing cohesion”;
- Resolution No. 2 on “Territorial governance: empowerment through enhanced co-ordination”;
- Resolution No. 3 on “The territorial agenda of the European Union and its relation to CEMAT”;
- Resolution No. 4 on “The organisation of the 15th session of the European Conference of Ministers responsible for Spatial/Regional Planning”.

Two memoranda were signed under the auspices of the Council of Europe:

- Memorandum of Understanding between the Urban Development Ministry of the Republic of Armenia, the Office of the National Security Council of Georgia, and the Federal Ministry of Transport, Building and Urban Affairs of the Federal Republic of Germany on the programme “CEMAT Model Region: Armenia-Georgia. Sustainable Spatial Development of Frontier Regions”;
- Memorandum of Understanding on the continuation of co-operation in the field of spatial development policy between the Federal Ministry of Transport, Building and Urban Affairs of the Federal Republic of Germany and the Ministry of Regional Development of the Russian Federation.

## **Resolution No. 1 on Polycentric development: promoting competitiveness, enhancing cohesion**

*adopted at the 14th session of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) of the member states of the Council of Europe, in Lisbon, Portugal, on 27 October 2006*

### **Preamble**

The ministers responsible for spatial/regional planning of the member states of the Council of Europe,

Highlighting the fact that the 12th session of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT), which took place in Hanover, Germany, on 7 and 8 September 2000, adopted the Guiding Principles for Sustainable Spatial Development of the European Continent (CEMAT Guiding Principles) to provide a coherent strategy for integrated, regionally balanced development of the European continent based on subsidiarity and reciprocity, its implementation being recommended to the member states by the Committee of Ministers (Rec. (2002)1);

Focusing on Part II of the CEMAT Guiding Principles on “Spatial development policies in Europe: new continent-wide challenges and prospects” in which special attention was given to intercontinental relationships as strategic elements in spatial development and to considering larger European regions as a basis for mutual support and co-operation;

Referring to Part IV of the CEMAT Guiding Principles addressing the “principles of a planning policy for a sustainable development in Europe”, especially the “Promotion of territorial cohesion through a more balanced social and economic development of regions and improved competitiveness”;

Considering the Council of Europe Committee of Ministers decision of 7 February 2001 (740/9.1 – CM (2001) 6) to take into account the CEMAT Guiding Principles when deciding on projects with a spatial impact;

Drawing attention to the CEMAT Ljubljana Declaration on the Territorial Dimension of Sustainable Development (2003), which refers to polycentric development as a relevant policy that should be improved in order to manage adequately the major challenges for sustainable spatial development of the European continent;

Following the premises and objectives suggested in the work programme of the Committee of Senior Officials, for the period 2004-06, highlighting the theme “Networks for sustainable territorial development: bridges over Europe”, and its priority topics: the role of polycentric development and territorial governance;

Having regard to the European Spatial Development Perspective (ESDP) agreed at the Informal Meeting of ministers responsible for spatial/regional planning of European Union member states at Potsdam in May 1999, in which polycentric development is presented as the core spatial development concept for Europe;

Taking into account that growing territorial disparities are a threat to Europe’s territorial cohesion and that polycentric development is increasingly seen by the



academic, policy and political communities as a possible long-term model for territorial organisation, capable of tackling such problem;

Considering the need to intensify co-operation between EU and non-EU member states of the Council of Europe in terms of sustainable spatial and socio-economic development;

Adopt this resolution which targets the political commitment towards the effective promotion of polycentric development, through the creation and usage of innovative policies, strategies and implementation mechanisms. This resolution recommends that the governments of member states heed the following proposals for enhancing the long-term effectiveness of the polycentric development model for the European territory and to its implementation.

### **1. Debating the concept of polycentric development**

The definitions and perceptions of the concept of polycentric development are far from clear or consensual. It must be acknowledged that the meaning of polycentric development is wholly context-dependent (e.g., different territorial and demographic characteristics of countries; their urban development patterns, institutional organisation, local market dynamics).

According to the CEMAT Guiding Principles and the European Spatial Development Perspective (ESDP) we must address the territorial challenges resulting from a competitive, knowledge-based economy as woven by the Lisbon Strategy. Previous diagnoses identified wide gaps in economic competitiveness throughout the European territory. Polycentrism is, in this context, presented as a functional tool that, while promoting economic competitiveness, is expected to secure territorial cohesion. By combining existing know-how pools, economic and logistical functions, one can encourage the growth of a wider number of centres of competitiveness that may then network throughout the European territory with the already existing growth poles, promoting a more sustainable development pattern.

Summarising, polycentrism is an umbrella theme that encompasses different conceptual debates; it is thus hard, and perhaps unwise, to try and find its exact definition. Nonetheless, despite the fact that there is no holistic definition of polycentric development, there are certain assumptions that can be consensual:

#### *Polycentric development as a framework of overlapping networks*

Spatial development policies at different government levels should take into consideration the existence of overlapping polycentric networks. Yet it must be beforehand clarified that there is a wide range of spatial arrangements of centres at different spatial levels.

Certain urban centres might be global, national or regional nodes, or all simultaneously. At the level of the European continent, several basic scenarios can be identified: (1) strong national capitals versus peripheries elsewhere; (2) transnational or cross-border region(al centre)s; (3) borderless hierarchy of metropolises and regional centres; (4) national hierarchies of centres diversified and tailored to each particular country.

As polycentric networks are considered in terms of spatial development policies, they should be designed to overcome historical barriers, namely those related to local cultural rivalries, national administrative boundaries, physical distance and poor communications.

### *Complementarity as a key pillar of polycentric development*

Spatial development policies should actively promote functional complementarity and co-operation between government levels at the same time as they reinforce the validity of polycentric development. Urban systems and functions – including small- and medium-sized urban centres in rural regions, and between these centres and their hinterland – should take the form of networks to expand and capitalise on their potential complementarity.

### *Polycentric development as an integrative cross-sectoral, cross-level and multi-scale policy objective*

Existing examples underline the link between the objectives of polycentric development and the requirement for growing interdisciplinary integration resulting from the introduction of new territorial scales, a stronger need for co-operation between the relevant political bodies and authorities, greater support of civic organisations and a demand for stronger public participation.

The preparation of comparable regionalised spatial information is here recommended as a crucial first step in scoping out and negotiating priorities in the operationalisation of both horizontal and vertical transnational and cross-border co-operation. Special care must be taken with the encouragement of intra-regional co-operation, because greater development disparities sometimes occur not between regions but within regions.

### *The implementation of polycentric development as a riverbed for territorial cohesion*

The ongoing debate on spatial development perspectives highlights the role polycentric development might have in paving the way for territorial cohesion. Further research should aim at better informing the design of future policy instruments, by focusing on the synergy between spatial development policies at different levels and the consequent link between polycentric development, territorial competitiveness and territorial cohesion.

## **2. Implementation of polycentric development: challenges and opportunities**

### *a. Reaching political consensus*

Polycentric development scenarios will raise many challenges for the creation of political consensus. Each scenario will imply different costs and benefits, winners and losers, political and economic feasibility, social and environmental consequences. Development strategies should pre-emptively clarify these impacts, securing the highest possible degree of transparency in terms of investment geoprioritising.

#### *b. Financing a framework for tackling disparities*

In order to address regional inequalities, polycentric development capitalises on latent potentials and existing linkages, especially those previously restricted by national administrative boundaries. Polycentric development implies targeting growth potentials, understanding cities as economic drivers, essential to endogenous regional development. The goal of polycentric development should be considered a key issue when member states discuss domestically the allocation of financial resources for spatial development policies.

#### *c. Introducing new development instruments and better mobilisation of endogenous resources*

Traditional spatial development instruments combine the ‘sticks’ of development control and regulation with the ‘carrots’ of subsidies, incentives and other market-stimulating tools. Economic efficiency is often detrimental to socio-spatial equity. The traditional ‘hard’ instruments of spatial management are excessively focused on infrastructure investment. The implementation of the respective ‘hard’ policies will depend first and foremost on a financial commitment by the member states.

Furthermore, existing sectoral competition hinders the optimal polycentric development strategy. Polycentric development strategies should pre-emptively take into consideration the difficulties of co-ordination between sectoral policies and from the start aim at gathering sufficient political consensus to avoid such obstacles.

In addition, integrated spatial development strategies should take into consideration the existence of ‘soft’ instruments that may make more effective use of available infrastructural, organisational and human resources. These can only be achieved with a robust institutional background and wide support across the stakeholder community. Unlike direct financial assistance, which brings material improvements (e.g., a new road) in a relatively short time, ‘soft’ investments may become effective only after longer periods of time, but with a lesser burden of ensuing maintenance costs.

#### *d. Promoting capacity-building*

The implementation of polycentric networks at the regional and/or local level will demand institutional capacity-building in those regions and municipalities that have less developed administrative and cultural traditions in creating partnerships and coalitions. In highly centralised nation-states this will be an added challenge and emphasise the link between the development of governance mechanisms and polycentric spatial development models.

#### *e. The growing requirement for partnerships*

Polycentric development aims at addressing growth disparities. Various kinds of partnership have been increasingly called on to mediate these processes. Moves towards horizontal and vertical co-operation between various levels of government (as well as between government and non-public bodies, especially the private business sector) and towards achieving integration between disparate responsibilities have now become the central focus of effective governance across Europe.

*f. Move towards strategic spatial development processes*

Traditional planning as a government instrument for achieving desirable changes in spatial patterns has evolved during the last three decades in response to changed social and economic contexts. More streamlined spatial development processes have been applied in many European countries in response to the increased dynamism of social, economic and territorial changes. This emerging new nature of “spatial planning” is better suited for the pursuit of polycentric development.

*g. The need for effective territorial governance*

Governments are fully aware that, in order to manage actively any spatial change, it must be secured by an effective, democratic political leadership, long-term co-operation and a shared understanding of development goals and concepts at different government levels on what constitutes desirable change and the participation of major spatial actors and stakeholders in its planning implementation. It is precisely these principles which the concept of territorial governance embodies. These principles should be made clear to all involved stakeholders during the strategy-making process.

*h. Territorial governance as a riverbed for polycentric development*

Increasingly polycentric forms of spatial development are closely associated with – indeed, they demand – more polycentric forms of governance. However, in many countries mid-level governance is problematic. It often tends to limit its control to specific sectors only, such as certain health and education services, structural planning, regional public transport and regional economic development. It can be inclined to act as a buffer between national and local governments, occasionally taking a salutary checks-and-balances role. Cross-border and cosmopolitan regionalism is advocated as a pro-active alternative to sometimes narrow localism.

Achieving polycentricity should require adapted administrative and organisational structures with competence to support equitable sharing and redistribution of diverse regional resources, as well as to absorb the burdens and negative impacts of spatial decisions that often traverse local administrative borders.

### **3. Assessing and monitoring polycentric development: knowledge and practice development**

*a. Facing the diversity of the European territory*

There is a high socio-cultural, political, institutional and administrative diversity within the group of member states of the CEMAT territory that supposes a wide range of different adaptive patterns towards more effective forms of polycentric development. In this context, understanding what may be the optimal policy design for promoting polycentric development becomes a demanding, yet necessary challenge. Member states should aim at promoting the greatest possible, constant and target-orientated dissemination of existing knowledge and practice on the design and implementation of polycentric development.

*b. Identifying and monitoring domestic adaptation patterns*

Patterns of domestic change should be closely monitored and interpreted, and member states should take this as a key policy objective in order to maximise the implementation potential of polycentric development principles. Taking into account similar ongoing experiences at European Union and Council of Europe levels, the Committee of Senior Officials should be given the task of following up this highly relevant point. The Committee should address the dissemination of ongoing researches in the different member states. Furthermore it should be expected to secure articulation between such knowledge and the domestic policies targeting the principles of polycentric development.

*c. Enhancing and capitalising on knowledge networks*

The necessary conditions should be created to support this knowledge network – in particular, financially – because on the one hand it is necessary to strengthen existing links between research and policy communities and on the other hand this increases the quality and availability of existing data for comparative research. Special care and resources should be allocated to the dissemination of outputs. Polycentrism, the networks it depends on and territorial governance all require a strengthening institutional capacity that can be improved by greater and more target-orientated flows of information and experience-sharing throughout the European territory. The acquisition of the required competences to achieve effective constant monitoring and assessment of polycentric development cases should make the best possible use of already existing networks, such as the projects developed by the European Spatial Planning Observatory Network (ESPON), the URBACT Community Initiative Programme, the Interreg III Community Initiative/future objective 3, and the European Urban Knowledge Network (EUKN).

**Resolution No. 2 on Territorial governance: empowerment through enhanced co-ordination**

*adopted at the 14th session of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) of the member states of the Council of Europe, in Lisbon,, on 27 October 2006*

The ministers responsible for spatial/regional planning of the member states of the Council of Europe,

Wishing to provide a consistent follow-up to part VI of the Guiding Principles for Sustainable Spatial Development of the European Continent (CEMAT Guiding Principles), concerning the “Strengthening of co-operation between the member states of the Council of Europe and participation of the regions, the municipalities and the citizens”;

Taking into account the growing relevance and recognition of governance principles and postulates in building increasingly consolidated and dynamic socio-spatial development frameworks in European territories and societies;

Having regard to the 14th session of the Conference of European Ministers responsible for Local and Regional Government, at Budapest in February 2005, as

well as the Warsaw Summit of Heads of States and Government of the Council of Europe, in May 2005, which highlighted the crucial relevance of territorial governance for the promotion of the strengthening of democratic and good governance status;

Drawing attention to the more recent reflections developed by the European Union on the governance issues, observed at the 2nd meeting of the High Level Group on Governance and the European Union, which took place in London in November 2005;

Following the premises and objectives suggested in the work programme of the Committee of Senior Officials for the period 2004-06, highlighting the theme “Networks for sustainable territorial development: bridges over Europe”, and its priority topics: the role of polycentric development and territorial governance;

Taking note of the upcoming territorial agenda of the European Union being elaborated by European Union member states;

Commit themselves, within their means and competences, and recommend that the governments of the member states, at its different levels and sectors of political action, heed the following principles and guidelines for the development of effective governance attitudes and frameworks:

## **1. Establishing a clear conceptual framework for the principles of territorial governance**

### *a. Conceptualising territorial governance*

Territorial governance may be seen as the way in which the territories of a national state are administered and policies implemented, with particular reference to the distribution of roles and responsibilities among the different levels of government (supranational, national and sub-national) and the underlying processes of relationship, negotiation and consensus building. In this respect, the principles of subsidiarity and reciprocity advocated in the CEMAT Guiding Principles are of particular relevance. Territorial governance can be further understood as the emergence and implementation of innovative shared forms of planning and managing socio-spatial dynamics. The traditional leading role of the state is challenged by far more inclusive and co-responsible engagement of key-actors in spatial development. Each country’s socio-political culture, legislative framework, institutional capacity, typical organisational arrangements, and its traditions of creating partnerships and implementing development strategies will generate different challenges to territorial governance, and different perceptions of, and attitudes to, it.

Sound territorial governance aims to manage territorial dynamics by indicating the spatial consequences of policies planned by the public and private sector. It aims to negotiate commonly agreed objectives and a framework of shared responsibilities by the use of spatial development strategies and policies.

*b. An emerging political agenda*

Already identifiable in the European political and policy agenda, territorial governance is today seen as an increasingly significant aspect of achieving the aims of territorial policies; territorial governance is still maturing as a concept and in action. The concept is still not sufficiently clear, but awareness of it is growing among different actors at different levels. The dissemination of governance practices, being quite irregular, does not seem to depend on the state's political and institutional structures (federal, centralised or other).

*c. The development challenges for territorial governance in a polycentric context*

It is clear that polycentric development requires different administrative and organisational structures – namely, polycentric forms of governance. There is a growing emphasis on networks in socio-economic activities and urban development, and this is associated with increasingly network-like decision-making structures. Briefly, the success of polycentric development and territorial governance depends on the strength of their supporting networks and steering capabilities, at spatial, policy and political levels. These structures need to devise optimal strategies to balance healthy competition and co-operation between cities belonging to a polycentric urban structure. They need to establish complementarity, by allocating specific functions to individual nodes within such polycentric urban networks in order to harness the respective strengths of the participating cities, as well as to be in overall charge of the co-ordination of regional actions.

## **2. Proposing guidelines for the implementation of territorial governance contexts and dynamics**

The key aim being to develop a wide framework for the effective political and technical promotion of governance-based development solutions, by creating and using innovative policies, strategies and implementation mechanisms,

We consider the following to be

*a. the key action areas:*

- Enhancing cultural appropriation of the principles of territorial governance;
- Creating and supporting innovative policies in the implementation of governance-based solutions and strategies;
- Identifying the challenges and opportunities for individual and institutional stakeholders;
- Securing promotion of best practice by constantly monitoring and assessing identified examples;
- Promoting a virtual knowledge network including periodical research dissemination and targeted, added-value exchange of current practice.

b. the main territorial governance fields of action, considered as eight vectors of action:

- Jointly devised strategies – deepening the development of discussed, concerted and contractualised processes among territorial actors and stakeholders, in the building of territorial visions and strategies;
- Decentralisation and other forms of restructuring of spatial development responsibilities at regional and municipal levels, in terms of strategic planning and policy coherence, but also at city and community levels, in terms of more operational development of projects;
- Vertical institutional co-operation (public–public), holding to the principles of subsidiarity and reciprocity, linking efforts and responsibilities at different public administrative levels, enabling synchronic dynamics in the achievement of spatial objectives;
- Horizontal institutional co-operation (public–public), expanding projects where different public bodies are co-responsible for different sectoral policies, especially at regional and local levels;
- Trans-national and cross-border institutional co-operation, expanding the practices developed in contexts like Interreg and several other international spatial development co-operative initiatives among all Council of Europe member states and neighbouring countries;
- Horizontal public–private co-operation and partnership, especially with private business, developing the contractualisation of partnerships, in accordance with Resolution No. 1 of the 13th session of CEMAT, Ljubljana, September 2003;
- Participative civic and NGO involvement, increasing participatory possibilities for civil society’s multiple forms of expressions in spatial development processes and projects;
- Deliberative civic and NGO involvement, encouraging areas and forums of possible co-responsibility on the part of civil society.

c. the implementation challenges:

- Instruments for strengthening territorial cohesion naturally vary between countries, but national and regional territorial development policies and strategies can have a pivotal role since they offer an integrated, area-based framework for territorial governance. This needs to build on a strong network of stakeholders with a sound base of local knowledge, information and expertise.
- Existing administrative structures may be expected to resist changes induced by territorial governance principles, because they will wish to maintain their status-quo powers and independence. This tension must be managed with great care, so that all the actors embrace territorial governance principles and practices as a step towards more qualified and motivating professionalism, and to more effective territorial development and cohesion.
- Development of the Pan-European Network of Regions of Innovation can be, in this sense, an important platform for training local and regional authorities



dealing with spatial planning, as stated in Resolution No. 2 of the 13th session of CEMAT, Ljubljana, September 2003.

### **3. Creating and supporting innovative policies in the implementation of governance-based solutions and strategies**

*a.* Territorial governance principles aim to reinforce public decision-making systems and qualify the exercise of executive responsibilities.

Examples of this are to be found as each country's central administration is increasingly challenged by new co-ordination patterns with supranational and regional levels. These emerging systems, which embody multi-level governance, tend to structure themselves around the concept of subsidiarity, and require more flexible and demanding institutional forms of vertical co-ordination.

*b.* Territorial governance is closely associated with the growing number of policy and socio-economic networks.

Examples can be found in the increasing permeability of regions and countries to their neighbouring territories as spatial development partners. The expanding number of transnational and inter-regional development strategies now in evidence will require wider and more effective forms of horizontal co-ordination.

*c.* The effectiveness of territorial governance is closely dependent on an increasingly conversant and participatory civil society; informed public opinion and active citizen engagement are key factors in securing democratic and efficient public action.

This will be increasingly evident as the state's changing role becomes clearer: as it becomes more entrepreneurial and dynamic, the state opens up public strategy bit by bit – vision, policy-making, practice – to economic actors and other parts of civil society. Importantly, this implies the growing importance of cross-sectoral partnership creation and capacity-building.

### **4. Identifying the challenges and opportunities for both individual and institutional stakeholders**

*a.* Several types of challenge can be understood in getting different territorial actors culturally engaged and empowered by responsibility. These challenges include developing several things – empirical approaches to subsidiarity, open discussion strategies, partnerships and contractualised projects – and the enhancement of civic and community expressions.

Territorial governance implies the empowerment of an increasing multiplicity of actors, who must be included in the conception, construction and implementation of spatial development visions.

*b.* This understanding highlights the importance of strategic management of the different actors' involvement, and achievement of consensus and shared responsibility in identifying and selecting strategic development objectives. Therefore, more robust and effective frameworks need to be set up and put into action, enabling stakeholder mediation and management, and capitalising on results rather than seeking to neutralise differences of opinion.

## **5. Assessing and monitoring territorial governance: knowledge and practice development**

### *Facing the diversity of the European territory*

There is great socio-cultural, political, institutional and administrative diversity in the group of member states of the CEMAT territory, and this presupposes a wide range of patterns of adaptation to more effective forms of territorial governance. In this context, understanding what might be the optimal policy design for good territorial governance is demanding, yet necessary. Member states should aim at promoting the greatest possible dissemination of existing territorial governance principles, experience and practice.

### *Identifying and monitoring domestic adaptation patterns*

Patterns of domestic change should be closely monitored and interpreted, and member states should take this as a key policy objective in order to maximise the implementation potential of territorial governance principles. The framework for these relevant analytical procedures should be drawn from the vectors of action listed above (point 2.b).

Taking into account similar current experience at European Union and Council of Europe levels, the Committee of Senior Officials should be given the task of following up this highly relevant point. The Committee should address the constant and targeted dissemination of ongoing research in the member states. Furthermore, it should be expected to articulate the link between such knowledge and domestic policies targeting the principles of territorial governance.

### *Enhancing and capitalising on knowledge networks*

Where additional resources are available, they should seek to complement ongoing research, while avoiding duplication. Development of a wider culture of territorial governance requires strengthening institutional capacity, which can be improved by greater and more targeted flows of information and increased sharing of experience and attitudes right across Europe. Adequate conditions should be created to support knowledge networks, especially in financial and institutional support, as well as to strengthen existing links between research and policy communities, and increase the availability and quality of existing data for comparative research. Acquisition of the required capacity for constantly and effectively monitoring and assessing territorial governance enhancement should make the best possible use of existing networks, such as the projects developed by ESPON, the URBACT Community Initiative Programme, the Interreg III initiatives/future Objective 3, and the European Urban Knowledge Network (EUKN).

### **Resolution No. 3 on The territorial agenda of the European Union and its relation to CEMAT**

*adopted at the 14th session of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) of the member states of the Council of Europe, in Lisbon,, on 27 October 2006*

The ministers responsible for spatial/regional planning of the member states of the Council of Europe,

taking note of the territorial agenda of the European Union in the process of elaboration by European Union member states that will be discussed and put to adoption by European Union spatial development ministers at their informal ministerial meeting to be held in Leipzig on 24-25 May 2007,

considering the significance of the European Union territorial agenda as a strategic framework for the territorial development of European regions,

considering that the aim of strengthening the global competitiveness of all regions of Europe applies equally to EU and non-EU member states,

considering that CEMAT is the only European forum uniting EU and non-EU member states with the aim of sustainable spatial and socio-economic development of the European continent, as stated in the Lisbon Declaration adopted in this session of CEMAT,

being aware of the ongoing stakeholder dialogue in the process of elaborating the territorial agenda of the European Union,

appreciating that their role as CEMAT's ministers makes them an important stakeholder in this process,

wishing to promote territorial co-operation and a comprehensive approach to spatial/regional development on all European territory,

commit themselves to undertake, within their own fields of responsibility and in co-operation with other arms of their governments, all appropriate actions helping to strengthen the global competitiveness of all regions of the European continent.

### **Lisbon Declaration on Networks for sustainable spatial development of the European continent: bridges over Europe**

*Adopted by the ministers responsible for spatial/regional planning at the 14th session of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT), in Lisbon, on 27 October 2006*

We, the ministers of the member states of the Council of Europe attending the 14th session of CEMAT in Lisbon on 27 October 2006, considering:

- the commitment of the Council of Europe to the promotion of human rights, pluralist democracy and sustainable socio-economic development, put into concrete form by various European conventions and charters,
- the commitment of the Council of Europe to sustainable development, as stated by the heads of state and government of Council of Europe member states at the

3rd Summit (Warsaw, 17 May 2005), and particularly of the CEMAT to the specific goal of sustainable territorial development, reconfirmed through the Guiding Principles for Sustainable Spatial Development of the European Continent, adopted by the 12th session of the CEMAT in 2000 and recommended to the member states by the Committee of Ministers of the Council of Europe through Recommendation Rec(2002)1, as well as by the Ljubljana Declaration on the territorial dimension of sustainable development,

Having regard to the European Spatial Development Perspective (ESDP) agreed at the informal meeting of ministers responsible for spatial planning of European Union member states at Potsdam in May 1999,

Taking note of the territorial agenda of the EU being elaborated by EU member states and to be agreed upon by EU spatial development ministers at their informal ministerial meeting to be held in Leipzig on 24/25 May 2007,

Following the premises and objectives suggested in the work programme of the Committee of Senior Officials for the period 2004-06, highlighting the theme “Networks for sustainable territorial development: bridges over Europe”, and its priority topics,

- the high relevance and recognition of the principles and postulates of polycentricity and governance, in building increasingly consolidated and dynamic frameworks of balanced socio-spatial development and territorial cohesion across European territories and societies,
- the particular geographical situation of our common Europe, presenting a variety of opportunities which can be realised through adequate policies and their accountable implementation in agreement, co-operation and solidarity between the people and authorities of our states, regions and local communities,
- our readiness to continue to promote an integrated approach to territorial cohesion and territorial integration through a more balanced social and economic development of regions, improved cohesion and greater competitiveness that nonetheless respects the diversity and uniqueness of Europe, and the identities of its people,
- the role of local and regional authorities of Europe in the implementation of the principles of sustainability,
- the ongoing processes of European integration – the accession of new member states to the Council of Europe and the greatest enlargement of the European Union since its foundation – which are important steps in the building of Europe-wide cohesion.

Adopt the following declaration:

#### *The growing importance of networks*

Networks, consisting of a number of nodes and their direct or indirect links, are a fundamental element of contemporary societies. Networks are a crucial tool in establishing new bridges over Europe because they support enduring interdependence among different agents and territories.

Every network node contains a limited number of resources and is therefore also dependent on the resources contained by other nodes. It is the quality of resources (namely the people and organisations) of each node, along with the quality of interaction and resource-sharing, that determines the role and efficiency of a network. This is particularly relevant in the contemporary knowledge society, where co-ordination of resources devoted to research and development (R&D) and the diffusion of information and knowledge are critical to creativity, innovation and competitiveness. In this sense, networks are a crucial tool for achieving the objectives of the Lisbon Strategy.

Constructing the future of Europe presumes the strengthening of interactions and interchanges at regional, national and European levels, but also globally because dynamic networks require external links to other networks and systems. It is necessary to devise and build networks as “bridges” for the sustainable spatial and socio-economic development of the European continent, which is better achieved by boosting interactions between systems. Strong networks may help to promote sustainability.

Virtual networks (co-operation networks) need infrastructural networks that support communication and interchange. In particular, transport (including inland waterways and sea lanes) and information and communication technologies (ICT) are crucial to the integration of European territory. The European Union report, *Networks for Peace and Development*, on extension of the major trans-European transport axes to neighbouring countries and regions is an important step towards good pan-European connections.

Networks are tools for better governance: sharing knowledge and best practices, benchmarking and collective constant learning, engagement, monitoring and accountability form a new way of promoting competitive adaptation to the challenges of globalisation and territorial cohesion.

#### *Identifying priorities for co-operation and networking*

Cities and regional development poles are the primary nodes of national and trans-national exchange, and distribution of goods and commodities; they are hotbeds of knowledge, culture, information and innovation. City networks are irreplaceable in their roles in disseminating good practice and developing and testing new ideas on the dynamics of sustainability, competitiveness, polycentric development and social integration. Urban co-operation and urban networks, such as the recent European Urban Knowledge Network (EUKN), need to be strengthened. Council of Europe member states should build on this experience to disseminate information and targeted knowledge to better inform urban policies.

There are new roles for cities and regions in a global and knowledge economy that justify the need for more thematic networking among European cities. Local action for innovation, employment and economic growth, sustainable mobility, urban regeneration and integration of migrants are some areas where urban networks can be a particularly efficient way of gathering new knowledge and information. One must stress the contribution of the URBACT Community Initiative Programme and the Interreg III Community Initiative, and hope that future programmes in the

framework of the objective of European territorial co-operation will continue to emphasise thematic co-operation among European cities.

The existing diversity of cultures and territorial identities represents an invaluable potential for territorial development. Networks of civil organisations and social groups, as well as social networks evolving during or resulting from societal processes and migration flows, represent a complex web of the social dimension of spatial relations. Cultural and civic networks, not only those which promote the enhancement of European built heritage but also those that support exchanges to promote creativity and innovation, must also be more widely encouraged in the future on European territory.

Creating and benefiting from nature conservation areas, even if they have very different levels of protection and legal frameworks, is strategic for Europe's identity and sustainability. Strengthening pan-European ecological networks represents the building of "green bridges" which should be promoted for the benefit of conservation, biodiversity and landscape character.

Landscapes, in particular cultural ones, being a significant part of European natural and cultural heritage, contribute to European identity and development potential. Their diversity and quality should provide the basis for a European landscape network in the framework of the European Landscape Convention.

All European countries face the challenge of integrated rural development. Rural areas are usually spaces of low density, ageing population and a weak urban network, besides being sometimes remote. The low density of economic and social actors emphasises the strategic role of networking and co-operation. The concept of the "rural development pole" may be suitable for organising co-operation in rural areas with one or more small towns, using their endogenous potentials in different ways. The experience accumulated by the EU Leader initiative should be analysed, as it may be the basis for an European knowledge network on rural development action.

It is fundamental to enhance the capacity to produce, assimilate and disseminate knowledge on issues of integrated spatial planning and development. Member states should analyse and improve the methodological aspects, management, follow-up and evaluation of projects, plans and policy measures, and set up appropriate knowledge dissemination and training strategy. Capitalising on existing European experiences, such as ESPON (European Spatial Planning Observation Network), member states should participate actively in constructing pan-European networks, so as to generate public policies that contribute to more balanced and integrated development.

The ongoing discussion on maritime issues in Europe should be taken into consideration. Spatial planning of the sea and integrated management of coastal zones, particularly in regard to sea lanes and the diverse uses of maritime areas, can play significant roles in developing networks over Europe.

#### *Contribution of networks to sustainable spatial development*

Pan-European networks can strengthen competitiveness and innovation, while promoting territorial cohesion, but should not be regarded as a panacea to cure poor territorial cohesion, unsustainable development and territorial disparities. The

asymmetrical nature of networks should be overcome by highlighting the role of co-operation between peripheral areas and enhancing networks as instruments in the dissemination of knowledge.

Member states should take into consideration the scales at which networks operate and how these overlapping scales can interact. Trans-national level is the scale where more creative patterns and co-operation experiences at territorial level can occur. Cross-border networks can be achieved by embedding strategic co-operation between cities and regions, and by building social, economic, ecological or cultural networks. Spatial development policies should take this into consideration in their design and implementation.

The Internet is a powerful tool to support networking and general access must be a priority aim, but networking is interaction among people, organisations and territories. A website is no substitute for a real and effective network.

From all that has been mentioned above, we, the ministers responsible for spatial/regional planning of the member states of the Council of Europe:

Highlight that:

- The European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) of the Council of Europe is the only European forum uniting EU and non-EU member states with the aim of sustainable spatial and socio-economic development of the European Continent.
- CEMAT provides a framework to support multiple initiatives favourable to the emergence of national and transnational strategies for sustainable spatial and socio-economic development of the European continent.
- CEMAT should devise supra-national spatial planning strategies with a focus on an integrated approach and co-ordination of sector policies with a spatial impact, based on the experience of the Pan-European Network of CEMAT Regions of Innovation and on the co-operation of member states in the framework of the Interreg Community Initiative. These strategies should be based on ongoing complementarities between CEMAT and EU co-operation initiatives, not duplicating them.
- CEMAT has a fundamental role in developing, strengthening and diversifying the European dimension of co-operation networks, which are crucial to its sustainable spatial development and territorial cohesion.
- It is fundamental to overcome the asymmetrical nature of these networks, highlighting the role of co-operation not only among central areas, but also among peripheral ones, and between both of them, in order to promote territorial cohesion and boost competitiveness, innovation and creativity in Europe
- It is fundamental to secure co-ordination and co-operation among networking member states and their authorities, at national, regional and local levels, in key public policies on spatial development or policies with impact on different levels of action. Such co-ordination may act as a driving force towards benchmarking processes. Territorial thematic networks should stimulate constant learning in the field of spatial development and boost innovation in the different countries.

- It is necessary to promote the setting-up of specific “network creation environments” at several levels of action, and in different sectors of administration and society, that can mobilise network creation and thus stimulate more efficient and wide-ranging constant learning. In the framework of CEMAT, European territorial co-operation and the New Neighbourhood Policy, member states shall act to increase pan-European networking and co-operation.
- The development of networks needs increasing attention to people and organisations in order to improve the capacity to interact, assimilate and absorb external knowledge in the different member states.
- Research in the field of territorial development is necessary as a basis for adequate territorial policies, but should not be duplicated. Increased co-operation and participation in the framework of existing research networks, such as ESPON, is important to improve territorial knowledge at European level.
- The Guiding Principles for Sustainable Spatial Development of the European Continent (CEMAT Guiding Principles) provide a framework for evaluating important projects and measures from the perspective of spatial planning policy and for building an agenda of co-operation between CEMAT and the EU, aiming at developing new forms of territorial governance by the expansion of networks across the whole European continent.

#### Appeal to:

- The member states of the Council of Europe to strengthen, diversify and implement co-operation networks in the field of territorial development, thus creating synergies for sustainable spatial and socio-economic development of the European continent.
- The Committee of Ministers, the Parliamentary Assembly, the Congress of Local and Regional Authorities of the Council of Europe, as well as the European Union, to support the strengthening of the network approach at trans-European level as an efficient way to foster sustainable spatial and socio-economic development and create bridges over Europe.
- The Council of Europe and the European Union to consider extending the final recommendations of the report *A sole ambition for the European continent* to include the increase in co-operation in issues of spatial development,
- The Council of Europe and the European Union to enhance their co-operation in the field of spatial development by defining tools that would facilitate territorial trans-European co-operation between EU and non-EU member states, as well as with neighbouring countries, in order to prevent unbalanced and unsustainable development of the European continent.

#### Commit themselves within their means and competencies to:

- Continue to implement the CEMAT Guiding Principles, within the framework of our competencies;
- Continue to work towards promoting the territorial dimension of sustainable development, according to the Ljubljana Declaration, adopted at the 13th session of CEMAT;



– Create conditions, at national and trans-national levels, for promoting and strengthening networks of territorial co-operation in the framework of CEMAT, for the sustainable spatial and socio-economic development of the whole European continent.

#### **Resolution No. 4 on The organisation of the 15th session of CEMAT**

*adopted at the 14th session of CEMAT, in Lisbon, on 27 October 2006*

The ministers responsible for spatial/regional planning of the member states of the Council of Europe, taking part in the 14th session of CEMAT,

express their heartfelt thanks to the Government of Portugal for having organised the 14th session on “Networks for sustainable spatial development of the European continent: bridges over Europe” and for its kind hospitality;

appreciate the work done and the activities implemented by the Committee of Senior Officials,

consider that no sustainable territorial development, spatial/regional planning and territorial cohesion can be promoted and implemented without the active involvement of national, regional and local representations;

are pleased that the Government of the Russian Federation has offered to host the 15th session of their conference in the Russian Federation in 2009;

decide that the theme of their 15th session will be:

“Challenges of the future: sustainable spatial development of the European continent in a changing world”;

instruct the Committee of Senior Officials:

- i. to make the necessary arrangements to prepare the 15th session and to ensure implementation of the resolutions and the declaration adopted at the 14th session;
- ii. to continue to formulate on the basis of Recommendation Rec(2002)1 of the Committee of Ministers of the Council of Europe to member states on the Guiding Principles for Sustainable Spatial Development of the European Continent (CEMAT Guiding Principles) concrete and sustainable solutions and policies aimed at better balanced development and territorial cohesion of the European continent;
- iii. to propose specific methods, and identify what is needed technically and financially, to implement CEMAT activities relating to the abovementioned Guiding Principles;
- iv. to foster cross-border, transnational and inter-regional co-operation by carrying out territorial development projects supported by the Council of Europe, the European Union, and international and national institutions;
- v. to continue and deepen their pan-European work on the basis of the results achieved so far, by means of appropriate dissemination in networks and national contexts;

vi. to present a report, with specific results and evaluations of the added value of activities implemented, at the next session of CEMAT.

ask the Committee of Ministers of the Council of Europe, as requested by the Action Plan adopted by the heads of state and government of the member states of the Council of Europe at the 3rd Summit of the Council of Europe (Warsaw, 17 May 2005), to continue providing the conference secretariat and the Committee of Senior Officials with the resources needed to organise the next session and implement its work programme.

## Spatial development glossary

*Document presented at the 14th Session of the European Conference of Ministers responsible for Spatial/regional Planning (CEMAT), Lisbon Portugal: 26-27 October 2006*

### Presentation

In the context of spatial development policies, a number of specific expressions and concepts are frequently used in most European states. Some of them are traditional professional expressions, while others were only recently introduced into the professional vocabulary, especially in the drafting and publication of Recommendation Rec(2002)1 of the Committee of Ministers of the Council of Europe on the Guiding Principles for Sustainable Spatial Development of the European Continent (GPSSDEC-CEMAT) or the European Spatial Development Perspective (ESDP).<sup>1</sup> The aim of the present glossary is to provide a definition of such expressions, as well as some explanations about their use and recent evolution.

The glossary is addressed to a wide range of officials, professionals and representatives of civil society involved in territorial development policies and related activities at various levels. It aims to clarify the content of widely used concepts and expressions in this field, and the distinctions between them.

In its present form, the glossary cannot be considered as a final product. Further concepts and expressions can be added in future, according to specific demands and to the evolution of spatial development activities.

Each concept or expression in the glossary is followed by a definition, generally succeeded by comments in italics, giving further information on the origin, context, evolution or policy implications of the concept. Where concepts or expressions are related by similarity of meaning or by policy considerations, such links of affinity are indicated by “See also”. Alternative terms for the same concept are listed, with the preferred term indicated by “See”.

Many documents,<sup>2</sup> which cannot all be mentioned, were consulted in compiling the glossary, providing definitions, or information on the meaning, of the expression concerned. Where expressions are very close in what they signify, they have been grouped into a single category and the text illustrates the slight differences between them.

---

1. The ESDP was adopted in 1999.

2. Among those consulted were various CEMAT/Council of Europe documents, including the Guiding Principles (Recommendation Rec(2002)1 of the Committee of Ministers of the Council of Europe on the Guiding Principles for Sustainable Spatial Development), the Ljubljana Declaration on “The territorial dimension of sustainable development” (13th CEMAT/Council of Europe, 2003) and the Lisbon Declaration on “Networks for sustainable spatial development of the European Continent: bridges over Europe” (14th CEMAT/Council of Europe, 2006; see [www.coe.int/CEMAT](http://www.coe.int/CEMAT)), as well as the ESDP. The free encyclopaedia Wikipedia has also been valuable for the definition and explanation of a number of concepts and expressions.

The expressions selected are presented in alphabetical order, letter by letter.

**List of concepts and expressions contained in the glossary**

Accessibility

Administrative level

Brownfield land

Business park

Comprehensive spatial development approach

Connectivity

Conurbation

Cross-border, transnational, inter-regional co-operation

Cultural routes

Derelict area

Disadvantaged regions

Endogenous development

Environmental impact assessment

Environmental planning

Eurocorridor

Functional urban area

Gateway cities

Governmental level

Integrated coastal management

Integrated planning

Land management

Landscape

Landscape planning

Landscape policies

Land-use planning, zoning

Metropolitan region/Metropolitan area

Natural risk/Natural hazard/Natural disaster

Participatory planning

Partnership/co-operation

Peripheral regions

Peri-urban areas  
Physical planning  
Polycentric spatial structure/polycentric spatial development  
Public-private partnership  
Public services  
Region  
Regional development/Regional planning  
River basin management  
Rural area/Countryside  
Rural development  
Rural development pole  
Spatial development, Spatial development policy  
Spatial development projects  
Spatial planning  
Strategic environmental impact assessment  
Suburbanisation  
Sustainability assessment  
Sustainable spatial development  
Technological risk/Technological hazard  
Technopole/Technology centre/Technology park/Science park  
Territorial cohesion  
Territorial co-operation  
Territorial development  
Territorial governance  
Territorial potential  
Territorial impact assessment  
Town and country planning  
Urban area  
Urban development  
Urban design  
Urban ecosystem  
Urbanisation

Urban management

Urban planning

Urban renewal/Urban regeneration/Urban revitalisation/Urban rehabilitation/Urban restoration

Urban-rural partnerships

Urban sprawl

Urban structure/Settlement structure

## **Glossary**

### Accessibility

Accessibility refers to the ease of reaching destinations.<sup>3</sup> In addition to physical accessibility by transport infrastructure, connectivity through advanced telecommunication systems contributes to improving the intangible accessibility of areas.

*Accessibility depends on the extension and quality of transport infrastructure and services. People living in places that are highly accessible can reach many destinations quickly, while people in inaccessible places can reach fewer places in the same amount of time. The progress of telecommunication has created a new form of intangible access, which plays a significant part in territorial development potential. The level of accessibility is a very important factor in territorial development, especially in the context of globalisation.*

*See also Connectivity*

### Administrative level

Administrative levels correspond to the territorial/administrative units where public administrations are established, regardless whether or not elected bodies exist at the same level.

*In European states, three or four administrative levels generally exist. Very often, state and decentralised (regional, municipal) administrations co-exist at certain levels. There, where various administrative levels depend on a single governmental level (an elected body), they are generally organised in a hierarchical way.*

*See also Governmental level*

### Brownfield land

Brownfield land is land previously used for industrial (or certain commercial) purposes, which may be contaminated by low concentrations of hazardous waste or pollution but has the potential to be re-used once it is cleaned up.<sup>4</sup> Sometimes, the

---

3. See Free Encyclopedia Wikipedia.

4. Ibid.

term “brownfield land” is also used to designate areas that were previously developed and have become obsolete, but are not necessarily contaminated.

*Generally, brownfield sites exist in a town’s industrial section, on land with abandoned factories or commercial buildings, or other previously polluting operations. Small brownfield sites may also be found in many older residential districts, where (for example) dry-cleaning establishments or petrol stations once existed. Many contaminated brownfield sites were unused for decades, but emphasis has recently been put on decontaminating and rehabilitating them because demand for development land is continually growing.*

*See also Derelict area*

### Business park

A business park or business estate is an area of land where many office and commercial buildings are grouped together.<sup>5</sup> Business parks are groupings of tertiary activities, and so are different from industrial parks (manufacturing) or technology parks (research and technological development).

*Business parks are generally located in suburban areas, at the most accessible points of the metropolitan road network.*

### Comprehensive spatial development approach

A comprehensive spatial development approach is a policy approach that considers all factors likely to influence the spatial development of a specific territory, whatever their nature (including natural factors such as climate change or natural hazards, human activities such as private investment or social/cultural behaviours, and public policies). It pays particular attention to the coherence of public (sectoral) policies that have a clear impact on the territory so as to ensure a high degree of territorial cohesion and avoid shortcomings such as insufficient synergies, sub-optimal effects of resource allocation and territorial impacts counteracting the desired spatial evolution.

*See also Spatial development; Sustainable spatial development*

### Connectivity

The connectivity of an urban settlement or location corresponds to the number, nature and capacity of transport and telecommunication links with other urban settlements and with major networks.

*The level of connectivity does not depend only on the proximity of major transport and communication networks, but also (and primarily) on proximity to points of access to these networks (railway stations, motorway junctions). The concept of connectivity applies to both transport and telecommunications.*

*See also Accessibility; Eurocorridor*

---

5. Ibid.

## Conurbation

A conurbation is an aggregation or continuous network of urban communities that have physically merged through population growth and expansion. It is a polycentric form of agglomeration.<sup>6</sup>

*Physical proximity and the continuity of built-up areas are prerequisites for the definition of a conurbation, even though interstitial open spaces may also exist. Conurbations generally developed during the industrial revolution when settlements built up in areas with significant raw materials (especially mines) or along coastal strips (between the shore and uplands in the hinterland).*

## Co-operation

*See Cross-border co-operation; Partnership; Territorial co-operation.*

## Countryside

*See Rural area*

## Cross-border, transnational, inter-regional co-operation

Territorial co-operation between national, regional and local authorities is an important element of European integration. It aims at abolishing the negative impact of national borders on territorial development. Depending on the territorial scale, three types of co-operation are distinguished.

### – *Cross-border co-operation*

This takes place over short distances between areas on either side of national borders. Cross-border co-operation encompasses all types of normal activities of local and regional communities, such as economic development, spatial planning, tourism, recreation, training, transport and environmental protection. Cross-border co-operation also applies in areas such as the Euroregions and, in a number of cases, areas where more than two countries converge (for instance the Saar-Lor-Lux region, Upper Rhine Triangle).

### – *Transnational co-operation*

This more recent type of territorial co-operation stretches across national borders over large areas (Atlantic Arc, Baltic Sea Region, Western Mediterranean Region). Co-operation focuses more on specific strategic issues, such as networks of metropolitan areas, promotion of the maritime economy of coastal regions, general improvement of accessibility, large-scale measures related to enhancement of the natural and cultural heritage.

---

6. See Free Encyclopedia Wikipedia.



– *Inter-regional co-operation*

This is of thematic nature and takes place between regions of different countries, sometimes far away from each other, generally without territorial continuity. Inter-regional co-operation may comprise transfers of know-how and experience, the joint improvement of techniques and methodologies contributing to the development of regions or enterprises, or the promotion of long-distance tourism. Inter-regional co-operation may also take place between regions of the same country, with or without territorial continuity.

Cultural routes

Cultural routes are itineraries that bring together significant elements of heritage and tradition witnessing and illustrating specific periods and events of European history. Cultural routes involve also intangible and spatial dynamics, unlike a cultural landscape, which is more static and restricted in nature.

*The cultural routes programme of the Council of Europe is an instrument for reading the European values that emerge from the complex of cultures and societies that constitute Europe. It is based on themes representing European values, specifically values that are common to several European countries. These themes are handled by multidisciplinary networks set up in several member states. They appear in a whole series of projects of multilateral co-operation. Examples of cultural routes are: the Pilgrim Pathways, the Monastic Influence Routes, the Celts' Routes, Hanseatic sites, routes and monuments, fortified military architectures in Europe, etc. Cultural routes are important for the development of cultural tourism.<sup>7</sup>*

Derelict area

Derelict areas are (generally urban) areas that have suffered a significant downturn, with declining or abandoned industries, closed businesses and houses, vacant shops, a degraded environment and virtually empty streets at night. Some derelict areas are also contaminated and can be considered as brownfield sites. Derelict areas are a major cause of environmental stress in urban areas.

*See also Brownfield land*

Disadvantaged regions

Disadvantaged (or disfavoured) regions are regions with a relatively low level of economic development, which may result from their location, especially if this is remote or peripheral, from natural and climatic conditions (polar areas, regions subject to drought, mountainous regions), from the characteristics of their population (sparsely populated regions, regions subject to emigration), from access constraints (insular regions, regions badly connected to centres by inefficient transport infrastructures). Regions characterised by obsolete economic structures (old industrial regions subject to economic reconversion) are also often considered disadvantaged regions.

---

7. See Cultural Routes Programme of the Council of Europe.

*Regional development policies address disadvantaged regions as a priority and support them through measures of infrastructure development, technological development, training, professional qualification and promotion of economic activities.*

#### Endogenous development

Endogenous development is a form of economic development that relies primarily on the internal resources of a specific territory. These comprise natural resources and raw materials, skills, know-how and innovation capacity, local products (agriculture, forestry, handicraft, manufacturing) and factors attractive for the residential and tourist economy (climate, natural and cultural heritage, attractive landscapes and other amenities).

*Endogenous development is the opposite of (or complements) exogenous development, which is based on investments made by foreign enterprises (from another country or region).*

#### Environmental impact assessment

An environmental impact assessment is an analysis of the impacts that a project is likely to have on ecosystems, human health and nature's services. The main impacts to be analysed are: soil contamination, air pollution, noise health effects, ecology impacts including endangered species assessment, geological hazards assessment and water pollution.

*The EU Directive on Environmental Impact Assessment (EIA) was introduced in 1985 and amended in 1997 and 2003. The EIA procedure ensures that the environmental consequences of projects are identified and assessed before authorisation is given. The public can give its opinion and all results are taken into account in the authorisation procedure of the project. The public is informed of the decision afterwards.*

*See also Strategic environmental impact assessment.*

#### Environmental planning

Environmental planning is a relatively new discipline aiming to merge the practice of urban/regional planning with the concerns of environmentalism.<sup>8</sup> Environmental planning applies equally to urban/metropolitan and rural/natural areas, taking in all environmental regulations from European to local level.

*The most common expression of environmental planning is the realisation of rigorous environmental impact assessments of projects and programmes of land use, economic development, transport, housing development, air, noise, water, wetlands, endangered species and habitats, ecosystems, flood zones, coastal zones and the visual aspects of such schemes.*

---

8. See Free Encyclopedia Wikipedia.

### Eurocorridor (or Pan-European corridor)

Eurocorridors are linear spaces connecting large conurbations across national borders. They are areas of rapid and large-scale spatial dynamics in a Europe of vanishing national borders. Four inter-related dimensions can be distinguished in Eurocorridors: infrastructure and transport (mainly the Trans-European Networks), urbanisation, economic development and environmental sustainability.

*The rapid dynamism of Eurocorridor zones is increasingly complex, both spatially and politically. For example, political conflicts may arise from the tensions between the rapid construction of new physical infrastructure and business sites on the one hand and conservation of existing nature, landscape and rural scenery on the other. This illustrates the need for advanced spatial planning and policy-making of Eurocorridor development.*

### Functional urban area

A functional urban area characterises the area of influence of a city. It is generally delineated on the basis of statistics (for instance, commuter flows).

*Most European countries have definitions of Functional Urban Areas or similar concepts, such as travel-to-work areas, commuting catchment areas, commuting zones or functional urban regions. In the context of the ESPON I Programme, an attempt has been made to produce an identification and delineation of functional urban areas (FUA) at European level, using a harmonised statistical definition.<sup>9</sup>*

### Gateway cities

Gateway cities are key entry points to Europe, typically based on major ports and/or airports, but also trade fair/exhibition cities and cultural centres likely to be the first point of call of international tourists.

*The removal of national boundaries within the European Union and the EU enlargements have created new possibilities. Cities and metropolitan regions that were once on national peripheries or mainly connected to non-EU countries can build a new role as gateway cities in polycentric networks. To fulfil this potential they must be connected to trans-European networks. Global gateways are major urban conglomerations, often spread across more than one city, that have the potential to offer goods and services at an international scale. They rely on a combination of scale, excellent communications (focused around the conjunction of international air and rail terminals), high-quality ICT networks creating the context for a knowledge-rich environment, and high-quality R&D facilities (usually universities and research centres), which help to create the potential for cutting-edge research and produce a highly skilled labour force. Given such assets, global gateways provide the means of attracting international inward investment and significant international export of goods and services.*

---

9. See ESPON Study, 1.1.1. "The role, specific situation and potentials of urban areas as nodes in a polycentric development" co-ordinated by Nordregio: Final report, 2004.

## Governmental level

Governmental levels correspond to territorial/administrative units where an elected assembly, with its own administration, is established.

*In decentralised countries, three or four governmental levels generally exist, while in more centralised countries, no more than two levels (national and local) can be found.*

*See also Administrative level; Territorial governance*

## Integrated coastal management

An integrated, participative territorial approach is required to ensure that the management of Europe's coastal zones is environmentally and economically sustainable, as well as socially equitable and cohesive. It aims at resolving the conflicting demands of society for products and services, taking into account both current and future interests. Major objectives are to:

- strengthen sectoral management by improved training, legislation and staffing;
- preserve the biological diversity of coastal ecosystems by preventing habitat destruction, pollution and over-exploitation; and
- promote rational development and sustainable use of coastal resources.

*Coastal zones are of strategic importance. They are home to a large percentage of European citizens, a major source of food and raw materials, a vital link for transport and trade, the location of some of the most valuable habitats and the favoured destination for leisure time. Yet coastal zones are facing serious problems of habitat destruction, water contamination, coastal erosion and resource depletion. This depletion of the limited resources of the coastal zone (including the limited physical space) is leading to increasingly frequent conflict between uses, such as between aquaculture and tourism. Coastal zones also suffer from serious socio-economic and cultural problems, such as weakening of the social fabric, marginalisation, unemployment and destruction of property by erosion. At EU level, a programme of Integrated Coastal Zone Management (ICZM) is being implemented.*

*See also Integrated planning*

## Integrated planning

Integrated planning (as opposed to sectoral planning) is a process involving the drawing together of level- and sector-specific planning efforts that permits strategic decision-making and provides a synoptic view of resources and commitments. Integrated planning acts as a focal point for institutional initiatives and resource allocation. In the context of integrated (or comprehensive) planning, economic, social, ecological and cultural factors are jointly used and combined to guide land- and facility-use decisions towards sustainable territorial development.

## Inter-regional co-operation

*See Cross-border co-operation*

## Land management

Land management can be defined as the process of managing the use and development of land resources in a sustainable way.<sup>10</sup>

*Because land resources are used for a variety of purposes that interact and may compete with one another, all land use should be planned and managed in an integrated manner. Land management is closely related to land-use planning and physical planning. The term may also cover the activity of land assembly (land purchase by public authorities to facilitate future use, such as protection of natural areas or development for housing or infrastructure).*

## Landscape

According to the European Landscape convention, “landscape means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors”.<sup>11</sup>

*The Guiding Principles<sup>12</sup> indicate that “Europe is composed of a plurality of landscapes. They are a significant part of European heritage and a witness of the past and present relationships between man and his natural and built environments. Developments in production techniques in agriculture, forestry and industry, and changes in town planning, transport, other types of infrastructure, tourism and leisure time behaviour are accelerating the transformation of European landscapes and can also have a negative impact on their quality and use. This not only concerns valuable natural landscapes, but also applies generally to all types of cultural landscapes, especially those that are an essential component of the urban environment.”*

## Landscape planning

Landscape planning is an activity involving public and private professionals, aiming at the creation, conservation, enhancement and restoration of landscapes at various scales, from greenways and public parks to large areas, such as forests or wilderness areas, and reclamation of degraded landscapes such as mines or landfills.

*Landscape planning encompasses a variety of skills and knowledge, such as landscape architecture and design, nature conservation, knowledge of plants, ecosystems, soil science, hydrology and cultural landscapes. The provisions of the European Landscape Convention are important guidelines for the content and procedures of landscape planning.*

*See also Landscape; Landscape policies*

---

10. See Free Encyclopedia Wikipedia.

11. European Landscape Convention (came into force in 2004), Council of Europe.

12. Guiding Principles for the Sustainable Spatial Development of the European Continent, CEMAT, 2000.

## Landscape policies

According to the European Landscape Convention, “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”.

*Under this general heading, various types of landscape policy can be identified:*

- *the European Landscape convention indicates that:*
  - *“Landscape protection means actions to conserve and maintain the significant or characteristic features of a landscape, justified by its heritage value derived from its natural configuration and/or from human activity”;*
  - *“landscape management means action, from a perspective of sustainable development, to ensure the regular upkeep of a landscape, so as to guide and harmonise changes which are brought about by social, economic and environmental processes”;* and
  - *“landscape planning means strong forward-looking action to enhance, restore or create landscapes.”*
- *the Guiding Principles indicate 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”. Various types of measures are likely to contribute to this aim, such as: the integration of landscape development into spatial planning as well as into sectoral policies, the examination and general assessment of landscapes, the implementation of integrated policies, the consideration of landscape development and protection in international programmes, cross-border and transnational co-operation, raising awareness among people, private organisations and territorial authorities of the value of landscapes, and stronger integration of landscape development into training programmes.*

## Land-use planning, zoning

Land-use planning is a branch of public policy that encompasses various disciplines seeking to order and regulate the use of land in an efficient way.<sup>13</sup> It means the scientific, aesthetic and orderly disposition of land, resources, facilities and services with a view to securing the physical, economic, social and environmental efficiency, health and well-being of urban and rural communities.

*Zoning is an important component of land-use planning. It commonly includes regulation of the kinds of activities that will be acceptable on particular lots (such as open space, residential, agricultural, commercial or industrial), the densities at which those activities can be performed and the amount of space that structures may occupy.*

---

13. See Free Encyclopedia Wikipedia.

### Metropolitan region/Metropolitan area

A metropolitan area is a settlement system consisting of a large city (with its suburbs) and its adjacent zones of influence, which may comprise urban centres of different sizes.<sup>14</sup> These adjacent zones are generally the so-called commuter belt. Interstitial open spaces also form part of the metropolitan area.

A metropolitan region is generally considered as a region (in the administrative or geographical sense) dominated by an important metropolitan area. In spatial terms, its extent is therefore wider than that of the metropolitan area, but in some interpretations the two concepts of metropolitan area and metropolitan region have similar meanings.

### Natural risk/Natural hazard/Natural disaster

Numerous natural events represent a risk for the living, built and natural environments; they threaten human and animal life, and may cause serious damage to settlements. For that reason, human settlements have to be protected, as far as possible, against natural risks through adapted prevention measures.

According to their intensity, impact and damage, these natural events (or hazards) may be considered as natural disasters. A natural disaster is therefore the result of a natural hazard combined with human activity.<sup>15</sup>

The main natural hazards are: avalanches, drought, earthquakes, floods, land slides, volcanic eruptions, tsunamis, tornados, cyclones and wildfires.

*Recent decades have seen a significant increase in the occurrence, severity and intensity of natural disasters. There is considerable scope for reducing risk by the application of disaster prevention and mitigation efforts based, for instance, on modern forecasting technology (early warning systems), improved land-use and settlement planning, and safer building practices.*

### Pan-European corridor

*See Eurocorridor*

### Participatory planning

Participatory planning is a form of planning activity practised by public authorities, mainly at local level, that makes possible for citizens to play a part in the planning process.

*The most common form of participatory planning is consultation of the population on projects before their formal approval. More substantial and creative forms of public participation are also in use, such as workshops and public debates. The Internet plays an ever-growing part in participatory planning, either for the dissemination of information on planning projects or in the context of interactive communication systems.*

---

14. Ibid.

15. Ibid.

## Partnership/co-operation

The governance of territorial development policies has significantly changed since the 1980s in order to face new challenges more efficiently. In the past, territorial governance was mainly hierarchical, often of a top-down nature, but a number of factors have led to the adoption of more flexible approaches in which co-operation and partnership play a more important part, especially in the following fields:

- vertical and horizontal relationships in public administrations responsible for territorial planning and sectoral policies with territorial impacts, partly substituting for authoritarian relationships and enabling the progressive coherence of public policies with the aim of producing added value for territorial cohesion and sustainability;
- relationships between public administrations and bodies representing civil society, with the aim of strengthening the adherence of civil society to spatial planning objectives, harmonising public policies with private decisions, in particular in the field of investment, and smoothing out potential conflicts of interest;
- relationships between urban and rural areas, with the aim of developing rural areas with the aid of services provided by urban entities, alleviating the pressure that metropolitan areas exert on surrounding rural areas and making the various functions of urban–rural relations sustainable;
- cross-border and transnational relationships, aiming at harmonising territorial development policies across national borders.

## Peripheral regions

Peripheral regions are areas far away from the main urban and economic centres, either within a country or on the European continent. Peripheral regions generally have lower economic potential and accessibility than more central ones. Regional development policies pay specific attention to peripheral regions.

## Peri-urban areas

Peri-urban areas are areas in some form of transition from strictly rural to urban. These areas often form the immediate urban–rural interface and may eventually evolve into being fully urban. Peri-urban areas are places where people are key components: they are lived-in environments.

*The majority of peri-urban areas are on the fringe of established urban areas, but some are clusters of residential development within rural landscapes. Peri-urban areas are most frequently a result of suburbanisation or urban sprawl.*

*See also Suburbanisation*

## Physical planning

Physical planning is strongly related to land-use planning, urban design, transport planning, landscape planning and building plans. It addresses activities that immediately affect or decide the physical structure and environment of cities and neighbourhoods (unlike economic planning or social planning).



## Polycentric spatial structure/Polycentric spatial development

A polycentric spatial structure refers to the morphology of the settlement system. It assumes that a plurality of urban agglomerations of similar size exist at various levels of the urban hierarchy, as opposed to situations where a single large urban centre dominates each level and even eliminates the presence of intermediate levels. The principle of polycentric spatial structure and development can be applied at various geographical scales, from European to the regional.

*The concept of polycentric spatial development was first introduced into the European debate on spatial development policies by the European Spatial Development Perspective (ESDP) and was taken over into the Guiding Principles. Polycentricity of settlement systems is considered to favour sustainable territorial development as well as the reduction of territorial imbalances.*

*An important aspect of polycentricity is that it is valid at different scales:*

- applied at European scale, it should enable the emergence of alternative global economic integration zones likely to counteract the polarisation effects of the “pentagon” of London–Paris–Milan–Munich–Hamburg;
- at intermediate scale (for instance, at national scale or in transnational areas), polycentricity should lead to a balanced settlement system with growth benefiting several metropolitan areas of various sizes and not only national capital cities;
- at regional level, polycentricity should ensure that the benefits of growth and development also reach medium-sized and smaller towns, so as to maintain and increase vitality in the more rural parts of the region.

*CEMAT Resolution No.1 (2006) on “Polycentric development: promoting competitiveness, enhancing cohesion” indicates that polycentricity is an umbrella theme that encompasses different conceptual debates. In order to favour polycentric development, spatial development policies should:*

- *promote functional complementarity between government levels;*
- *take into consideration the existence of overlapping polycentric networks;*
- *favour an integrative cross-sectoral, multi-scale policy;*
- *strengthen institutional capacity-building;*
- *take into consideration the existence of soft instruments that may allow more effective use of infrastructural, organisational and human resources;*
- *target growth potentials, understanding cities as economic drivers, essential to endogenous regional development; and*
- *promote adapted administrative and organisational structures with competency to support equitable sharing and redistribution of diverse regional resources, and absorb the burdens and negative impacts of spatial decisions that often traverse local administrative borders.*

## Public–private partnership

A public–private partnership is a formal agreement (generally a contract) by which a public body (government, regional or local authority) and one or more private entities decide to co-operate to build assets or deliver services.

*The choice of private entities is generally made on the basis of competition. The role of the public entity is to ensure that public interests are respected in the operation. For this purpose, the contract stipulates precisely the tasks to be fulfilled by the private entities, in terms of services to be delivered, capital to be invested, security norms to be respected and so on. Private entities generally participate by bringing in equity and/or operating services. There are many different forms of public–private partnership, such as concessions and BOT (Build–Operate–Transfer). In the context of the neo-liberal economic systems that prevailed in the late 20th century, numerous public–private partnerships were created throughout Europe.*

## Public services

“Public services” is a generic term to designate services provided (directly or indirectly) by public authorities to citizens. Public services are delivered in a variety of fields, such as passenger transport, mail distribution and collection, health care, education and telecommunications.<sup>16</sup>

*The principles on which public services are based are those of equality (equal access for everybody) and reasonable conditions of access (most public services are subsidised because they are not profitable). In the context of the neo-liberal economy that developed in Europe in the late 20th century, many public services were privatised (partly or totally transformed into private services), with increasing prices and less equal conditions of access across the territory. A sustained debate has resulted. In EU terminology, public services are called services of general interest.*

## Region

The concept of a region is multi-dimensional. It may refer to:

- a geographical area with a strong natural identity and homogeneity (for instance, a mountain or coastal region);
- a territory with a significant economic identity or homogeneity (such as an area centred around a metropolis or one characterised by specific manufacturing industries);
- a political-administrative unit governed by an elected regional assembly or administered by representatives of the national administration;
- a territory with its own cultural identity and history (seen in its language and culture)

---

16. Ibid.

### Regional development/Regional planning

Regional development is considered as both the increase of wealth in a region and the activities leading to that increase. Regional development has a strong economic orientation, though it may also include social and cultural aspects.

Regional planning is a branch of land-use planning dealing with the organisation of infrastructure, settlement growth and non-built areas at a regional scale.<sup>17</sup> Regional planning generally contributes to regional development, but it may also fulfil other aims, such as sustainability in the environmental sense. Regional planning is generally understood as spatial planning at regional scale.

### River-basin management

River-basin management refers to management of the water resources in a river basin, comprising the main river, all its tributaries and ground water. Water-management activities include prevention of flooding, control of activities that influence the level and quality of water resources (water extraction, point and diffuse pollution) and all measures necessary to maintain the ecological balance related to the hydrologic system of the basin.

### Rural area/Countryside

Rural areas are sparsely settled areas without a significant large city or town. The countryside refers to certain forms of landscapes and land uses where agriculture and natural vegetation play an important part.

*Rural areas are more and more diverse, as far as their economic base is concerned. While agriculture still plays an important part in many rural areas, other sources of income have developed, such as rural tourism, small-scale manufacturing, residential retirement economy and production of renewable energy. Many rural areas are multifunctional, and a number of them are under the influence of metropolitan areas and large cities as a result of improved transport and communications.*

*See also Rural development; Rural development pole*

### Rural development

Rural development is a specific aspect of territorial development. It originates in the fact that the industrial and urban society that has prevailed in Europe for more than a century has left out many rural areas from growth and development, in particular the most remote and peripheral ones. Rural development has therefore become a priority of spatial development policies in most European states.

*In recent years, strong diversification of rural areas has taken place in Europe, with some rural regions benefiting greatly from the proximity of large conurbations, others from tourism and/or the settlement of retirees, while a number of other rural areas still face constraints of remoteness and marginalisation, leading to emigration. As a result, the tasks related to rural development vary and depend very*

---

17. Ibid

*much on the context and situation of the rural area considered. They comprise measures to improve accessibility, living conditions and the environment, conserve cultural landscapes and cultural and natural heritage, promote soft tourism, encourage small and medium-sized towns and large villages to act as service suppliers to their rural hinterlands, and promote high-quality regional agricultural, forestry and craft products while adopting environmentally-friendly production practices.*

#### Rural development pole

A rural development pole is a mainly rural (but inhabited) area where social, economic and land-use changes are guided by, and required to fit in with, an integrated development plan. A rural pole is not a group of settlements, but a rural district as a whole, perhaps including one or more small towns.

The territorial development plan determines the objectives in the short, medium and long term. It specifies guidelines for development and the human and material means to achieve the results aimed at. Civil society, and public and private actors, must be partners in its development and its assessment.<sup>18</sup>

#### Science park

*See Technopole*

#### Settlement structure

*See Urban structure*

#### Spatial development, Spatial development policy

Spatial development refers to the changes of all kinds (economic, social, environmental, physical) in a territory.

*The monitoring of spatial development (for instance, within the ESPON programme), analyses of spatial development trends and forecasting studies of spatial development are activities necessary for the preparation of spatial development policies.*

“Spatial development policy” – a concept that originated in the 1990s (when the ESDP and Guiding Principles were adopted) – means a policy promoting the development of space in accordance with general principles. Various public policies (sectoral and non-sectoral) should converge if they are to fulfil these general principles, described in the Guiding Principles and the ESDP.

*See also Sustainable spatial development; Territorial development*

#### Spatial development projects

Spatial development projects are projects, generated or controlled by public bodies, that contribute positively to territorial development at different scales. Such projects

---

18. Definition from Rurality-Environment-Development (RED), an international association.

cover infrastructure works, economic promotion or development of specific areas, urban rehabilitation or restoration of damaged ecosystems.

*Generally, spatial development projects are elements of more comprehensive spatial development strategies. Some spatial development projects are top-down in nature and involve mainly public authorities, but others are more bottom-up and may have a large involvement by civil society and private interests (such as a public–private partnership).*

### Spatial planning

Spatial planning refers to the methods used by the public sector to influence the distribution of people and activities in spaces at various scales<sup>19</sup> as well as the location of the various infrastructures, recreation and nature areas.

*Spatial planning activities are carried out at different administrative or governmental levels (local, regional, national); co-operation in this field is also implemented in cross-border, transnational and European contexts.*

### Strategic environmental impact assessment

A Strategic Impact Assessment does not refer to the likely impacts of an individual project (as in the case of the Environmental Impact Assessment), but to the likely environmental impacts of certain plans and programmes.

*The SEA Directive (EU legislation), adopted in 2001, ensures that the environmental consequences of certain plans and programmes are identified and assessed during their preparation and before their adoption. The public and environmental authorities can give their opinions, and all results are integrated and taken into account in the course of the planning procedure. After the adoption of the plan or programme, the public is informed about the decision and the way in which it was made. In the case of likely transboundary significant effects, the affected member state and its public are informed and have the opportunity to make comments, which are also integrated into the national decision-making process. SEA aims to contribute to more transparent planning by involving the public and integrating environmental considerations, thus to achieve the goal of sustainable development.*

### Suburbanisation

Suburbanisation is a process by which suburbs develop around large cities and metropolitan areas. The process is generated by growth (increase in total population) and by internal re-structuring of cities.

*Many residents of larger cities no longer live and work in the same urban area, choosing instead to live in suburbs and commute to work in other areas. Suburbs are inhabited districts either on the outer rim of a city, outside the official limits of a city or even beyond the outer elements of a conurbation. The suburbanisation process is often assimilated to that of urban sprawl, especially when it comes to*

---

19. See Free Encyclopedia Wikipedia.

*apportioning blame for growing traffic problems and the destruction of natural landscapes and resources.*<sup>20</sup>

*See also Urban sprawl*

#### Sustainable spatial development

The concept of sustainable spatial development is the main objective of the Guiding Principles. Sustainability is related to long-term approaches: the benefits provided by spatial development policies should have a long-lasting character; they should not be jeopardised by important interferences (between public policies or sectors of activity) being overlooked. Four dimensions of territorial sustainability have been identified in the Guiding Principles: economic, social, environmental and cultural sustainability.

*Because numerous processes are challenging the sustainability of our common European future, policies aiming at sustainable spatial development have to achieve a variety of tasks, such as reducing disparities, supporting balanced polycentric development, providing measures for the revitalisation of declining settlements, increasing the efficiency of transport and energy networks, preventing or reducing the potential damage from natural hazards, protecting and improving the natural and built environments, promoting environmentally-friendly practices in agriculture and forestry, achieving a balance between preserving existing cultural heritage, attracting new investment, supporting existing living and working communities in urban and rural areas and increasing public participation in spatial development approaches.*<sup>21</sup>

*See also Comprehensive spatial development approach; Spatial development*

#### Sustainability assessment

A high percentage of the cost and environmental burden of any product or process is determined in the early stages of design, yet the impact may last for 20 years or more. Sustainability assessment is a methodology that helps enterprises to make products and services more sustainable.

*The life-cycle assessment of products aims to reach a better understanding of their social, economic and environmental impact. Sustainability Impact Assessments are also being carried out in a wider perspective. The European Union, for instance, carries out SIAs for the negotiation of its major multilateral and bilateral trade agreements.*<sup>22</sup> *Public policies, as well as public-private partnerships, can also be subject to similar procedures likely to identify their long-term economic, social and environmental impacts.*

---

20. See Free Encyclopedia Wikipedia.

21. Ljubljana Declaration on the Territorial Dimension of Sustainable Development, CEMAT, 2003.

22. See Communication of the European Commission on Sustainability Impact Assessment, 2002.

### Technological risk/Technological hazard

A technological risk is necessarily related to human activities in fields such as manufacturing and energy production, transport, buildings or public works. Risks from industrial, nuclear, mining or subterranean activities, the transport of hazardous substances (by land, river or sea) or the threat of a dam rupture are all considered major technological risks.

*Preventive action against technological risks, aiming at limiting the occurrence of technological hazards as well as their potential impact, is prescribed in the relevant national legislation. This may include measures pertaining to spatial development policies, especially land-use policy.*

### Technopole/Technology centre/Technology park/Science park

A technopole (also called technology centre, technology park or science park) is an area where numerous private and public activities pertaining to research and development, technological development, technology transfer, high-level scientific education and high-tech manufacturing or services are concentrated. In many cases, technopoles encompass one or several specialised clusters consisting of high-tech enterprises, incubators for start-ups, a business and innovation centre and consultancies.

*The principles governing technopoles are the development of synergies between the various stakeholders on the site (enterprises, R&D activities, start-ups, services), the type of activities allowed on the site (eliminating, for instance, warehouses or polluting industrial activities), promotion and support by public authorities (facilitating land acquisition and development, supporting research and education) and the availability of an outstanding working environment, which is important for the image of the enterprises and organisations on the site.*

### Territorial cohesion

The concept of territorial cohesion is an overarching objective of territorial development in the Guiding Principles and the ESDP. Although it is included at the highest level in official documents, the concept of territorial cohesion has so far not been officially defined. It is generally considered to complement the objectives of economic and social cohesion, and aims at promoting a harmonious and homogeneous development of an entire territory. There is wide agreement that territorial cohesion is a multi-dimensional concept with at least three main components:<sup>23</sup>

– territorial quality: the quality of the living and working environment; comparable living standards across territories; similar access to services of general interest and to knowledge;

---

23. Roberto Camagni, “The rationale for territorial cohesion and the place of territorial development policies in the European model of society”, Paper presented at the Vienna Seminar on Territorial cohesion and the European model of society, July 2005.

- territorial efficiency: resource efficiency in energy, land and natural resources; competitiveness of the economic fabric; attractiveness of the territory; internal and external accessibility; ability to resist de-structuring forces related to globalisation; territorial integration and co-operation between regions;
- territorial identity: presence of “social capital” and ability to develop shared visions of the future; local know-how and specificities; productive “vocations” and competitive advantage of each territory.

### Territorial co-operation

Territorial co-operation is understood as the development of joint activities related to territorial development policies for areas belonging to various administrative jurisdictions. Territorial co-operation is particularly important along national borders, but it is also relevant between administrative units of the same country. The aim of territorial co-operation is to facilitate territorial integration and to promote more competitive and sustainable forms of territorial development than would result from individual, segmented territorial development policies without co-operation. Territorial co-operation is driven by public authorities at the various levels, but this may be in association with other types of stakeholders (NGOs, private sector, civil society).

*See also Cross-border, transnational, inter-regional co-operation*

### Territorial development

Territorial development is understood as the process by which the geography of territories inhabited by human societies is progressively transformed. It involves physical elements (such as infrastructure, landscapes and townscapes), but also the territorial structure or settlement pattern, that is, the geographic distribution of population and human activities, in particular the size of and relationships between cities.

Territorial development is a comprehensive concept also used as an objective of public policies (“territorial development policy”). This comprehensive character results from the fact that it does not aim only at economic growth in the respective regions, but also at sustainability in its economic, social, environmental and cultural aspects. Territorial development has therefore a highly qualitative dimension requiring substantial amounts of coherence in the conception and implementation of public policies.

*It strongly reflects the present context of Europe, characterised by low growth rates and strong regional imbalances. In the period of strong growth in the post-war decades, the main tasks of public policies for territories were to guide the growth process by land-use regulation, provision of infrastructure and the use of incentives to attract investment (the related policy concepts were “territorial planning”, “aménagement du territoire”, “Raumordnung”, “Ordenacion del territorio”, etc.), but developing the territory has become a generalised priority in order to provide employment and services, and reduce territorial imbalances.*



## Territorial governance

Territorial governance is the way spatially-relevant policies (taken together) are applied. This global concept is assessed by its contribution to achieving the objectives of spatial development policies. It is the result of the quality of multi-level and cross-sectoral relationships in the field of public policies. It refers to horizontal and vertical co-operation in shaping and implementing these policies. In this respect, the principles of subsidiarity and reciprocity, advocated in the Guiding Principles, are of particular relevance.

“Territorial governance can be further understood as the emergence and implementation of innovative shared forms of planning and managing socio-spatial dynamics. ... sound territorial governance aims to manage territorial dynamics by indicating the spatial consequences of various policies planned by the public and private sector. It aims to negotiate commonly agreed objectives and a framework of shared responsibilities by the use of spatial development strategies and policies”.<sup>24</sup> At its simplest level, territorial governance can therefore be understood as the cultural embeddedness and practical application of the general principles of governance to spatial development policies.

*Improving the quality of territorial governance often requires strengthening the role of regional and local authorities, to ensure the coherence and increased efficiency of public policies applied on the territory.*

## Territorial potential

It has been recognised that each area has a specific potential (or capital) distinct from that of other areas. This potential is determined by a series of factors, which may include the area’s location, size, endowment with factors of production and infrastructure, climate, natural resources, quality of life, quality of the environment, the combined economies of its cities, business incubators, industrial districts or other business networks that reduce transaction costs. Other components are more social and cultural in nature: factors such as traditions, understandings, informal rules that enable economic actors to work together in conditions of uncertainty, solidarity and mutual assistance. The concept of territorial potential includes an even more intangible dimension: the combination of institutions, rules, practices and actors (such as producers, researchers and policy makers) that make a certain creativity and innovation possible.<sup>25</sup>

*The concept of territorial potential (or capital) underlies endogenous growth theories and strategies that have been developed and applied since the 1970s as a reaction against the instability or negative impact of exogenous factors causing unemployment, closure or relocation of businesses. In recent years, the concept of territorial potential has become topical again because of increasing international and inter-regional competition in the context of European integration and accelerating globalisation.*

---

24. CEMAT, 14th session, Resolution No. 2 (2006) on Territorial governance: empowerment through enhanced co-ordination.

25. OECD, *Territorial Outlook*, 2001, p. 15.

## Territorial impact assessment

Territorial impact assessment aims to identify the impacts that all types of spatially relevant public policies, measures and projects may have on a territory, especially on territorial sustainability and cohesion. In this respect, the territorial impacts to be identified may be economic, social, environmental and cultural. They may be related to changes in accessibility, biodiversity, locational preferences, employment opportunities or quality of life.

*Territorial impact assessments are required because numerous sectoral policies/projects influence the way a territory develops without necessarily helping to achieve the objectives of spatial development policies.*

*Ex-post territorial impact assessments show how policies applied in the past have influenced the development of the territory and what lessons can be drawn from this. They are useful for raising awareness as well as for improving assessment methods.*

*Ex-ante territorial impact assessments aim to anticipate the potential impact of future policies and so help decision makers choose between policy options.*

*The method of territorial impact assessment is of a complex nature because of the numerous possible interferences to be considered. It is therefore still being refined and improved.*

## Town and country planning

This expression originated in the UK (the Town and Country Planning Act of 1947 was adopted in the post-war period in response to industrialisation and urbanisation) but has been widely used throughout Europe and comprises a sector of public policies encompassing various activities, such as land-use planning, urban design, landscape planning, urban renewal, transport planning and the development of facilities and utilities. The global aim of town and country planning is to maintain a balance between economic development, social welfare and the environmental quality.

## Transnational co-operation

*See Cross-border co-operation*

## Urban area

An urban area physically forms part of a town or city; it is characterised by a high proportion of built-up surface, high density of population and employment and significant amounts of (transport and other) infrastructure, as opposed to a rural area. Urban areas may also include non-built-up, green areas generally used for recreational purposes by urban dwellers.

*See also Urbanisation; Urban development; Rural area*

## Urban development

As in the case of spatial development, urban development can be understood as the evolution of a specific (urban) area, or as the various activities contributing to

development of this area. Promoting urban development means acting to enhance the various economic, social, environmental and cultural potentials of cities and urban areas.

*This involves a wide range of public policies based on multidisciplinary knowledge. The involvement of civil society through participatory actions and partnerships is also essential to tackle the complex issues of urban development. In recent years, the objectives of sustainability and promotion of inclusiveness and social cohesion have become topical in urban development strategies.*

### Urban design

Urban design is a traditional discipline of urban planning. It was particularly in fashion when urban planning was essentially expressed by building plans. Urban design was also widely used in planning new towns, encompassing the layout of entire cities. More recently, it has refocused on the planning of public spaces, including the totality of spaces that are used freely every day by the general public, especially streets and parks.<sup>26</sup>

*The design, construction and management of public spaces require interdisciplinary inputs (engineering, ecology, local history, transport planning, architecture, etc.) as well as consultation and negotiation with a variety of levels and stakeholders.*

### Urban ecosystem

An urban ecosystem is the community of plants, animals and humans that inhabit an urban environment. Although it is an area physically dominated by built structures like buildings, roads, sewers and power lines, it also contains a rich patchwork of green spaces (parks, yards, street planting, greenways, urban streams, commercial landscaping and unbuilt lots) that are the living heart of the urban ecosystem.

*As separate and fragmented as these elements sometimes appear, they work together as a single organism. Urban ecosystems are generally highly disturbed systems, subject to rapid changes in soil and plant cover, as well as temperature and water availability. The plant life in urban ecosystems is different from that in natural ecosystems too. Even in the city's natural or semi-natural areas like parks, the vegetation is often highly altered, with many non-native and invasive species. One extremely important issue for urban ecosystems is their ability to provide healthy environments, for the natural ecosystem and for citizens. Urban ecology, a relatively recent discipline, studies and monitors urban ecosystems (factors allowing wild plants and animals to survive in built environments, the effects of urban development patterns on ecological conditions) and attempts to shape the conditions of healthier and better managed communities.<sup>27</sup>*

---

26. See Ibid.

27. See Urban Ecosystems profile, "Earth on Edge: the Bill Moyers Report", PBS TV, 2001.

## Urbanisation

Urbanisation is the long-term process by which urban areas grow and an increasing proportion of the population lives in towns and cities.

*In Europe, urbanisation started with the beginning of the industrial revolution in the 18th century and has spread across the continent over two centuries in heterogeneous ways. The process has various phases (urbanisation, de-urbanisation or counter-urbanisation, re-urbanisation) which have reached different countries at different times, according to their geographical and historical situation. The level of urbanisation is the proportion of the population of a country (or region) living in towns. The urbanisation rate is the increase in the urban population as a proportion of the total population over a period.<sup>28</sup> Urbanisation of a region has profound effects on its economy and ecology. There are different forms (or patterns) of urbanisation – the concentration of human activities, settlements and social infrastructures – such as monocentric settlements, polycentric settlements, compact cities and suburbs.*

## Urban management

In the general context of spatial development policies, urban management comprises a set of public policies developed and applied at local or metropolitan level addressing a wide range of issues in such fields as land-use planning, transport, housing, urban renewal, conversion of derelict land and brownfield sites, environmental protection, waste management, energy and water supply, provision of services and facilities, economic development, social cohesion and integration, protection and enhancement of cultural heritage, and cultural promotion and development.

*Major urban challenges in Europe increasingly tend to consist of complex interlinkages between deprivation, low income, unemployment, poor educational and skill levels, sub-standard housing, inadequate urban fabric and facilities, and urban sprawl.<sup>29</sup> Cities have also to promote their competitiveness and their image, in order to develop functions with high economic added value and to attract investment. A particular task of urban management is the revitalisation of declining inner-city areas and problematic suburban areas, addressing not only the physical and environmental characteristics, but also the economic and social resources of the residents, and their socio-cultural integration. Approaches incorporating housing provision and improvement within more integrated, area-based, participatory regeneration programmes are essential elements of urban management policies.*

## Urban planning

Urban, city or town planning is the planning discipline dealing with the physical, social, economic and environmental development of metropolitan regions,

---

28. See Free Encyclopedia Wikipedia.

29. “Basis for the Ljubljana Declaration”, 13th CEMAT, Ljubljana, 16-17 September 2003: Proceedings, Council of Europe Series “European Spatial Planning and Landscape”, 2005, No. 71; and Documents of the Conference, “Territory and landscape Series”, 2005, No. 1.

municipalities and neighbourhoods.<sup>30</sup> Urban planning is expressed in the drafting of land-use and building plans, and local building and environmental regulations.

*Historically, (19th-century) urban planning was influenced by the newly formalised disciplines of architecture and civil engineering which began to codify both rational and stylistic approaches to solving city problems through physical design. During the 20th century, the domain of urban planning was expanded to include economic development planning, community social planning and environmental planning.*

#### Urban renewal/Urban regeneration/Urban revitalisation/Urban rehabilitation/Urban restoration

Cities are confronted by the ageing of their fabric and changes in their economic functions and social characteristics. To maintain a harmonious living environment, buoyant economy and balanced social structure, various public (and sometimes public–private) activities are necessary. Three types of action may be distinguished.

##### – *urban renewal*

This aims at replacing impoverished urban neighbourhoods and derelict areas by large-scale projects that include housing, services, transport systems, recreation areas and other elements. Sometimes, the cost of urban renewal to living communities is high, and this type of activity is nowadays less frequently carried out than some decades ago.

##### – *urban regeneration and revitalisation*

These plans aim to transform the obsolete socio-economic base of an urban area and make it more sustainable by attracting new activities and companies, modernising the urban fabric, improving the urban environment and diversifying the social structure.

##### – *urban rehabilitation and restoration*

Such schemes are aimed mainly at regenerating and conserving built heritage or the urban environment, including ecosystems. As well as refurbishing historical buildings and townscapes, rehabilitation includes the modernisation and upgrading of technical facilities and aims to meet environmental and security norms and standards.

#### Urban–rural partnerships

Rural–urban interactions can be defined as linkages across space (such as flows of people, goods, money, information and waste) and linkages between sectors (for example, between agriculture and services and manufacturing). In broad terms, they also include “rural” activities taking place in urban centres (such as urban agriculture) and activities often classified as “urban” (such as manufacturing and services) taking place in rural settlements.

---

30. See Free Encyclopedia Wikipedia.

*In recent decades, urban–rural interaction has intensified throughout Europe in terms of commuter flows, recreation and leisure activities, former urban dwellers settling in rural areas, and the location of usually urban functions and activities in rural areas. In other words, the urban influence of cities on rural areas has increased. Rural–urban linkages are important to achieve balanced economic development and to reduce the vulnerability of less favoured rural regions. Rural–urban interactions have often critical influences on the use and management of natural resources, especially in the peri-urban interface. In order to promote harmonious territorial development, urban–rural partnerships are being set up between urban and rural communities (generally represented by local authorities, but also involving NGOs and civil society) aiming at providing services, protecting natural and environmental resources, favouring regular contacts between urban and rural communities, and developing economic synergies.*

### Urban sprawl

Urban sprawl is the unplanned, uncontrolled spread of urban development onto land adjoining the edge of a city. The term is also used for the expansive, rapid and sometimes reckless growth of a greater metropolitan area over a large area. Urban sprawl is characterised by several land-use patterns, such as single-use zoning (commercial, residential, industrial), car-dependent communities, low-density land use but larger-scale development than older areas (wider roads, larger stores, extensive car parks) and lack of diversity in design, sometimes giving the sense of a uniform urban environment.<sup>31</sup>

*See also Suburbanisation*

### Urban structure/Settlement structure

A morphological/functional appraisal and analysis of towns, cities and other settlements makes it possible to identify their structure. The urban structure is characterised by the main elements and functions inside the urban area, such as the morphology of the city (compact or dispersed, single nucleus or multiple nuclei), the distribution of urban areas according to age (medieval, post-war, etc.), the disposition of main functions (commercial, housing, industrial, recreation, etc.), social distribution and organisation (poor and derelict areas, gentrified areas, middle-class areas, areas with a high proportion of immigrants, etc.), and the main characteristics of transport and communication axes (road system, public transportation system).

Settlement structure refers to the distribution of towns, cities, villages, hamlets – in fact, all settlement – on a wider scale. We can distinguish: agglomeration (various settlements organised around a dominating metropolitan area), dispersed settlement (homogeneous distribution of small and medium-sized urban entities over an area), a polycentric settlement system (organisation of a region around several urban entities), a network of cities (urban entities that are strongly interdependent in function without physical continuity) and a conurbation (a grouping of various urban entities close to each other).

---

31. See Free Encyclopedia Wikipedia.

Zoning

*See Land-use planning*

See also:

[www.coe.int/CEMAT](http://www.coe.int/CEMAT)

[www.coe.int/CEMAT/fr](http://www.coe.int/CEMAT/fr)

[www.coe.int/EuropeanLandscapeConvention](http://www.coe.int/EuropeanLandscapeConvention)

[www.coe.int/Conventioneuropéennedupaysage](http://www.coe.int/Conventioneuropéennedupaysage)

[www.coe.int/naturopa](http://www.coe.int/naturopa)

[www.coe.int/naturopa/fr](http://www.coe.int/naturopa/fr)

# III. Bibliography

## Publications

Spatial development glossary / Glossaire du développement territorial, European Conference of Ministers responsible for Regional/Spatial Planning (CEMAT) – 2007 (bilingual version), Territory and Landscape No. 2, ISBN 978-92-871-6286-1

National seminar on landscape of Andorra / Séminaire national sur le paysage d'Andorre (Andorra la Vella, 4-5 June 2007) – 2008 (bilingual version) European Spatial Planning and Landscape No. 85

Landscape and sustainable development: challenges of the European Landscape Convention – 2006, ISBN 92-871-5989-0/ ISBN 978-92-871-5989-0

5th Meeting of the Council of Europe Workshops for the implementation of the European Landscape Convention / Cinquième réunion des Ateliers du Conseil de l'Europe pour la mise en oeuvre de la Convention européenne du paysage, Proceedings: "Landscape quality objectives: from theory to practice" (Girona, Spain, 28-29 September 2006) – 2007 (bilingual version), European Spatial Planning and Landscape No. 84

4th Meeting of the Council of Europe Workshops for the implementation of the European Landscape Convention / Quatrième réunion des Ateliers du Conseil de l'Europe pour la mise en oeuvre de la Convention européenne du paysage, Proceedings: "Landscape and society" (Ljubljana, Slovenia, 11-12 May 2006) – 2007 (bilingual version), European Spatial Planning and Landscape No. 83

The contribution of Albania to the implementation of the European Landscape Convention / La contribution de l'Albanie à la mise en oeuvre de la Convention européenne du paysage (Tirana, Albania, 15-16 December 2005) – 2006 (bilingual version), European Spatial Planning and Landscape No. 81

Urban management in networking Europe / La gestion urbaine dans une Europe en réseau (Bled, Slovenia, 17-18 November 2005) – 2005 (bilingual version), European Spatial Planning and Landscape No. 80

Networking for sustainable spatial development of the European Continent / Des réseaux pour le développement territorial durable du continent européen (Moscow, Russia, 26 September 2005) – 2005 (bilingual version), European Spatial Planning and Landscape No. 79

3rd meeting of the Council of Europe Workshops for the implementation of the European Landscape Convention / Troisième réunion des Ateliers du Conseil de l'Europe pour la mise en oeuvre de la Convention européenne du paysage, Proceedings: "Landscapes for urban, suburban and peri-urban areas" (Cork, Ireland, 16-17 June 2005) – 2007 (bilingual version), European Spatial Planning and Landscape No. 82

The role of training in the implementation of the policy of sustainable spatial development in Europe / Le rôle de la formation dans la mise en oeuvre de la politique du développement territorial durable en Europe (Strasbourg, France,



15 May 2005) – 2005 (bilingual version), European Spatial Planning and Landscape No. 76

Spatial development governance: institutional co-operation network / Gouvernance territoriale: les réseaux de coopération institutionnels (Yerevan, Armenia, 28-29 October 2004) – 2004 (bilingual version), European Spatial Planning and Landscape No. 73

Landscape and spatial planning / Paysage et aménagement du territoire (Tulcea, Romania, 6-8 May 2004) – 2004 (bilingual version), European Spatial Planning and Landscape No. 78

Spatial planning and landscape / Aménagement du territoire et paysage (Moscow, Russia 26-27 April 2004) – 2004 (bilingual version), European Spatial Planning and Landscape No. 77

2nd meeting of the Workshops for the implementation of the European Landscape Convention / Deuxième réunion des Ateliers de la mise en œuvre de la Convention européenne du paysage (Strasbourg, 27-28 November 2003) – 2003 (bilingual version), European Spatial Planning and Landscape No. 72

Spatial planning and landscape in Armenia / Aménagement du territoire et paysage en Arménie (Yerevan, Armenia, 23-24 October 2003) – 2003 (bilingual version), European Spatial Planning and Landscape No. 75

13th European Conference of Ministers responsible for Regional /Spatial Planning (CEMAT), Ljubljana (Slovenia), 16-17 September 2003: Documents of the conference – 2005, Territory and Landscape No. 1, ISBN 92-871-5637-9/ ISBN 978-92-871-5637-9

13th European Conference of Ministers responsible for Regional /Spatial Planning (CEMAT)/ 13<sup>e</sup> Conférence européenne des ministres responsables de l'aménagement du territoire (CEMAT) – 2003 (bilingual version), European Spatial Planning and Landscape No. 71

Natural disasters and sustainable spatial development: prevention of floods / Les catastrophes naturelles et le développement territorial durable: la prévention des inondations (Wrocław, Poland, 30 June 2003) – 2004 (bilingual version), European Regional Planning No. 70

Sustainable spatial development: strengthening intersectoral relations / Développement territorial durable: renforcement des relations intersectorielles (Budapest, Hungary, 26-27 March 2003) – 2003 (bilingual version), European Regional Planning No. 69, ISBN 92-871-5209-8

Spatial planning for the sustainable development of particular types of European areas: mountains, coastal zones, rural zones, flood-plains and alluvial valleys / Aménagement du territoire pour le développement durable des espaces européens particuliers: montagnes, zones côtières et rurales, bassins fluviaux et vallées alluviales (Sofia, Bulgaria, 23-24 October 2002) – 2003 (bilingual version), European Regional Planning No. 68, ISBN 92-871-5187-3

1st meeting of the Workshops for the implementation of the European Landscape Convention / Première réunion des Ateliers de la mise en oeuvre de la Convention

européenne du paysage (Strasbourg, 23-24 May 2002) – 2004 (bilingual version), European Spatial Planning and Landscape No. 74

The role of local and regional authorities in transnational co-operation in the field of regional/spatial development / Le rôle des autorités locales et régionales dans la coopération transnationale en matière de développement régional et d'aménagement du territoire (Dresden, Germany, 15-16 May 2002) – 2003 (bilingual version), European Regional Planning No. 67, ISBN 92-871-5186-5

Landscape heritage, spatial planning and sustainable development / Patrimoine paysager, aménagement du territoire et développement durable (Lisbon, Portugal, 26-27 November 2001) – 2003 (bilingual version), European Regional Planning No. 66, ISBN 92-871-5139-3

Integration of the greater European spaces/ L'intégration des grands espaces européens (Thessalonica, Greece, 25-26 June 2001) – 2002 (bilingual version), European Regional Planning No. 65, ISBN 92-871-5034-9

Models for the financing of regional infrastructure and development projects, with a particular attention to the countries of Central and Eastern Europe: public-private partnerships in spatial development policy – Jacques Robert, 2001, European Regional Planning No. 63, ISBN 92-871-4758-5

Links between the sustainable development of tourism and regional/spatial planning / Développement durable du tourisme et relations avec l'aménagement du territoire (Palma de Majorca, Spain, 26-27 May 1999) – 2002 (bilingual version), European Regional Planning No. 64, ISBN 92-871-4861-2

Towards a spatial development strategy for the European continent: perspectives of evolution of rural areas in Europe (Ljubljana, Slovenia, 24-25 September 1998) – 1999, European Regional Planning No. 62, ISBN 92-871-4353-6

The challenges facing European society with the approach of the year 2000: a comprehensive regional/spatial planning framework for protecting and managing freshwater resources (Limassol, Cyprus, 16-17 October 1997) – 1998, European Regional Planning No. 60, ISBN 92-871-3576-2

The challenges facing European society with the approach of the year 2000: strategies for the sustainable development of northern states in Europe (Helsinki, Finland, 22-23 May 1997) – 1998, European Regional Planning No. 61, ISBN 92-871-3728-5

The challenges facing European society with the approach of the year 2000: strategies for the sustainable development of European states in the Mediterranean basin (Athens, Greece, 25-27 April 1996) – 1997, European Regional Planning No. 59, ISBN 92-871-3227-5

The challenges facing European society with the approach of the year 2000: public participation in regional/spatial planning in different European countries (Bath, United Kingdom, 26-27 April 1995) – 1995, European Regional Planning No. 58, ISBN 92-871-2842-1

The challenges facing European society with the approach of the year 2000: strategies for sustainable development in urban regions in Europe (Oslo, Norway,

6-7 September 1994) – 1994, European Regional Planning No. 57, ISBN 92-871-2603-8

The challenges facing European society with the approach of the year 2000: role and representation of women in urban and regional planning aiming at sustainable development (Örnsköldsvik, Sweden, 24-26 March 1994) – 1994, European Regional Planning No. 56, ISBN 92-871-2501-5

The challenges facing European society with the approach of the year 2000: transborder co-operation within sustainable regional/spatial planning in central Europe (Vienna, Austria, 31 March-1 April 1993) – 1993, European Regional Planning No. 55, ISBN 92-871-2289-X

The challenges facing European society with the approach of the year 2000: the outlook for sustainable development and its implications on regional/spatial planning (Roubaix, France, 22-23 October 1992) – 1993, European Regional Planning No. 54), ISBN 92-871-2214-8

The challenges facing European society with the approach of the year 2000: strategies for sustainable quality tourism (Palermo, Italy, 4-5 June 1992) – 1992, European Regional Planning No. 53, ISBN 92-871-2133-8

Rational land-use: information and monitoring instruments, Report of the 3rd European seminar (The Hague, Netherlands, 27-28 March 1990) – 1990, European Regional Planning No. 52

Instruments for rational land-use – administrative instruments, Report of the 2nd European seminar (Strasbourg, France, 14-15 November 1989) – 1990, European Regional Planning No. 51

Socio-political instruments of land-use in urban regions, Report of the European seminar (Falun, Sweden, 29 June-1 July 1989) – 1989, European Regional Planning No. 50

Land-use policies in regional planning – economic aspects, Report of the European seminar (Antalya, Turkey, 21-25 September 1987) – 1989, European Regional Planning No. 49

The development and planning of coastal regions, Report of the European seminar (Cuxhaven, Federal Republic of Germany, 7-9 May 1985) – 1986, European Regional Planning No. 48

A European coastal zone planning strategy – Wim van Teeffelen, 1984, European Regional Planning No. 47

Towards a European regional planning strategy – André Berquin, 1983, European Regional Planning No. 46

The concept of ‘balanced regional development’ in regional planning policy – Antonio Garcia Alvarez, 1982, European Regional Planning No. 44

Socio-economic development and planning in European coastal regions – Jacques Robert, 1982, European Regional Planning No. 43

The economic situation and economic trends in the mediterranean regions of Europe – Franco Fiorelli, 1982, European Regional Planning No. 41

Balanced regional development – Peter Paul Ahrens, 1982, European Regional Planning No. 22

The social and economic effects of the major changes in trunk communications and transport in western and central Europe, with their Mediterranean and Atlantic implications and interactions – Gabriel Wackermann, 1982, European Regional Planning No. 39

The protection and rational management of Europe's environment and natural resources – the key role of physical planning, Appendix Report of the European seminar (Strasbourg, France, 17-18 December 1981) – 1983, European Regional Planning No. 45

2nd round table: European regional planning concept, Report of the 2nd round table (Strasbourg, France, 2-3 December 1981) – 1982, European Regional Planning No. 42

Mobilising the indigenous potential of disadvantaged regions – a new dimension of regional planning – Jacques Robert, 1981, European Regional Planning No. 40

Towards a European regional planning concept – analysis and description of guidelines – Klaus Kunzmann and Gerd Rojahn, 1981, European Regional Planning No. 38

Long-range forecasting and regional planning: methodological criteria: European and Mediterranean scenarios – Franco Fiorelli, 1981, European Regional Planning No. 37

Rural regions in the Scandinavian countries – problems and perspectives – Margarete Hammarberg, 1981, European Regional Planning No. 36

Mountain regions of the European Mediterranean countries – planning problems and policies – Thymio Papayannis, 1981, European Regional Planning No. 35

Transport policies and new regional planning requirements – Arnaud Laudenbach, 1981, European Regional Planning No. 34

Towards a European physical planning concept – Jean-Louis Ceppe, Hugues de Jouvenel and Carole Medrinal 1980, European Regional Planning No. 33

The Pyrenees: their role in European integration and the requirements of transfrontier co-operation – Jacques Robert, 1980, European Regional Planning No. 31

Reviving rural Europe – Graham Moss, 1980, European Regional Planning No. 29

Definition and measurement of the factors that cause urban expansion and their influence on each other (2nd part) – Aldo Cuzzer and Paolo Avarello, 1979, European Regional Planning No. 30

Round table: European regional planning concept, Report of the 1st round table (Strasbourg, France, 17-18 December 1979) – 1980, European Regional Planning No. 32

European prognoses on regional development – tendencies of population and employment development (1974-1990) in the countries of the European Conference

of Ministers responsible for Regional Planning – Prognos 1979, European Regional Planning No. 28

Towards the geo-economic recognition of a second Europe – Jacques Buy, 1979, European Regional Planning No. 27

Interrelations of systems analysis, long-range forecasting and regional development, with special reference to the Mediterranean area – Bruno Grasseti, 1979, European Regional Planning No. 26

The impact of international economic change on development trends in Europe's regions – Annette Robert-Muller and Jacques Robert, 1979, European Regional Planning No. 25

European urban renewal in action – Graeme Shankland, 1979, European Regional Planning No. 24

Definition and measurement of the factors that cause urban expansion and their influence on each other (1st part) – Aldo Cuzzer and Paolo Avarello, 1978, European Regional Planning No. 23

The supply and production of energy in frontier areas within the countries of the Council of Europe – Jul Diederich, 1978, European Regional Planning No. 21

The function of alpine regions in European regional planning – W. Danz, 1978, European Regional Planning No. 20

Bilingual glossary of terms related to urban and regional planning – Jacques Robert, 1978, European Regional Planning No. 19

The place of the peripheral regions in a European concept of regional planning – Georges Pierret, 1978, European Regional Planning No. 18

The scope for using automated cartography in regional planning – Sylvie Rimbart, 1978, European Regional Planning No. 17

Long-range forecasting and regional disparities in Europe – Jacques Robert, 1978, European Regional Planning No. 16

Communication axes and balanced regional development – Etienne Juillard, 1978, European Regional Planning No. 15

The use of long-range forecasting techniques and projections for the definition of a European regional planning policy – Association internationale futuribles, 1978, European Regional Planning No. 14

The effect of changing demographic patterns and structures on urban and regional planning – Paul Drewe, 1978, European Regional Planning No. 12

The effects of increased tertiarisation of central urban areas and policies to control it – Nathaniel Lichfield, 1978, European Regional Planning No. 10

Renewing Europe's inner cities – G. Shankland, 1978, European Regional Planning No. 9

Territorial planning and long-range forecasting in Europe, Seminar (28-29 November 1977) – 1978, European Regional Planning No. 11

The effect of transport on regional planning in Europe, Seminar (Paris, France, 21-23 November 1977) – 1978, European Regional Planning No. 13

Harmonisation of regional plans in frontier regions – Viktor von Malchus, 1977, European Regional Planning No. 8

The objectives of European planning – ERIPLAN: European Institute for Research in Regional and Urban Planning, 1977, European Regional Planning No. 7

Possibilities of using automated cartography – H. Bernath, 1977, European Regional Planning No. 6

Terminology of regional planning – pilot study – J.S. Woodford, 1977, European Regional Planning No. 5

Reconciliation of regional planning and transport planning in a European policy – 1977, European Regional Planning No. 4

Outline of a concept of European regional policy – pilot study – K.R. Kunzmann, 1977, European Regional Planning No. 3

Theories and methods of forecasting – Claude Lacour and Colette Durand, 1977, European Regional Planning No. 2

Co-ordination of planning in frontier regions – a case study – M. Arnold, 1977, European Regional Planning No. 1

# Sales agents for publications of the Council of Europe

## Agents de vente des publications du Conseil de l'Europe

### BELGIUM/BELGIQUE

La Librairie Européenne -  
The European Bookshop  
Rue de l'Orme, 1  
BE-1040 BRUXELLES  
Tel.: +32 (0)2 231 04 35  
Fax: +32 (0)2 735 08 60  
E-mail: [order@libeurop.be](mailto:order@libeurop.be)  
<http://www.libeurop.be>

Jean De Lannoy/DL Services  
Avenue du Roi 202 Koningslaan  
BE-1190 BRUXELLES  
Tel.: +32 (0)2 538 43 08  
Fax: +32 (0)2 538 08 41  
E-mail: [jean.de.lannoy@dl-servi.com](mailto:jean.de.lannoy@dl-servi.com)  
<http://www.jean-de-lannoy.be>

### BOSNIA AND HERZEGOVINA/ BOSNIE-HERZÉGOVINE

Robert's Plus d.o.o.  
Marka Marulića 2/V  
BA-71000, SARAJEVO  
Tel.: + 387 33 640 818  
Fax: + 387 33 640 818  
E-mail: [robertsplus@bih.net.ba](mailto:robertsplus@bih.net.ba)

### CANADA

Renouf Publishing Co. Ltd.  
1-5369 Canotek Road  
CA-OTTAWA, Ontario K1J 9J3  
Tel.: +1 613 745 2665  
Fax: +1 613 745 7660  
Toll-Free Tel.: (866) 767-6766  
E-mail: [order.dept@renoufbooks.com](mailto:order.dept@renoufbooks.com)  
<http://www.renoufbooks.com>

### CROATIA/CROATIE

Robert's Plus d.o.o.  
Marasovičeva 67  
HR-21000, SPLIT  
Tel.: + 385 21 315 800, 801, 802, 803  
Fax: + 385 21 315 804  
E-mail: [robertsplus@robertsplus.hr](mailto:robertsplus@robertsplus.hr)

### CZECH REPUBLIC/ RÉPUBLIQUE TCHÈQUE

Suweco CZ, s.r.o.  
Klecakova 347  
CZ-180 21 PRAHA 9  
Tel.: +420 2 424 59 204  
Fax: +420 2 848 21 646  
E-mail: [import@suweco.cz](mailto:import@suweco.cz)  
<http://www.suweco.cz>

### DENMARK/DANEMARK

GAD  
Vimmelskaftet 32  
DK-1161 KØBENHAVN K  
Tel.: +45 77 66 60 00  
Fax: +45 77 66 60 01  
E-mail: [gad@gad.dk](mailto:gad@gad.dk)  
<http://www.gad.dk>

### FINLAND/FINLANDE

Akateeminen Kirjakauppa  
PO Box 128  
Keskuskatu 1  
FI-00100 HELSINKI  
Tel.: +358 (0)9 121 4430  
Fax: +358 (0)9 121 4242  
E-mail: [akatilaus@akateeminen.com](mailto:akatilaus@akateeminen.com)  
<http://www.akateeminen.com>

### FRANCE

La Documentation française  
(diffusion/distribution France entière)  
124, rue Henri Barbusse  
FR-93308 AUBERVILLIERS CEDEX  
Tél.: +33 (0)1 40 15 70 00  
Fax: +33 (0)1 40 15 68 00  
E-mail: [commande@ladocumentationfrancaise.fr](mailto:commande@ladocumentationfrancaise.fr)  
<http://www.ladocumentationfrancaise.fr>

Librairie Kléber  
1 rue des Francs Bourgeois  
FR-67000 STRASBOURG  
Tel.: +33 (0)3 88 15 78 88  
Fax: +33 (0)3 88 15 78 80  
E-mail: [librairie-kleber@coe.int](mailto:librairie-kleber@coe.int)  
<http://www.librairie-kleber.com>

### GERMANY/ALLEMAGNE

AUSTRIA/AUTRICHE  
UNO Verlag GmbH  
August-Bebel-Allee 6  
DE-53175 BONN  
Tel.: +49 (0)228 94 90 20  
Fax: +49 (0)228 94 90 222  
E-mail: [bestellung@uno-verlag.de](mailto:bestellung@uno-verlag.de)  
<http://www.uno-verlag.de>

### GREECE/GRÈCE

Librairie Kauffmann s.a.  
Stadiou 28  
GR-105 64 ATHINA  
Tel.: +30 210 32 55 321  
Fax: +30 210 32 30 320  
E-mail: [ord@otenet.gr](mailto:ord@otenet.gr)  
<http://www.kauffmann.gr>

### HUNGARY/HONGRIE

Euro Info Service  
Pannónia u. 58.  
PF. 1039  
HU-1136 BUDAPEST  
Tel.: +36 1 329 2170  
Fax: +36 1 349 2053  
E-mail: [euroinfo@euroinfo.hu](mailto:euroinfo@euroinfo.hu)  
<http://www.euroinfo.hu>

### ITALY/ITALIE

Licosa SpA  
Via Duca di Calabria, 1/1  
IT-50125 FIRENZE  
Tel.: +39 0556 483215  
Fax: +39 0556 41257  
E-mail: [licosa@licosa.com](mailto:licosa@licosa.com)  
<http://www.licosa.com>

### MEXICO/MEXIQUE

Mundi-Prensa México, S.A. De C.V.  
Rio Pánuco, 141 Delegación Cuauhtémoc  
MX-06500 MÉXICO, D.F.  
Tel.: +52 (01)55 55 33 56 58  
Fax: +52 (01)55 55 14 67 99  
E-mail: [mundiprensa@mundiprensa.com.mx](mailto:mundiprensa@mundiprensa.com.mx)  
<http://www.mundiprensa.com.mx>

### NETHERLANDS/PAYS-BAS

Roodveldt Import BV  
Nieuwe Hemweg 50  
NE-1013 CX AMSTERDAM  
Tel.: + 31 20 622 8035  
Fax: + 31 20 625 5493  
Website: [www.publidis.org](http://www.publidis.org)  
Email: [orders@publidis.org](mailto:orders@publidis.org)

### NORWAY/NORVÈGE

Akademika  
Postboks 84 Blindern  
NO-0314 OSLO  
Tel.: +47 2 218 8100  
Fax: +47 2 218 8103  
E-mail: [support@akademika.no](mailto:support@akademika.no)  
<http://www.akademika.no>

### POLAND/POLOGNE

Ars Polona JSC  
25 Obroncow Street  
PL-03-933 WARSZAWA  
Tel.: +48 (0)22 509 86 00  
Fax: +48 (0)22 509 86 10  
E-mail: [arspolona@arspolona.com.pl](mailto:arspolona@arspolona.com.pl)  
<http://www.arspolona.com.pl>

### PORTUGAL

Livraria Portugal  
(Dias & Andrade, Lda.)  
Rua do Carmo, 70  
PT-1200-094 LISBOA  
Tel.: +351 21 347 42 82 / 85  
Fax: +351 21 347 02 64  
E-mail: [info@livrariaportugal.pt](mailto:info@livrariaportugal.pt)  
<http://www.livrariaportugal.pt>

### RUSSIAN FEDERATION/ FÉDÉRATION DE RUSSIE

Ves Mir  
17b, Butlerova ul.  
RU-101000 MOSCOW  
Tel.: +7 495 739 0971  
Fax: +7 495 739 0971  
E-mail: [orders@vesmirbooks.ru](mailto:orders@vesmirbooks.ru)  
<http://www.vesmirbooks.ru>

### SPAIN/ESPAGNE

Mundi-Prensa Libros, s.a.  
Castelló, 37  
ES-28001 MADRID  
Tel.: +34 914 36 37 00  
Fax: +34 915 75 39 98  
E-mail: [libreria@mundiprensa.es](mailto:libreria@mundiprensa.es)  
<http://www.mundiprensa.com>

### SWITZERLAND/SUISSE

Planetis Sàrl  
16 chemin des Pins  
CH-1273 ARZIER  
Tel.: +41 22 366 51 77  
Fax: +41 22 366 51 78  
E-mail: [info@planetis.ch](mailto:info@planetis.ch)

### UNITED KINGDOM/ROYAUME-UNI

The Stationery Office Ltd  
PO Box 29  
GB-NORWICH NR3 1GN  
Tel.: +44 (0)870 600 5522  
Fax: +44 (0)870 600 5533  
E-mail: [book.enquiries@tso.co.uk](mailto:book.enquiries@tso.co.uk)  
<http://www.tsohop.co.uk>

### UNITED STATES and CANADA/ ÉTATS-UNIS et CANADA

Manhattan Publishing Co  
2036 Albany Post Road  
USA-10520 CROTON ON HUDSON, NY  
Tel.: +1 914 271 5194  
Fax: +1 914 271 5886  
E-mail: [coe@manhattanpublishing.com](mailto:coe@manhattanpublishing.com)  
<http://www.manhattanpublishing.com>

Council of Europe Publishing/Éditions du Conseil de l'Europe  
FR-67075 STRASBOURG Cedex

Tel.: +33 (0)3 88 41 25 81 – Fax: +33 (0)3 88 41 39 10 – E-mail: [publishing@coe.int](mailto:publishing@coe.int) – Website: <http://book.coe.int>

The Council of Europe European Conference of Ministers responsible for Regional/Spatial Planning (CEMAT) brings together representatives of the 47 member states of the Council of Europe, united in their pursuit of a common objective: sustainable spatial development of the European continent.

This compendium presents the texts adopted by CEMAT between 1970 and 2010 and the most important texts adopted by the Committee of Ministers of the Council of Europe regarding CEMAT.



COUNCIL OF EUROPE  
CONSEIL DE L'EUROPE



Council of Europe Conference of Ministers  
responsible for Spatial/Regional Planning  
Conférence du Conseil de l'Europe des Ministres  
responsables de l'Aménagement du Territoire

[www.coe.int](http://www.coe.int)

*The Council of Europe has 47 member states, covering virtually the entire continent Europe. It seeks to develop common democratic and legal principles based on the European Convention on Human Rights and other reference texts on the protection of individuals. Ever since it was founded in 1949, in the aftermath of the Second World War, the Council of Europe has symbolised reconciliation.*

ISBN 978-92-871-6585-5



€79/ US\$158

<http://book.coe.int>  
Council of Europe Publishing